

Implementation of Public Service Performance Appraisal Model

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Abstract—Civil servants as policy implementers and public servants are required to be able to carry out their roles. Therefore, innovations related to performance appraisal of civil servants need to be continuously developed. This study wants to know the model of public service performance appraisal as part of improving the quality of public services. Data collection is conducted by survey, documentation, and in-depth interviews to research objects. The results of the study show that the performance appraisal at Regional Employment Agency Malang City has used Employee Performance Target or Sasaran Kinerja Pegawai (SKP). The implementation is still running for one year, so it still needs adjustments. Performance appraisal using SKP has an obstacle, namely the level of education of civil servants that influences the understanding of filling SKP. This has an impact on difficulties when the leader recapitulates the results of employee scores. There is a red thread that has not been substantially decomposed. Civil servant's performance is encouraged to create excellent service and performance appraisal should be one indicator in assessing service quality.

Keywords—public service; civil servants performance; performance appraisal; good governance

I. INTRODUCTION

To see the whole of public services, an evaluation component for a civil servant is required to measure the performance on it. Its measurement is intended to be an indicator to assess their performance in the public service, and it is done through the Employee Performance Target (SKP) which focuses on the personal assessment.

This important theme strengthens the improvement of public service quality. It proves that public service is still below average through various facts, data, and research results that have been done at the government level. The focus of in this study are (1) public service standards as part of the goal in the performance assessment; (2) implementation of public service performance assessment; and (3) Innovation of public service performance assessment model. Therefore, to improve the effectiveness and efficiency for good governance, the development of innovation is required to assess the public service performance, so it encourages public service quality in all sectors.

Nationally, the research conducted by Ombudsman Republic of Indonesia 2015 indicates that Indonesia is

suggested to improve the public service because its position is below Vietnam, Philippines, Thailand, Malaysia, Taiwan, South Korea, Macau Japan, Hong Kong, and Singapore with a score of 9.27 on a 0-10 scale in Political Economic Risk Consultancy (PERC). While at International Finance Cooperation (IFC) in 2013, Indonesia ranked 120 out of 180 countries in Ranking Doing Business. In Index Global Competitiveness Report, Indonesia is at level 34 of 44 countries. The ASEAN Corruption Perceptions Index is ranked 107 out of 175 countries, below Singapore, Malaysia, and Thailand [1].

This information clearly shows that public service has not succeeded in investment mobility. On the contrary, the number of complaints from business actors in the regions shows that the bureaucracy of public service has become a source of inhibition of investment and public economic development. Meanwhile, Dwiyanto stated the availability of space to convey the aspirations (voice) in the form of complaints and protest against the government; and public service will be a very important role to improve the government performance as a whole [2].

Based on those discussions, the implementation of public service in all government levels is not maximal. This is in line with the research conducted by LAN that the poor quality of public service was also supported by some researches on the service performance by the central bureaucracy and local government [3]. The results of the Governance Assessment Survey in 2006 in ten provinces of Indonesia show that customer perception in public services is still very poor. It proves by their responses that the causes of business failure in the region are corrupt bureaucracy (41.7%), legal certainty over land (33.1%), and uncertain regulation (25.2%).

To seek the weaknesses of research on public service, the previous studies are discussed and compared to find the similarities and differences among them in order to update the research. The research conducted by Rendy, et al. that published in Sabua Journal explained that factor that most influence public service is customer satisfaction [4]. Their needs become the most important element in public service. Then their expectation must be prioritized, the customer satisfaction must be maintained, and some unimportant things should be eliminated.

Halacmi revealed that performance measurement is a method used by local government in achieving its objectives [5]. Bastian defines performance as an achievement obtained by the organization within a certain period [6]. Performance is the achievement of what is planned, both by individual and organization [7]. Research conducted by Azhar reveals that performance is defined as a measurable activity of an entity over a certain period as part of the measure of job success [8]. Because Greiling essentially illustrates that one of the keys to the success of renewal in the public sector is by measuring performance [9]. Meanwhile, Yang and Hsieh revealed that performance measurement is an important part of reforming governments around the world [10]. Furthermore, with the enactment of regional autonomy, it is expected that local governments can be more flexible in managing their own finances and more efficiently in managing their own financial resources [8].

Service efforts are how resources are utilized to implement various programs or services. Furthermore, service accomplishment is defined as the achievement of a particular program [11]. Based on GASB, the assessment efficiency of local government can be done through comparing service efforts with service accomplishment. This suggests that the challenges will be harder for the government in the public service. From the data shows the underlying aspect of public services is still weak and low. Those components indicate a fact that public services still have not met the customer needs nationally and comprehensively [12].

The conclusion of previous studies is that public service is determined by customer satisfaction on the service provided. Their satisfaction can be reflected as an easy, cheap, good, and fast service. All of them can be measured from the performance assessment, so the data can be known easily. The difference of this study with others is in the implementation of a performance assessment model. If the prior studies focus on assessing performance based on the index, this study concerns more on innovating performance assessment on public service. Assessment model of public service performance has a significant influence on service performance done by the employees. Service performance will certainly affect the service quality provided, and the service quality will have implications for the satisfaction received by the customer.

The synergy of all stakeholders is also crucial to create the quality of public service, such as infrastructure resources, system resources, and human resources. Human resources become the spearhead for public service and of course, it requires competence, accountability, and accessibility of adequate and qualified human resources. The quality of human resources will affect the quality of public services [13].

II. RESEARCH METHOD

The subject of research is Civil Servant at the Regional Employment Agency (Badan Kepegawaian Daerah – BKD) which supervises the employee's performance in the local government. The public service is also done by civil servants in the village as a part of supporting the implementation of public service performance assessment model. The object of research is how to implement public service performance assessment

model, and how to develop a public service performance assessment model in Malang City.

It is hoped that the public service performance appraisal model is effective, efficient, fair, good and right on target. The application of the public service performance appraisal model is an instrument and indicator in improving the quality of public services. The quality of public services is determined by the quality of civil servants. Therefore, the performance appraisal model has implications for the quality of public service employees.

This research is located in Malang city, namely Regional Employment Agency (Badan Kepegawaian Daerah - BKD) Malang City. BKD is an institution that oversees all employees in Malang City. It is a kind of government institution that controls public service performance. BKD also monitors, including the provision of rewards, sanctions, transfers, and promotions. In this study, the attention of researchers in retrieving data is the performance of employees in public services at BKD Malang City.

This research wants to examine the implementation of the development of public service performance appraisal models. It is conducted in Malang City because Malang City has implemented the principles of qualified public services and becomes a role model in implementing good public service which is awarded by President of Republic of Indonesia in 2017. Direct observation and in-depth interviews are used to collect the data, and Developmental Research approach designed by Borg and Gall is implemented here. It is begun by identifying the implementation of public service performance assessment, so an assumptive model is resulted [14]. An assumptive model and its evaluation are developed to examine the assessment model of public service through a concrete and comprehensive framework. Besides, it also requires a development pattern based on assumptions and then draws conclusions from the problem statement. Furthermore, the assessment model is finally approved to improve performance quality effectively and efficiently.

Through a qualitative descriptive approach, this research is planned in 3 years gradually. The first stage is identifying and designing the assumptive model. The second is a trial of the assumptive model through implementation and evaluation. The last is validating and approving model.

III. RESEARCH FINDINGS AND DISCUSSION

A. *Public Service Standards*

The quality of public service can be measured when the quality standards are available. Public service standards are a minimum measurement of service quality. The minimum limit of public service quality can be determined by the employee's performance, so it is important to be discussed before assessing public service performance.

Public services in the BKD Malang City is decided based on duties and principals. In terms of public service, BKD Malang City has Public Service Standards which includes 26 types of employee services, namely:

1) *Field of mutation*: Services in the field of mutation consist of:

- Promotion
- Periodic salary increases
- Mutation of civil servants

Based on the data in the BKD Malang City, the incoming and outgoing mutation of civil servants did not change significantly. The most mutation occurs in 2013 with a total of 28 incoming mutations, while outgoing mutation is 25 people. However, around February - June 2014, a drastic decline with only 8 mutation people.

2) *Field of welfare and discipline development*: Public services on welfare and employee discipline are:

- Submission of Taking Leave; it consists of annual leave; maternity; big; sick; out of state dependents; for important reasons. On the take leave service during January – July 2014 is quite a lot with the number of 130 off. There are 110 male leave, 8 maternity leave, 6 important reasons leave, and 6 sick leave.
- Submission of Divorce Permission. Data from BKD of Malang in 2013 showed that the number of on process divorce in 2013 is 25, and there are 9 legal certificates reports. Meanwhile, in 2014 the number of divorces is increased 35 cases year by year, while the completed divorce report has been decreased 1 case.
- Request Letter of Husband and Wife's Cards
- Request Letter of Official Cards
- Submission of Off-Duty for Civil Servants
- The Application of Civil Servant Insurance Saving (Taspen) participants
- Submission Letter for Polygamy
- Procurement of Official Identification
- The implementation of Disciplinary Coaching

3) *Formation and information*: Services in the field of formation and information include:

- Selection of Candidate of Civil Servants (CPNS) Acceptance
- Debriefing and Submission of Candidate of Civil Servants Decree (SK CPNS)
- Employment Information Service through Human Resources Management Information System (Simpeg)
- Administration Selection Service and Information of the Institute of Domestic Governance (IPDN) Candidate
- Arrangement of Official Data
- Officer Need Analysis

4) *Education and training*: Public services in sub-division of Education and Training consist of:

- Leadership training consists of the submission of position training and leadership training level II and III. Meanwhile, in the implementation, it consists of leadership training level III and IV.
- Technical training. The submission is in accordance with an offer and demand of Local Government Work Unit (SKPD). Meanwhile, the implementation consists of technical guidance to the procurement of government goods and services and financial administration training.
- Functional Training
- Implementation of an Official Test
- Implementation of Appointment Test and Adjustment of Diploma
- Study Permission
- Learning Task

According to World Bank, good governance is solid and responsible management of development and in line with democratic and efficient market principles, avoidance of investment fund allocations, and prevention of corruption both politically and administratively, run the budget discipline and the creation of a legal and political framework for the growth of business activity. The key to understanding good governance is understanding the principles within it.

The principles of good governance are: *First* is customer participation. They have the right of voice in decision-making, either directly or indirectly through a legitimate representative. The comprehensive participation is built on the freedom of assembly and expressing an opinion, as well as the capacity to participate constructively [15]. *Second*, the establishment of law supremacy. It means that the legal framework must be fair and indiscriminately, including human rights. *Third*, transparency. Transparency is built on the basis of free information flow. From all the governance processes, institutions and information must be accessible, sufficient, and understandable by all interested parties. *Fourth*, focus on stakeholders. Focus on stakeholders means all the government institutions must give well-served to all interested parties.

Fifth, consensus-oriented. Good governance bridges different interests in order to build a comprehensive consensus on public, policies, and procedures. *Sixth*, equality. Equality means that all citizens have the same opportunity to improve or sustain their welfare. *Seventh*, effectiveness and efficiency. Governance institutions processes are supposed to produce good results by utilizing the resources optimally. *Eighth*, accountability. Decision-making in government, tourism sectors, and social organizations have different responsibilities to the public and concerned institutions. *Ninth*, strategic vision. Leaders and societies have broad and future perspectives on good governance and human development, as well as a sense of what is needed to make progress. Besides they must have an understanding of the historical, cultural, and social complexities.

Dwiyanto states that public service performance becomes a strategic dimension in assessing the success of local autonomy

and governance reform, because the higher the government's awareness to the good government, it will have a positive effect on service performance [2].

B. Implementation of Public Service Performance Assessment

Bases on the primary and secondary data, Malang City has been implementing the assessment of public service performance using SKP since 2014, which was previously implemented the performance assessment system of DP 3 (List of Employment Implementation Assessment of PNS). The legal basis of DP3 is Law of 8/1974 Jo Law 43/1999; PP. 10/1979 on Assessment of Civil Servant Performance Implementation. In the implementation, technically, the validation of DP3 is served by BKD, echelon II, echelon III a, and functional officials, and administratively, the DP3 assessment is based on the principle of fairness transparently.

The mechanisms and procedures for implementation are (1) Assessment of DP3 is made and assessed by the Head directly based on records for one year; (2) DP3 is given to the concerned parties and some objections are recorded from the Head; (3) DP3 is signed by the assessor; and (4) the whole of DP3 files are sent to BKD of Malang collectively through SKPD. Products of DP3 are DP3's approval according to the position.

The motto of CERMAT functions to guarantee the good service and is a promise of BKD. CERMAT is the abbreviation of C means accomplishing the service on time, E means saving time service, R means courtesy in serving, M means the service provided is not difficult, a means helping, serving, providing solutions, and responding to complaints, suggestions from users and customer actively, and T means timeliness in providing services.

In the implementation of SKP, the Head of BKD of Malang, Mr. Subhan, explained that the implementation of SKP assessment has not maximal and effective since 2014 because some employees found difficulties in fulfilling SKP. Substantively, the SKP includes DP3 as part of the apparatus performance assessment which still requires adaptation to the public service environment. The whole of civil servants is obligated to fulfill SKP based on their duties. Secretary of BKD of Malang, Mahmudah, explained that the use of SKP is still difficult for low-civil servants who have class IV because it affects the uneven performance assessment from the Head to the subordinates in which the assessment becomes the target in assessing their performance.

However, every policy is good and functions to improve the quality of governance. Therefore, the SKP is implemented to assess the performance. It is based on Law No. 43 of 1999 no. Jo. 8 of 1974 on governance subjects; government regulation no. 46 of 2011 on the assessment of the performance of civil servants; Government Regulation No. 53 of 2010 on Civil Government Discipline; and Head of BKN Regulation No. 1 of 2013 on the provisions of the implementation of government regulation number 46 of 2011 on the assessment of the civil servant's performance.

In the instruction of performance assessment for civil servant at Officialdom Board of Malang based on BKN

percussion No. 1 of 2013 is that performance assessment of civil servant accomplishment based on Article 12 paragraph 2 of Law 43, 1999 purposes to guarantee an objectivity of PS guidance which is conducted based on performance system and career. In addition, SKP is part of controlling the productive work behavior to achieve the agreed work outcome. This is done by objective, measurable, accountable, participatory, and transparent principles. In assessing the civil servant's performance, there are elements of officer objectives as a major in assessing and supporting the performance of civil servants and behavior, and the assessment scores for SKP are 60% and 40% for behavior.

Meanwhile, for arranging the SKP, each civil servant is obligated to arrange it based on RKT board. Presented by BKN chairman on May 19, 2015, that the arrangement of SKP met various obstacles and technically it is difficult to complete especially for low-class civil servants, even it is assessed by the Head. This is because of over assessments and targets. The SKP itself functions to control the duties of all government levels, credit, and target numbers that including quantity, quality, time, and cost.

According to the Head of BKN, Regulation number 1, the year 2013 about Provisions on the Implementation of Government Regulation number 46 the year 2011 on Assessment of Civil Servants that focuses on the system of the assessment itself. In preparing the SKP, it should be clear, measurable, relevant and achievable, have time targets, rational, and in accordance with expectations. It is also a need and an obligation to be done.

The officer performance target in Government Regulation No. 46 of 2011 states that every civil servant is required to prepare SKP; it consists of duties and obligations which is tangible, rational, and measurable; SKP also must fulfill the approval element by the Head and conducted once a year. In Government Regulation 46/2011 illustrated the formula of assessment for civil servant's performance. The assessment of SKP covers various aspects such as quantity, quality, time, characteristics, nature, and various types in the units; and the calculation is based on its aspect.

To calculate the quantity, the formula is:

$$\text{Assessment of SKP (Quantity)} = \frac{RO}{TO} \times 100$$

RO = Output Realization

TO = Output Target

To calculate the quality, the formula is:

$$\text{Assessment of SKP (Quality)} = \frac{RK}{TK} \times 100$$

RK = Quality Realization

TK = Quality Target

To calculate the time, the formula is:

$$\text{Assessment of SKP (Time)} = \frac{NT.TW-RW}{TW} \times 100$$

NT = Considered Value = 1.76

TB = Time Target

RB = Time Realization

To calculate the cost, the formula is:

$$\text{Assessment of SKP (Cost)} = \frac{NT.TB-RB}{TB} \times 100$$

NT = Considered Value = 1.76

TB = Cost Target

RB = Cost Realization

There are provisions and procedures in assessing the SKP, including the assessment scale such as 91 (very good); 76-90 (good); 61-75 (enough); 51-60 (less); and 50 down (bad). Besides the civil servants is also subjected to behavioral assessment aspect. According to BKN Percussion No. 1 of 2013, the ratings are 91-100 is very good, 76-90 is good, 61-75 is enough, 51-60 is less, 50-0 is bad. The behavioral assessment includes service orientation, integrity, commitment, discipline, cooperation, and leadership. It functions to balance the civil servant's performance targets. Therefore, every civil servant is in the rule of Law Number 5 of 2014 and Government Regulation Number 46 of 2011. The objective aims at improving the quality of civil servants. They are required to be competitive and accountable in all duties and obligations because input quality will produce the qualified output as well. So it has implications to the aspect of professional service and in accordance with the customer expectation. However, customer satisfaction becomes the key in public service.

C. Performance Assessment Model of Public Service

Semil, Nurham, provides illustrations related to service performance and expectations. If performance is lower than expected, the service is considered unsatisfactory and disappointed [16]. If performance is equal to expectations, the service is considered satisfactory although at the minimum level. Then, if performance shows greater than expectations, so it is considered as an excellent service and is a pride for the customers. Actually, it becomes the main objective in all public services as well as the expectations of all stakeholders and the government in improving services in various fields in Indonesia, including private sector services.

Therefore, the government needs to arrange Service Standards for the institution, for example in issuing the licenses for business. Licensing of various business sectors should be designed effective and efficient, so the entrepreneurs will not spend much time and cost. Deregulation and bureaucratization must be continuously carried out by the local government, and need to be periodically evaluated so that public services always satisfy the customers. Cahlina, in public services of local government, must be excellent, because it will interest the investors so that it should be a reference in designing organizational structure in local government. However, the business target should be fast, precise, easy and cheap service, and a clear and definite tariff [17].

Yudha conducted research related to public service performance of the local government of Lebak Regency through IPA method. From the finding, public service performance attributes of local government at Lebak Regency in the developed region in quadrant I (main priority), namely availability of employment, information access of local government program, lean bureaucracy and farmer's capital, security guarantee, protection of law, energy and electric power, the professionalism of the civil servant and the handling of critical land. Attributes in quadrant II (achievement maintenance) are poverty alleviation, service of a public facility, cheap and quality of education, the facility of health infrastructure, improvement of service or place of worship, social institution, and sports facility. Attributes in quadrant III (low priority) are the stable price of goods and services and the development of MSMEs. While attributes in quadrant IV (excessive) is considered not exist [18].

Yudha also stated that based on a combination of public preferences and assessment, alternative policies of public service taken by the local government at Lebak District focus on four attributes, such as availability of employment, information access on local government programs, lean and farmer's capital. Meanwhile, for underdeveloped regions also focus on four attributes, namely poverty alleviation, availability of employment, security guarantees and the improvement of worship service [18].

Utomo conducted a case study on the delegation of local government authority to the sub-district and village in Bandung City. Based on the results, the success of empowerment program of sub-districts and village through the delegation of authority is depending on the needs and interests of a citizen. Its empowerment focuses on exercising the Regent's authority. Furthermore, this study is to find out service performance carried out by the government officers, especially at the sub-district level [19].

The existed paradigm in Indonesia to the bureaucracy management of public service is that the demand to be served and control the citizens based on distrust. It is proved by many prerequisites and regulations that must be followed to get an important service; started from RT, RW up to district level. (Center of Service Management Studies LAN) [20]. in the Center of Service Management Studies LAN explains that theoretically between service recipients and service providers are contractual as individuals and agents. In this case, the customers have the right to mandate the government to provide the best service. Meanwhile, the government has an obligation to obey the applicable rules [2].

Similarly, the existence of human resources has a significant influence on public service quality. Human resources become the main motor in the implementation of public service. The concept of the right man on the right place becomes neglected if the need for human resources in local government is diminishing but the customers' need for service is increasing [21].

The customer trust toward bureaucracy means controlling, serving, obeying, and respecting each other. It is actualized through the payment of taxes to every single bureaucracy service so that they want to excellent service and realistic

accountability for the sustainability of a contract policy. Every customer has the right to obtain the needed service, and then the government has an obligation to fulfill it as the responsibility toward applicable rules. That is the most fundamental principle and pattern of service. In an organizational system, the model of performance assessment is in line with the expected output. A good model certainly produces a good system too. Models are the rules which all components determine each other, such as well human resources and infrastructure resources. If they are not supported by a good system, the expected output cannot be achieved optimally.

Especially in public organization such as a public board, the BKD is fully responsible to the public for what has been done based on service. Service becomes very urgent for the customer because that is where the biggest sacrifice of government board to the public. Models and system design are the keys to enhance service quality, and its quality is influenced by the existing systems within public organizations.

BKD Malang City, according to Mr. Subkhan as Chairman of BKD Malang City (May 19, 2015) said that the current public service performance assessment model through the SKP still needs a better adjustment. This is because the implementation of effective performance assessment is still running one year so that the maximization is still low. In brief, as the new system, the SKP requires deeper adjustment and adaptation, as it is an actualization of quality, competence, and integrity for the civil servants.

IV. CONCLUSION

Implementation of the public service performance assessment model becomes an important instrument in the development and management of government institutions. Performance assessment is an important aspect in developing and managing a qualified, competent, and responsible civilian state apparatus. The civil state apparatus is regulated in the system through a comprehensive performance assessment, so it is expected to have an impact on the quality of work performed.

Performance assessment model at BKD Malang City has a positive and negative impact. First, are positive aspects. SKP model provides the widest space to them in assessing their performance honestly and rationally. All elements of staff must make the SKP and measure how far the performance has been done. It means that the existence of SKP actually optimizes their psychological in a performance. Although dishonesty in judgment may occur, it will have impact psychologically. Second, are the negative aspects. Performance assessment through SKP has not been implemented maximally, especially for the low-class civil servants. They will be difficult in preparing the SKP; besides the short time implementation, it is also influenced by their levels of education, age, experience, and so forth. In addition, SKP has many aspects to be assessed so that the judgments are often inconsistent and put forward the quantity aspect.

Public service performance assessment innovation must be created by all elements of government to improve the performance quality; because the needs toward public services

are increasingly complex and dynamic; therefore, human resources must make various innovations on service performance to meet their needs. Then, the customers' participation is increased in public services. So, it requires the power of innovation and creativity from all stakeholders to create excellent service, qualified, and accountable.

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