

## **Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform**



**Hartini<sup>1</sup>, Veithzal Rivai Zainal<sup>2</sup>, Azis Hakim<sup>3</sup>**

<sup>1</sup>Student Administrative Masters Program University of Krisnadwipayana, Indonesia

<sup>2</sup>Professor Master of Administrative Sciences University of Krisnadwipayana, Indonesia

<sup>3</sup>Lecturer Master of Administrative Sciences University of Krisnadwipayana, Indonesia

**ABSTRACT:** The formulation of the problem in the research is how to assess the performance of BKKBN employees in implementing bureaucratic reform and the obstacles faced in assessing the performance of BKKBN employees in implementing bureaucratic reform. The aim to be achieved in this research is to determine the employee performance assessment carried out at BKKBN regarding the implementation of bureaucratic reform in achieving the program for structuring the apparatus' HR management system.

The research approach used is a qualitative approach with a case study method. In this case, the researcher wants to see employee performance assessments carried out by the BKKBN in the context of implementing bureaucratic reform as outlined in the BKKBN bureaucratic reform roadmap

Based on the results of the research that has been carried out, it can be concluded that the results of the discussion and research, namely:

1. In general, the implementation of bureaucratic reform has gone well, starting with the formation of a Bureaucratic Reform Team consisting of 9 Working Groups, a Road Map for Bureaucratic Reform, and an Independent Assessment of the Implementation of Bureaucratic Reform (PMPRB) carried out by the Inspectorate.
2. In general, employee performance assessment has gone well, starting with various employee performance assessment systems, namely the Balance Scorecard method, employee work performance assessment, and employee discipline and work behavior assessment, in which there is the latest performance assessment application with the Multi-Rater Feedback application.
3. Obstacles in assessing employee performance at BKKBN, namely:
  - a. The application of the performance assessment system with the Balance Scorecard and Multi-Rater Feedback system is still not optimal
  - b. There are still leaders who are less objective in providing assessments.
  - c. There are limitations to the performance assessment system used, such as the BSC method which is only synchronous for Echelon IV while it cannot be done at the staff level.
  - d. Appraisers lack the skills needed to carry out Performance Appraisals effectively.

**KEYWORDS:** Performance Assessment, Population Agency, National Family Planning, Implementation of Bureaucratic Reform

### **INTRODUCTION**

The economic crisis experienced by Indonesia in 1997, in 1998 had developed into a multidimensional crisis. This condition has resulted in strong demands from all levels of society for the government to immediately carry out reforms in the administration of national and state life. Since then, there have been various important changes that have become milestones in starting an era of reform in the political, legal, economic, and bureaucratic fields, known as the first wave of reform. These changes are based on the desire of the majority of society to realize democratic government and accelerate the realization of people's welfare based on basic values as stated in the Preamble to the 1945 Constitution.

The reforms that have been carried out since the multidimensional crisis occurred in 1998 or over the last ten years have succeeded in laying the political foundation for democratic life in Indonesia. Various changes in the state administration system, revitalization of high state institutions, and general elections were carried out to build a state government that is capable of running well (good governance). In the economic sector, reform has also been able to bring about increasingly better economic conditions, thereby bringing Indonesia back into the ranks of middle-income countries (MICs). Therefore, Indonesia is seen as a country that has successfully weathered the crisis period.

## Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform

However, these conditions have not been able to elevate Indonesia to a position equal to other countries, both countries in Southeast Asia and Asia. In terms of realizing a government that is clean and free of corruption, collusion, and nepotism, there are still many things that need to be resolved about eradicating corruption. This is shown, among other things, from Transparency International data in 2009, that Indonesia's Corruption Perception Index (IPK) is still low (2.8 out of 10) when compared with other countries in Southeast Asia. Accountability of state financial management, the quality of which still needs a lot of improvement, including the presentation of financial reports by Government Accounting Standards (SAP). The Financial Audit Agency's (BPK) opinion on the financial reports of ministries/institutions and regional governments still needs to be improved towards an Unqualified Opinion (WTP).

In terms of public services, the government has not been able to provide quality public services because of the challenges it faces, namely the increasingly advanced development of society's needs and increasingly fierce global competition. The integrity score shows quality characteristics in public services, such as the presence or absence of bribery, the presence or absence of Standard Operating Procedures (SOP), conformity of the service process with existing SOPs, the openness of information, fairness, and speed in providing services, and the ease with which the public can make complaints.

Regarding the capacity and accountability of bureaucratic performance, the public still complains about its condition. Based on government assessment effectiveness carried out by the World Bank, Indonesia obtained a score of -0.43 in 2004, -0.37 in 2006, and -0.29 in 2008, on a scale of -2.5 indicating the worst score, and 2.5 indicating the best score. Even though in 2008 it increased to -0.29, this score still shows that institutional capacity/government effectiveness in Indonesia is lagging when compared to the progress achieved by neighboring countries. This condition reflects that there are still problems in government administration, such as the quality of bureaucracy, public services, and the competence of government officials.

Furthermore, based on an assessment of the Government Agency Performance Accountability Report (LAKIP), in 2009 the number of government agencies deemed accountable only reached 24%. The picture above reflects the current condition of our bureaucracy. There are several main problems related to bureaucracy, namely:

1. Organization. Government organizations do not have the right function and right sizing.
2. Legislation. Some laws and regulations in the field of state apparatus are still overlapping, inconsistent, unclear, and subject to multiple interpretations. Apart from that, there are still conflicts between one legal regulation and another, whether of the same level between higher regulations and lower regulations or between central regulations and regional regulations. In addition, many laws and regulations have not been adapted to the dynamics of changes in government administration and community demands.
4. HR Apparatus. The human resources of the Indonesian state apparatus (PNS) currently total 4,455,303 people (2014 BPS data). The main problem with human resources for state officials is that the allocation in terms of quantity, quality, and distribution of civil servants according to territory (regions) is unbalanced, and the level of civil servant productivity is still low. Human resource management of the apparatus has not been implemented optimally to improve professionalism, and employee and organizational performance. Apart from that, the civil servant salary system is not yet based on job/position weights obtained from job evaluations. The basic salary determined based on class/rank does not fully reflect the burden of duties and responsibilities. Performance allowances are not yet fully linked to work performance and pension benefits do not guarantee welfare.
5. Authority. There are still practices of irregularities and abuse of authority in the government administration process and accountability for the performance of government agencies is not yet established.
6. Public service. Public services have not been able to accommodate the interests of all levels of society and have not fulfilled the basic rights of citizens/residents. The delivery of public services is not yet in line with the expectations of increasingly advanced middle-income nations and increasingly fierce global competition.
7. Mindset and work culture, The mindset and work culture of bureaucrats do not fully support an efficient, effective productive, and professional bureaucracy. Apart from that, bureaucrats do not have a mindset that serves society, have not achieved better performance, and are not yet results-oriented.

In this regard, bureaucratic reform means a major change in the paradigm and governance of the Indonesian government. Apart from that, bureaucratic reform also means a big bet for the Indonesian people in facing the challenges of the 21st century. If successfully implemented, bureaucratic reform will achieve the expected goals, including:

- a. reduce and ultimately eliminate any abuse of public authority by officials in the relevant agencies;
- b. make the country have the most-improved bureaucracy;
- c. improving the quality of service to the community;
- d. improving the quality of formulation and implementation of agency policies/programs;
- e. increasing efficiency (cost and time) in the implementation of all aspects of organizational tasks;
- f. making the Indonesian bureaucracy anticipatory, proactive, and effective in facing globalization and the dynamics of changes in the strategic environment.

## **Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform**

However, if it fails to be implemented, bureaucratic reform will only lead to the inability of the bureaucracy to face the complexity that is moving exponentially in the 21st century, antipathy, trauma, reduced public trust in the government, and the threat of failure to achieve good governance, even hinder the success of national development. Bureaucratic reform is related to thousands of overlapping processes between government functions, involves millions of employees, and requires a large budget. Apart from that, bureaucratic reform also needs to reorganize bureaucratic processes from the highest level to the lowest and make breakthroughs (innovation breakthroughs) with gradual, concrete, realistic, serious steps, thinking outside the existing habits/routines of the box thinking, paradigm change and with extraordinary efforts (business not as usual).

Therefore, national bureaucratic reform needs to revise and develop various regulations, modernize various central and regional government policies and management practices, and adapt the functions of government agencies to new paradigms and roles. This effort requires a grand design and road map. Therefore, in 2004, the government reaffirmed the importance of implementing the principles of clean governance and good governance which are universally believed to be the principles necessary to provide excellent service to the community. In this regard, the main program carried out by the government is to build the state apparatus through implementing bureaucratic reform. Thus, the first wave of bureaucratic reform began to be implemented gradually in 2004.

Bureaucratic reform is a continuous effort in which each stage provides changes or improvements to the bureaucracy in a better direction. In 2014, it is hoped that we will achieve strengthening in the following areas:

1. Administering good, clean government, free of corruption, collusion, and nepotism;
2. Quality of public services;
3. Capacity and accountability of bureaucratic performance;
4. The professionalism of human resource personnel is supported by a competency-based, transparent, apparatus recruitment and promotion system capable of encouraging mobility of officers between regions, between centers, and between the center and regions, as well as obtaining commensurate salaries and forms of welfare guarantees.

In 2019, it is hoped that the quality of governance that is good, clean, and free of corruption, collusion, and nepotism can be realized. Apart from that, it is also hoped that public services can be realized that are in line with the expectations of the community, the hopes of the Indonesian nation becoming more advanced and able to compete in increasingly tight global dynamics, the capacity and accountability of bureaucratic performance getting better, the human resources of the apparatus becoming more professional, and the mindset and culture set which reflects higher integrity and performance. By 2025, it is hoped that good governance will be realized with a professional government bureaucracy, high integrity, and a public servant and state servant.

Starting with the Regulation of the Minister of State for Empowerment of State Apparatus Number PER/15/M.PAN/7/2008 concerning General Guidelines for Bureaucratic Reform which was followed up with the Regulation of the Minister of State for Empowerment of State Apparatus Number PER/04/M.PAN/4/2009 concerning Guidelines for Submitting Documents Proposed Bureaucratic Reform within Ministries/Institutions as well as Presidential Regulation Number 81 of 2010 concerning Grand Design for Bureaucratic Reform 2010-2025, these laws and regulations are used as references by Ministries/Institutions (K/L) and Regional Governments (Pemda) to start implementing Bureaucratic Reform. So in 2011, all Ministries/Institutions and Regional Governments were targeted to commit to implementing the bureaucratic reform process. In 2014, gradually and continuously, K/L and Regional Governments have the power to start this process, so that by 2025, a professional and high-integrity government bureaucracy can be realized.

As part of the Central Government, the National Population and Family Planning Agency (BKKBN), which based on Law Number 52 of 2009 concerning Population Development and Family Development article 56 is mandated to carry out population control and the implementation of family planning, has participated in the implementation of bureaucratic reform since 2011. This was marked by the publication of BKKBN Head Regulation Number 131/KEP/B5/2011 concerning the BKKBN Bureaucratic Reform Team whose task was to coordinate and supervise the implementation of bureaucratic reform at BKKBN. Apart from that, it can also be seen through the movement to build a work culture following the Regulation of the Head of BKKBN Number 273/PER/B2/2011 concerning Guidelines for Implementing a Smart, Resilient, Partnership (CUK) Work Culture.

Work culture is an evolutionary process in an organization, which is closely related to leadership and example in the organization. Every organization has a different work culture, which is dynamic. CUK is an institutional value that is expected to continue to be the basis for BKKBN to face the challenges of the Family Planning Program in the future to realize its vision and mission. CUK's work culture includes three things, namely Smart means being able to act quickly, precisely, effectively, and efficiently. Resilience means being able to survive and recover quickly in difficult conditions, and Partnership means building networks and cooperation with the principle of mutual benefit. The implementation of the CUK work culture by all employees will be beneficial in improving the performance of individuals, work units, and BKKBN as an organization. The implementation of the CUK work culture is also intended as an effort to support the achievement of bureaucratic reform. This CUK is assessed using the Multi Rater Feedback (MRF) application which is part of the personnel information system and has the function of collecting feedback from other people (stakeholders) about how BKKBN employees work and is part of the performance management process.

## Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform

One aspect of management that is very important and influences organizational performance is Human Resources (HR). Based on the 2011-2014 BKKBN Bureaucratic Reform Roadmap document, the HR Management System Arrangement of Apparatus has been implemented, which is one of the areas of change that must be made in the implementation of bureaucratic reform in the system. administration of government. HR management at BKKBN has followed the regulations and procedures set by the government so that the bureaucratic reform agenda is more about renewal and strengthening so that human resources with integrity, competence, professionalism, high performance, and prosperity are achieved.

In measuring employee performance according to Robert and John (2010:378), the indicators are: 1. quantity of work; 2. quality of work; 3. punctuality; 4. employee attendance; and 5. ability to work together. BKKBN as a non-ministerial government agency has assessed these five indicators as mandated by the Government of the Republic of Indonesia Regulation Number 46 of 2011 concerning the Evaluation of Civil Servant Work Performance as well as employee discipline based on Government Regulation of the Republic of Indonesia Number 53 of 2010 concerning Civil Servant Discipline as outlined in the Head Regulation BKKBN Number 231/PER/B2/2011 concerning Guidelines for the Implementation and Assessment of Employee Discipline in the Context of Providing Performance Allowances in the BKKBN Environment which was updated with the Regulation of the Head of BKKBN Number 229/PER/B2/2014 concerning the Implementation of Providing Employee Performance Allowances in the BKKBN Environment. The assessment of Civil Servant (PNS) work performance aims to ensure the objectivity of civil servant development which is carried out based on a work performance system and a career system that focuses on the work performance system.

Even though the management of BKKBN human resources is more about renewal and strengthening, in reality, there are still discrepancies and disparities that occur in the targets for achieving the Grand Design for Bureaucratic Reform 2010-2025 in structuring the HR management system for the BKKBN apparatus. Achieving goals and targets is important for knowing the results of activities and the level of success in implementing bureaucratic reform at BKKBN.

Structuring the HR management system for the apparatus is still difficult to carry out even though it should be following what has been determined. This is an encouragement for the BKKBN to further improve the structuring of the HR management system for the apparatus to create HR with integrity, competence, professionalism, high performance, and prosperity. At BKKBN some problems hinder the structuring of the HR management system for personnel, including the implementation of individual performance assessments that have not run optimally. If the assessment of individual performance has not been carried out according to the existing system, it will have an impact on the failure of the implementation of the HR management system structuring program for the apparatus so that the goal of realizing HR with integrity, competence, professionalism, high performance, and prosperity becomes a mere formality.

## LITERATURE REVIEW

### *Performance*

Performance comes from the words job performance or actual performance, which means work performance or actual achievements achieved by someone. The definition of performance (work achievement) is the quality and quantity of work results achieved by an employee in carrying out his functions following the responsibilities given to him. Performance is the result or output of a process (Nurlaila, 2010). According to the behavioral approach to management, performance is the quantity or quality of something produced or service provided by someone doing the work (Luthans, 2005). Performance is work achievement, namely the comparison between work results and established standards (Dessler, 2000). Performance is the result of work both in quality and quantity achieved by someone in carrying out tasks according to the responsibilities given (Mangkunagara, 2002).

Performance is the result or overall level of success of a person during a certain period in carrying out tasks compared to various possibilities, such as standard work results, targets or goals, or predetermined criteria that have been mutually agreed upon (Rivai and Basri, 2005). Meanwhile, Mathis and Jackson (2006) stated that performance is basically what employees do or do not do. Performance management is all activities carried out to improve the performance of a company or organization, including the performance of each individual and workgroup in the company. Performance is the result of behavior (Armstrong, 2005).

This understanding of performance links work results with behavior. As a behavior, performance is a human activity directed at carrying out organizational tasks assigned to him. Performance is an activity or activity related to effectiveness. Performance is a measure of the results or benefits of an activity process in a certain function, whether carried out by a person as an individual or by a group of people over a certain period. Prawirosentono (2008) explains the definition of performance as work results that can be achieved by a person or group of people in an organization by their respective authority and responsibilities to achieve the goals of the organization in question legally, without violating the law, and under morals and ethics.

It is difficult to find appropriate performance measurement tools to measure the performance of public organizations because the goals of public organizations are not profit-oriented and tend to be complex. If we look closely at the main purpose and mission of the presence of public organizations, which is to meet the needs and protect the interests of the public, it seems simple to measure the performance of the organization. However, in reality, it is not like that, because until now there has been no agreement regarding the performance measures of public sector organizations, especially regarding the performance of their employees.



## **Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform**

However, according to Robert and John (2010), several indicators are usually used to measure the performance of an organization's employees. The indicators in question are as follows: quantity of work, quality of work, punctuality, employee attendance, and ability to work together.

From several expert opinions above, it can be interpreted that performance is the result of the work carried out by an employee in completing a task given or assigned to him to achieve organizational goals. The results of the work carried out by employees greatly influence the progress of an organization. Thus, performance is the achievement of the results of policies/programs/activities by using resources to achieve previously determined organizational goals.

### ***Bureaucratic Reform***

Reform is the keyword for changes towards improving and renewing various aspects of government administration which are carried out gradually and continuously so that they do not include radical efforts and/or actions. The history of bureaucracy in Indonesia has a bad report, especially during the New Order era which made bureaucracy a political machine, where uncertainty about costs and responsibilities was one of the facts of the breakdown of bureaucracy in Indonesia.

Bureaucratic reform according to Effendi (2007) is a significant change in bureaucratic elements including institutions, human resources as apparatus, administration, accountability of apparatus, supervision, and public services, where the aim is to prevent and accelerate the eradication of corruption in a sustainable manner in creating good governance. good, clean, and dignified (good governance) and clean governance and free from corruption.

Bureaucratic reform is essentially an effort to carry out fundamental reforms and changes to the government administration system, especially regarding the following aspects:

- a. Institutional (organization)
- b. Management (business process)
- c. Apataur Human Resources

Various problems/obstacles that cause the government administration system to not work or are predicted to not work well must be reorganized or renewed. Bureaucratic reform is carried out to realize good governance. In other words, bureaucratic reform is a strategic step to build the state apparatus so that it is more cultured and effective in carrying out the general tasks of government and national development. Apart from that, the very rapid progress of science, information, and communication technology as well as changes in the strategic environment requires the government bureaucracy to be reformed and adapted to the dynamics of society's demands.

### ***Human Resource Management***

According to Melayu (2002), Human Resource Management is the science and art of managing the relationships and roles of the workforce so that they are effective and efficient in helping to realize the goals of the organization, employees, and society. Meanwhile, according to (Hasibuan, 2002) personnel management is planning, organizing, directing, and controlling the procurement, development, compensation, integration, maintenance, and dismissal of employees to realize the goals of the company, individuals, employees, and society. HR management plays a major role in explaining human resource problems. The main objective of HR management is to increase employee contributions to the organization, therefore employees must be managed well so that they can help the organization achieve the organizational goals that have been set.

The objectives of HR Management are as follows:

- a. The social goal of human resource management is to make organizations or companies socially and ethically responsible for the integrity and challenges of society by minimizing negative impacts.
- b. Organizational goals are formal goals created to help an organization achieve its goals.
- c. Functional Objectives are the goal of maintaining the contribution of the human resources department at a level appropriate to the needs of the organization.
- d. Individual goals are the personal goals of each member of an organization or company

## **RESEARCH METHODS**

### ***Research Design***

According to Arikunto (2010), descriptive research has several categories, namely: survey research, follow-up research, document analysis, and correlational research. From the categories above, this research uses document analysis because this research presents the results of the exploration or description of the facts obtained in more depth.

Efforts to describe the facts at the initial stage are aimed at presenting the symptoms completely in the aspect being investigated so that the situation or conditions are clear. In its development, descriptive research not only presents research results that simply describe the facts but also develops interpretations of the facts found. So in descriptive research, there is analysis and interpretation of the meaning of the data that has been obtained.

## **Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform**

The research approach used is a qualitative approach with a case study method. In this case, the researcher wants to see employee performance assessments carried out by the BKKBN in the context of implementing bureaucratic reform as outlined in the BKKBN bureaucratic reform roadmap.

### **Data Processing Techniques**

Data collection is carried out to obtain the information needed to achieve research objectives. The objectives expressed in the form of a hypothesis are a temporary answer to the research question. This answer still needs to be tested empirically, and for this purpose data collection is needed. The data was collected by a predetermined sample. The sample consists of a set of analysis units as research targets. In simple terms, data collection is defined as a process or activity carried out by researchers to uncover or capture various phenomena, information, or conditions of the research location under the scope of the research.

Research instruments are tools selected and used by researchers in their collecting activities so that these activities become systematic and made easier by them. Data collection instruments are methods that researchers can use to collect data. Instruments as aids in using data collection methods are tools that can be realized in objects, for example, questionnaires, test equipment, interview guides, observation guides, scales, and so on.

### **Data Analysis Technique**

After testing the primary and secondary data, the next step is to analyze and discuss the test and interview results. Data analysis is the process of simplifying data into an easier and simpler form. Data analysis is carried out to understand what is contained in the data, summarize it into a formula that is compact and easy to understand, and find a general pattern that arises from the data. The data technique used is a qualitative data technique, which describes and interprets data obtained from field research in the form of in-depth interviews and observations. In qualitative research, the data is presented in narrative text form.

## **RESEARCH RESULTS AND DISCUSSION**

### ***1. Performance Assessment of National Population and Family Planning Agency Employees in the Implementation of Bureaucratic Reform***

The implementation of bureaucratic reform at the National Population and Family Planning Agency (BKKBN) began with the publication of Regulation of the State Minister for Administrative Reform Number PER/15/M.PAN/2008 concerning General Guidelines for Bureaucratic Reform. This regulation was then refined with the issuance of 2 (two) new laws and regulations in 2010, namely Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 and Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 20 of 2010 concerning the Road Map for Reform Bureaucracy 2010-2014.

In the Grand Design and Road Map for Bureaucratic Reform mentioned above, each Ministry/Institution (K/L) must implement the programs and activities that have been determined. There are 9 (nine) programs and 26 (twenty-six) bureaucratic reform activities that must be implemented by all K/Ls. Through the implementation of RB programs and activities, the government hopes that increasingly transparent and accountable management of K/Ls can improve their performance.

The National Population and Family Planning Agency (BKKBN) is a government agency that operates in the field of handling Population and Family Planning (KB) problems, especially in creating quality families. Another important role is to increase family resilience. So far, it seems that most people do not understand the important roles of BKKBN. Most people still understand that the role of the BKKBN is limited to providing contraceptives or implementing family planning programs.

With the issuance of Law Number 52 of 2009 concerning Population Development and Family Development, the role of the BKKBN has become broader and is not limited to implementing the Family Planning Program, but also includes harmonizing population control. The new role and function of the BKKBN is strengthened by the existence of Presidential Regulation Number 62 of 2010 concerning the National Population and Family Planning Agency. In this Presidential Decree, the role of the BKKBN is stated in Article 2: "BKKBN has the task of carrying out government duties in the field of population control and implementation of family planning."

For BKKBN, bureaucratic reform is not merely implementing policies but rather an effort to improve existing weaknesses and prepare the organization to face future challenges. Through the implementation of bureaucracy, it is hoped that BKKBN can resolve the problems and challenges it faces. As part of the management support program and other technical tasks, the bureaucratic reform agenda will support the role and function of the BKKBN as stated in statutory regulations and will help solve the problems currently faced by the BKKBN.

In the framework of implementing reforms at the BKKBN, a Regulation of the Head of the National Population and Family Planning Agency was issued Number 131/Kep/B5/2011 dated 2 May 2011 concerning the National Population and Family Planning Agency's Bureaucratic Reform Team. Based on this Perka, the membership composition of the BKKBN RB Team was formed, consisting of a Steering Team and an Implementing Team. The Implementation Team includes nine working groups, namely Working Group I Change Management Program, Working Group II Legislation Structuring Program, Working Group III

## Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform

Organizational Structuring and Strengthening Program, Working Group IV Management Structuring Program, Working Group V HR Management System Program Apparatus, Working Group VI Program for Strengthening Supervision, Working Group VII Program for Strengthening Performance Accountability, Working Group VIII Public Quality Improvement Program, and Working Group IX Monitoring and Evaluation Program. Of the nine work groups related to employee performance assessment, there is work group V which is the main subject of this thesis. Activities carried out by working group V chaired by the Head of the Personnel Bureau with the HR Management System Arrangement program.

Human Resources (HR) management at BKKBN follows the provisions for implementing bureaucratic reform. The next bureaucratic reform agenda about human resources, BKKBN is more reform and strengthening. In terms of human resource management, the BKKBN apparatus has been doing this since 2009, BKKBN has developed an employee recruitment system from a conventional system to a competency-based recruitment system, which is implemented online. In addition to developing the recruitment system, HR Management for BKKBN Apparatus is carried out by :

- 1) Preparing Job Analysis and Job Evaluation. Analysis and mapping of positions at BKKBN have continued to undergo adjustments following changes in organizational structure and function. In 2008, in the initial stage of implementing bureaucratic reform at the BKKBN, a comprehensive job analysis was carried out which produced a document of main duties and functions, job descriptions, position qualifications, and position requirements for all positions at the BKKBN. Then following the reference in bureaucratic reform, the results of the job analysis are followed up with a job evaluation which produces a job ranking of all positions in the BKKBN. In 2010, with the issuance of Presidential Regulation Number 62 of 2010, the organizational structure and functions of the BKKBN underwent another change. For this reason, in 2011 another job analysis and job evaluation was carried out, which resulted in main duties and functions, job descriptions, job qualifications, as well as new job requirements, as well as a new job grading.
- 2) Arranging Position Rankings and Position Prices. The preparation of Competency Standards at BKKBN has been implemented and continues to be developed since 2007, resulting in the BKKBN Competency Model and Job Competency Standards. The preparation of Job Competency Standards was carried out in stages, starting with the competency standards for echelon II and echelon III structural positions in 2008 and the competency standards for echelon IV positions in 2009. Meanwhile, the preparation of the BKKBN Competency Model started in 2007 and resulted in a soft-competency model that includes BKKBN Core competencies (CUK-Smart, Tenacious, Partnership) and managerial competencies, which include competencies: Innovation, Analytical Thinking and Strategic Thinking, Decision Making, Planning and Organizing, Facilitating Change, Service Orientation, Achievement Orientation, Communication, and Developing People Other. In 2010, this competency model underwent refinement, adapting to the specific circumstances of each task area within the BKKBN organization. Each Deputy has its competency model, as a result of these adjustments.
- 3) Individual Assessment Based on Competency. Mapping or compiling individual employee competency profiles at BKKBN has been carried out since 2007 by referring to the BKKBN competency model.
- 4) Implementation of the Individual Performance Appraisal System. To date, BKKBN has implemented a new performance measurement and assessment system for corporate performance up to echelon II position level, both at the Head Office and in Provinces. For Provinces, since 2007 a performance contract has been carried out between the Head of the BKKBN and the Head of the Provincial BKKBN which, starting in 2009, is monitored and assessed periodically every month through Program Control Meetings (Radalgram) which are held via Video-Conference media.
- 5) Employee Database Development/Development. Since 2007, BKKBN has built a simple information technology-based Employee Data Base Management System (SIMPEG) to meet the need for easy data retrieval. Starting in 2009, a new SIMPEG application was developed, which is web-based, so that it can be integrated with various other existing and developed personnel management applications, such as performance appraisal system applications, employee attendance applications, employee career development applications, and various other personnel applications.
- 6) Development of Competency-Based Employee Education and Training. Until 2008, general education and training at BKKBN was carried out to develop Technical Competence. The policy implemented is to prioritize employees who have more potential, or who have the smallest competency gap. This policy applies especially to long-term education and leadership training. Since 2008, especially since the competency assessment was carried out based on the competency model, the education and training carried out have involved efforts to develop behavioral competencies. Even though due to budget constraints we still prioritize employees who have the smallest competency gap, all employees who have a competency gap remain targets for education and training. In general, education and training to improve behavioral competence is carried out by professional consultants, with Taylor-made substance and methods.

To determine the high and low levels of an employee's performance, it is necessary to carry out an objective performance assessment. Employee performance appraisal requires an accurate and accountable appraisal system. Currently, BKKBN carries out employee performance assessments using the Balance Scorecard system, which is a strategic management tool that translates the vision, mission, and strategy contained in the Strategic Plan and Roadmap into a strategic map. A vision is a statement that contains

## **Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform**

a description of the state of the organization that it wants to achieve in the future. Vision answers the question " what do we want to be ?" The mission explains the method that must be carried out as a form of elaboration of the vision that has been set. In the BSC concept, the vision and mission that have been formulated are then translated into several strategies. Meanwhile, strategic targets (SS) are statements about what we want to achieve (SS is output/outcome) what we want to do (SS is process) or what we should have (SS is input).

Apart from the Balance Scorecard, BKKBN also assesses employee performance by assessing employee discipline through attendance and assessing employee work performance. To determine the level of discipline and work performance of employees at BKKBN, it is necessary to describe the total number of employees at BKKBN.

Civil servant discipline is the ability of civil servants to comply with obligations and avoid prohibitions specified in statutory regulations and/or official regulations which, if not obeyed or violated, will result in disciplinary punishment. Disciplinary violations are any words, writings, or actions of civil servants that do not comply with their obligations and/or violate the prohibitions on civil servant disciplinary provisions, whether committed inside or outside working hours.

Since the Regulation of the Minister of State for Empowerment of State Apparatus Number: PER/15/M.PAN/7/2008 concerning General Guidelines for Bureaucratic Reform, BKKBN in 2011 has issued Regulation of the Head of BKKBN Number: 231/PER/B2/2011 concerning Guidelines for Implementation and Assessment Employee Discipline in the Context of Providing Performance Allowances in the BKKBN Environment which is updated every time there is a policy change and the latest is Head Regulation Number: 229/PER/B2/2014 concerning the Implementation of Providing Employee Performance Allowances in the BKKBN Environment which regulates the provision of performance allowances to each employee based on discipline for attendance and reduced working days and working hours using electronic attendance machines and valid proof of presence/absence.

Discipline is an important factor in encouraging increased performance and is used as a benchmark for employee work performance. Efforts to implement and enforce working hours discipline are carried out continuously by evaluating, reporting, and providing feedback regarding the discipline of employee working days and hours to the relevant work units. The data in the discipline report on employee working days and hours will be used as material for assessing employee discipline in the context of providing performance allowances and as input material and a reference for superiors to guide employees in their work units.

### **2. *Obstacles in BKKBN Employee Performance Assessment in Implementing Bureaucratic Reform***

In assessing employee performance at BKKBN there are commonly encountered obstacles, namely:

- a. The application of the performance assessment system with the Balance Scorecard and Multi-Rater Feedback system is still not optimal
- b. There are still leaders who are less objective in providing assessments.
- c. There are limitations to the performance assessment system used, such as the BSC method which is only synchronous for Echelon IV while it cannot be done at the staff level.
- d. Appraisers lack the skills needed to carry out Performance Appraisals effectively.

## **DISCUSSION**

Based on the results of the research conducted, the main discussion in this research is as follows:

1. In general, the implementation of bureaucratic reform has gone well, starting with the formation of a Bureaucratic Reform Team consisting of 9 Working Groups, a Road Map for Bureaucratic Reform, and an Independent Assessment of the Implementation of Bureaucratic Reform (PMPRB) carried out by the Inspectorate.
2. In general, employee performance assessment has gone well, starting with various employee performance assessment systems, namely the Balance Scorecard method, employee work performance assessment, and employee discipline and work behavior assessment, in which there is the latest performance assessment application with the Multi-Rater Feedback application.
3. Obstacles in assessing employee performance at BKKBN, namely:
  - a. The application of the performance assessment system with the Balance Scorecard and Multi-Rater Feedback system is still not optimal
  - b. There are still leaders who are less objective in providing assessments.
  - c. There are limitations to the performance assessment system used, such as the BSC method which is only synchronous for Echelon IV while it cannot be done at the staff level.
  - d. Appraisers lack the skills needed to carry out Performance Appraisals effectively.

## **CONCLUSION**

Based on the data that has been collected and the analysis that has been carried out, conclusions can be drawn, and also answers to the research questions that have been asked as follows:



## Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform

1. In general, the implementation of bureaucratic reform has gone well, starting with the formation of a Bureaucratic Reform Team consisting of 9 Working Groups, a Road Map for Bureaucratic Reform, and an Independent Assessment of the Implementation of Bureaucratic Reform (PMPRB) carried out by the Inspectorate.
2. In general, employee performance assessment has gone well, starting with various employee performance assessment systems, namely the Balance Scorecard method, employee work performance assessment, and employee discipline and work behavior assessment, in which there is the latest performance assessment application with the Multi-Rater Feedback application.
3. Obstacles in assessing employee performance at BKKBN, namely:
  - a. The application of the performance assessment system with the Balance Scorecard and Multi-Rater Feedback system is still not optimal
  - b. There are still leaders who are less objective in providing assessments.
  - c. There are limitations to the performance assessment system used, such as the BSC method which is only synchronous for Echelon IV while it cannot be done at the staff level.
  - d. Appraisers lack the skills needed to carry out Performance Appraisals effectively.

### SUGGESTION

Suggestions that can be followed up by BKKBN are:

- a. BKKBN must continue to perfect the two performance assessment systems currently being implemented, namely BSC and MRF, which still use performance assessment through SKP.
- b. Honesty and a professional attitude from leaders and co-workers are required in assessing employee performance. For this reason, organizations must be able to maintain the confidentiality of individual performance assessments to avoid reducing the motivation of employees who have low-performance assessments from leaders.
- c. Providing competency training for new employees and refreshing the atmosphere for old employees by transferring them to other work units. Carrying out objective performance assessments and giving awards to outstanding employees to increase their work motivation to be higher than before.
- d. There is a need to increase the ability and knowledge of leaders in assessing the performance of their employees and upholding the elements of work professionalism to the maximum so that employees who have low performance can improve their performance.
- e. what aspects must be considered when carrying out assessments using predetermined criteria. This affects the leader's ability to provide effective feedback to improve subordinate performance.

### REFERENCES

- 1) Amstrong, Mischael, (1999). *Manajemen Sumber Daya Manusia*. Terjemahan Sofyan dan Haryanto. PT. Elex Media Komputindo. Jakarta.
- 2) Arikunto, S. (2010). *Prosedur Penelitian Suatu Pendekatan Praktik*. Jakarta: Rineka Cipta
- 3) Blau, Peter M. (1987). *Birokrasi dalam Masyarakat Modern*. Jakarta: Universitas Indonesia (UI-Press).
- 4) Effendy, Onong Uchjana. (2007). *Ilmu Komunikasi Teori dan Praktek*, Bandung : PT
- 5) Hasibuan, Malayu S.P. (2002). *Manajemen Sumber daya manusia*. Jakarta: PT Bumi Perkasa
- 6) Luthans, F. (2005). *Organizational Behavior*. New York: McGraw-Hill.
- 7) Mangkunegara, Anwar Prabu. (2002). *Manajemen Sumber Daya Manusia*. Remaja Rosdakarya. Bandung
- 8) Mathis, R.L. & J.H. Jackson. (2006). *Human Resource Management: Manajemen Sumber Daya Manusia*. Terjemahan Dian Angelia. Jakarta: Salemba Empat.
- 9) Nurlaila, (2010). *Manajemen Sumber Daya Manusia I*. Penerbit LepKhair.
- 10) Peraturan Presiden Nomor: 81 tahun 2010 tentang Grand Design Reformasi Birokrasi 2010-2025.
- 11) Permenpan Nomor: PER/04/M.PAN/4/2009 tentang Pedoman Pengajuan Dokumen Usulan Reformasi Birokrasi di Lingkungan K/L/Pemda.
- 12) Permenpan Nomor: PER/15/M.PAN/7/2008 tentang Pedoman Umum Reformasi Birokrasi.
- 13) Prawirosentono, Suryadi. (1999). *Kebijakan Kinerja Karyawan*. Yogyakarta: BPFE.
- 14) Raska, Prieta. (2012), *Efektifitas Reformasi Birokrasi di Sekretariat Presiden Kementerian Sekretariat Negara RI dalam Pencapaian Program Penguatan Akuntabilitas Kinerja*.
- 15) Remaja Rosdakarya
- 16) Rivai, Vethzal & Basri. (2005). *Performance Appraisal: Sistem yang tepat untuk Menilai Kinerja Karyawan dan Meningkatkan Daya Saing Perusahaan*. Jakarta: PT. RajaGrafindo Persada.
- 17) Road Map Reformasi Birokrasi BKKBN.
- 18) Robbins, Stephen P., (1996). *Perilaku Organisasi Jilid II, Alih Bahasa Hadayana Pujaatmaka*, Jakarta, Prenhalindo.

## Assessment of National Population and Family Planning Agency Employees as Part of the Implementation of Bureaucratic Reform

- 19) Robbins, Stephen P., (2006). Perilaku Organisasi, PT Indeks, Kelompok Gramedia, Jakarta.
- 20) Widodo MS, Joko. (2005). Membangun Birokrasi Berbasis Kinerja. Jakarta: Bayumedia Publishing.
- 21) Rosdakarya Teenager
- 22) Rivai, Vethzal & Basri. (2005). Performance Appraisal: The right system for assessing employee performance and increasing company competitiveness. Jakarta: PT. RajaGrafindo Persada.
- 23) BKKBN Bureaucratic Reform Road Map.
- 24) Robbins, Stephen P., (1996). Organizational Behavior Volume II, Translated by Hadayana Pujaatmaka, Jakarta, Prenhalindo.
- 25) Robbins, Stephen P., (2006). Organizational Behavior, PT Index, Gramedia Group, Jakarta.
- 26) Widodo MS, Joko. (2005). Building a Performance-Based Bureaucracy. Jakarta: Bayumedia Publishing.



There is an Open Access article, distributed under the term of the Creative Commons Attribution – Non Commercial 4.0 International (CC BY-NC 4.0) (<https://creativecommons.org/licenses/by-nc/4.0/>), which permits remixing, adapting and building upon the work for non-commercial use, provided the original work is properly cited.