

## **IMPLEMENTATION OF PERFORMANCE DICTIONARY IN PERFORMANCE APPRAISAL OF STATE CIVIL APPARATUS IN MEDAN CITY**

**Muslim Harahap<sup>1\*</sup>, Subhilhar<sup>2</sup>, Heri Kusmanto<sup>3</sup>, Hatta Ridho<sup>4</sup>**

<sup>1,2,3,4</sup> Doctoral Program in Development Studies, Universitas Sumatera Utara, Dr. T.  
Mansur No.9, Padang Bulan, Medan

\*Email: [muslim\\_harahap@students.usu.ac.id](mailto:muslim_harahap@students.usu.ac.id)

### **ABSTRACT**

Performance appraisal of the State Civil Apparatus (ASN) is crucial in realizing an effective and accountable bureaucracy. This research aims to analyze the implementation of the Performance Dictionary as an ASN performance appraisal tool in Medan City and identify challenges and impacts on improving apparatus performance. This research uses a descriptive qualitative approach with data collection techniques through interviews, observations, and documentation studies. The results showed that the Performance Dictionary helps ASNs understand specific, measurable, and result-oriented performance indicators. This instrument creates a more transparent and objective assessment than the conventional administrative approach. However, some obstacles still arise, such as resistance to old work culture, low technical understanding, and lack of training and socialization. Implementing the Performance Dictionary has improved ASNs' focus, motivation, and work productivity by clarifying performance targets. The study recommends continuous training, strengthening supervision, and changing to a more professional work culture. Consistent implementation of the Performance Dictionary is expected to support bureaucratic reform and improve the quality of public services in Medan City.

**Keywords:** Implementation, Local Government, Medan City, Performance Dictionary, State Civil Apparatus.

### **INTRODUCTION**

The success of an organization in achieving strategic goals is highly dependent on the effective management of human resources (HR). Civil servants (PNS) are important as state apparatuses responsible for providing public services in government organizations. The professionalism of the State Civil Apparatus (ASN) is the key to achieving good governance and excellent public services (Mangkunegara, 2005; Regif & Pattipeilohy, 2024). To support this, a performance appraisal system is needed to measure work achievements objectively, measurably, and accountably while encouraging employee productivity in a competitive work environment (Dessler, 2009; Sedarmayanti, 2010). One tool the Medan City Government developed to answer this need is the Performance Dictionary. By Government Regulation Number 30 of 2019 concerning performance appraisal of ASN employees, the

---

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

---

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

Performance Dictionary is a structured document containing clear indicators, objectives, and targets for ASN, aiming to create an objective, accountable, and measurable performance appraisal system. However, the background of implementing this Performance Dictionary is inseparable from various problems that previously arose in the ASN performance appraisal system in Medan City. One of the main problems is subjectivity in the assessment process. Personal closeness between appraisal officials and appraised employees is often a significant factor in determining performance scores, so the assessment results do not reflect actual work abilities (Mangkunegara, 2007; Pasaribu et al., 2020).

In addition, many ASNs and appraisal officials need to understand the basic principles of objective, transparent, and measurable performance appraisal. This lack of understanding results in inaccuracy in setting performance indicators and standards, ultimately affecting the assessment results' accuracy (Sedarmayanti, 2010). The influence of a strong gotong royong organizational culture within the Medan City Government is also an obstacle. This culture encourages mutual protection among employees, so appraisal officials tend to give high scores even though employees' work does not meet the set standards. This phenomenon creates objectivity in ASN performance appraisal (Mangkunegara, 2007). On the other hand, the absence of an integrated assessment system before implementing the Performance Dictionary led to different assessment standards in various work units. This makes it difficult for the Medan City Government to assess ASN performance consistently and thoroughly (Gomez-Mejia et al., 2016). Therefore, the presence of the Performance Dictionary is an important solution to overcome these problems. This document is designed to provide standardized guidelines in ASN performance assessment, ranging from task definitions to measurable achievement indicators (Mangkunegara, 2020). However, the implementation of the Performance Dictionary still faces significant challenges. Implementing this system requires adequate training for appraisal officials to understand the concepts and performance indicators well. In addition, it is necessary to strengthen the organizational culture that supports objectivity and the integration of performance indicators in the broader management system (Dessler, 2009; Sedarmayanti, 2010). The assessment process must also be closely monitored so that it becomes an administrative formality and functions as a strategic instrument to improve ASN performance (Gomez-Mejia et al., 2016). This paper aims to evaluate the implementation of the Performance Dictionary in ASN performance appraisal in Medan City, identify challenges faced, and formulate solutions to improve the effectiveness of this policy. Thus, this research is expected to create more professional and accountable governance.

### METHODS

This research uses descriptive research methods with a qualitative approach. According to Sugiyono (2015), the descriptive method aims to solve or answer problems that are being faced in the current situation. The qualitative approach, as explained by Sugiyono (2015), is a research method used to examine objects in natural conditions, where the object of research is not manipulated so that the conditions before, during, and after the research remain as they are. This approach is considered appropriate for investigating the

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

implementation of the Performance Dictionary in assessing the State Civil Apparatus (ASN) performance at the Regional Personnel and Human Resources Development Agency (BKD and PSDM) of the Medan City Government. The research focus is directed at an in-depth exploration of the actual conditions of the performance appraisal system, including challenges, organizational cultural barriers, and the positive impact of the Performance Dictionary. This method provides an in-depth picture of the implementation of the Performance Dictionary, helping to explain how the system is implemented, the factors that influence it, and the resulting impact.

### RESULTS AND DISCUSSION

#### Effectiveness of Performance Dictionary Utilization in Improving ASN Performance Appraisal in Medan City

The Performance Dictionary is designed to increase objectivity and accountability in ASN performance appraisal. This document provides standardized guidelines that include indicators, objectives, and targets relevant to the duties and functions of employees. In its application to the Medan City Government, the Performance Dictionary aims to ensure that performance appraisals are conducted systematically, consistently, and measurably. However, the effectiveness of implementing the Performance Dictionary depends on several factors, such as employees' understanding of the document, the ability of appraisal officials to apply the standards, and organizational support. Based on the results of the study, it was found that the Performance Dictionary has provided benefits as a tool in designing ASN work activities, especially in Medan City, but has not been fully optimized due to various obstacles, such as the lack of training for appraisal officials and the lack of socialization to employees.

**Table 1. Supporting and Inhibiting Factors for the Effectiveness of Performance Dictionary Utilization in Medan City**

| <b>Supporting Factors</b>                                                                                                                                                       | <b>Inhibiting Factors</b>                                                                                                                                                                                                                               |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| There are clear indicator standards in the Performance Dictionary.                                                                                                              | Lack of training for appraisal officials, so many appraisal officials do not understand how to apply indicators consistently and relevantly.                                                                                                            |
| The document can be widely accessed so that it is hoped that the Performance Dictionary can provide guidelines for ASN to understand their main duties and functions in detail. | Lack of socialization of formal training on the use of the Performance Dictionary to employees, where most ASNs have not received in-depth socialization of this document.                                                                              |
| Supporting a fair incentive system, where the performance-based incentive system provides higher work motivation for ASN.                                                       | Organizational culture that inhibits objectivity; often this culture of mutual cooperation creates a lack of objectivity in supporting the assessment process. Appraisal officials often give high scores to maintain harmony in working relationships. |

---

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

---

Volume 2, Issue 1, 2024

"Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era"

---

The Performance Dictionary document has been integrated into Medan City indicators. This leads to inconsistencies in Government policy through Walkot Decree. Errors in interpretation of performance assessment results across work units.

---

**Source: processed by researchers, 2024**

This table illustrates the factors that influence the effectiveness of the Performance Dictionary in supporting ASN performance appraisal in Medan City. On the supporting side, clear indicators and widely accessible documents are important elements that make it easy for ASNs to design and evaluate their work activities. In addition, the Performance Dictionary supports a fair incentive system, which motivates ASNs to work better. However, this implementation is not free from obstacles, such as the lack of training for appraisal officials, which often results in errors in the interpretation of indicators. The lack of socialization regarding the Performance Dictionary also causes many employees not to need help understanding the purpose of this system thoroughly. In addition, an organizational culture that tends to avoid conflict is also an obstacle to creating objectivity in appraisals. These factors indicate the need for a strategic approach to overcome obstacles and optimize the Performance Dictionary's benefits. According to Edwards III (1980), successful policy implementation is highly dependent on communication, resources, and the disposition of implementers. In this case, the need for more understanding and training for appraisal officials is still a significant obstacle in implementing the Performance Dictionary. Therefore, strategic steps are needed to overcome this obstacle, such as conducting periodic training and strengthening understanding of the principles of performance appraisal.

### **Organizational Culture Constraints in the Implementation of ASN Performance Appraisal**

Organizational culture is important in implementing policies, including the Performance Dictionary. Within the Medan City Government, a strong culture of gotong royong often affects the objectivity of performance appraisals. This culture encourages mutual protection among employees, which may result in inaccurate and biased assessments. Schein (2010) states that an organizational culture's pattern of values and beliefs can be an obstacle if they do not align outside the policy objectives. In this case, an organizational culture that prioritizes harmony often makes appraisal officials feel "bad" about giving low appraisals, even though employee performance is not up to standard. This is one of the reasons why the implementation of the Performance Dictionary has yet to run optimally.

One of the biggest obstacles to implementing performance appraisal in Medan City is the subjectivity that arises during the evaluation process. Personal closeness between appraisal officials and employees is often the basis for determining performance scores rather than actual work results. For example, employees with a good relationship with the appraiser tend to get high scores. In contrast, employees who have personal conflicts with the appraiser are often given low scores, regardless of their contributions. This subjectivity shows that the organizational culture in Medan City still needs to fully support objective assessment, as should be emphasized in the Performance Dictionary principle.

---

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

---

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

On the other hand, ASN and appraisal officials need to understand the content and purpose of the Performance Dictionary. Many employees must understand how performance indicators are designed and how appraisal standards are applied. This leads to errors in the interpretation of indicators, so the assessment results do not match the actual workload. In addition, appraisal officials often find it difficult to use complex indicators because they are not given adequate training. As a result, the implementation of the Performance Dictionary has not run optimally and cannot guarantee the consistency of the assessment results. Errors in the appraisal process often need to receive firm follow-up, such as corrections or formal reprimands. For example, appraisal officials who give scores that do not meet the standards are not sanctioned or directed to improve the appraisal process in the future. This creates a cycle of bias in the appraisal system, where the same mistakes are repeated. The lack of supervision of performance appraisals indicates that a culture of accountability has yet to be fully implemented within the Medan City Government. This is further influenced by the culture of gotong royong, which often becomes an obstacle to implementing strict performance appraisals despite its positive value in everyday life. In the Medan City ASN work environment, this culture creates a protective attitude among employees so that performance appraisals tend to give high scores evenly, even though they do not reflect actual individual performance. Appraisal officials feel "bad" about giving low scores for fear of damaging working relationships. As a result, the Performance Dictionary, designed to ensure objectivity and accountability, cannot be implemented to its full potential. Strategic steps to overcome this obstacle involve changing the organizational culture through a transformational leadership approach (Lubis et al., 2024). Leaders should encourage employees to understand the importance of objectivity in performance appraisal as part of work professionalism (Bass & Avolio, 1994). In addition, more intensive socialization of the principles of accountability and transparency can help change the mindset of employees.

### **Improving the Professionalism of Medan City ASN through Performance Dictionary-Based Assessment System**

The implementation of the Performance Dictionary within the Medan City Government has had a positive impact on improving ASN professionalism. This document helps ASNs to understand their duties and responsibilities better and encourages them to achieve predetermined targets systematically. With clear performance indicators, ASNs can design their work activities in a planned manner and focus more on the results to be achieved. In its implementation, the Performance Dictionary also supports the provision of incentives based on measurable performance achievements. This increases employee motivation and creates a more competitive and result-oriented work culture. This appraisal system has assisted the Medan City Government in identifying employees who have good performance, thus providing a basis for their career development.

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

**Table 2. Positive Aspects of ASN Performance in Medan City Based on the Implementation of Performance Dictionary**

| Performance Aspects                   |  | Positive Impact                                                                                           |
|---------------------------------------|--|-----------------------------------------------------------------------------------------------------------|
| Understanding of Duties and Functions |  | ASN better understands their main tasks and functions so that work is carried out in a structured manner. |
| Work Motivation                       |  | Performance-based incentives increase employee enthusiasm to achieve predetermined targets.               |
| Result Orientation                    |  | ASN's focus shifts from simply completing tasks to achieving more measurable targets.                     |
| Transparency and Accountability       |  | A more transparent assessment process encourages employee confidence in the assessment system.            |
| Career Development                    |  | ASNs with good performance get greater promotion and professional development opportunities.              |

**Source: managed by researchers, 2024**

The Medan City Government has felt several positive aspects of implementing the Performance Dictionary. One of the main impacts is the increase in ASN's understanding of their duties and functions. Employees can be more directed in carrying out their duties with structured guidelines. The system also encourages work motivation by providing performance-based incentives, which motivate employees to work harder and achieve predetermined targets. In addition, implementing the Performance Dictionary has helped ASN to be more result-oriented, focusing on achieving measurable targets, not just completing administrative tasks. A more transparent and accountable assessment process is also a positive aspect that increases ASN's confidence in the existing system. ASNs with good performance get more excellent career development opportunities, creating healthy competition in the work environment. Overall, this table shows that the Performance Dictionary supports the achievement of organizational goals and encourages the development of ASN professionalism. As a result, the Medan City Government can create a more effective work system by placing ASNs according to their competencies and performance achievements. According to Cascio (2003), this results-based approach is critical in improving the overall quality of work of the organization. However, this success still requires ongoing efforts, such as increased training and regular evaluation of the appraisal system to ensure the sustainability of the positive impact of the Performance Dictionary in the future.

### CONCLUSION

Implementing the Performance Dictionary in Medan City Government has helped improve the objectivity and accountability of ASN performance appraisal. The system provides structured guidance through clear indicators, supports results-based evaluation, and encourages employee professionalism. Visible positive impacts include a better understanding of tasks, increased work motivation through performance-based incentives, and a focus on achieving measurable targets. However, the effectiveness of this system requires strengthening through the training of appraisal officials and more in-depth

---

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

---

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

socialization with employees. Obstacles such as the influence of a mutual aid culture that reduces objectivity, a lack of understanding of the system, and inconsistencies in the application of indicators point to the need for strong organizational and leadership support. By overcoming these obstacles through stricter supervision and changes in work culture, the Performance Dictionary has excellent potential to become a strategic instrument in improving ASN performance and the quality of public services in Medan City.

### REFERENCES

- Arisandi, N. D., & Mujanah, S. (2023). Perceived Organizational Support Penilaian Kinerja dan Information Technology Capability Pengaruhnya Terhadap Kinerja Karyawan. Deleted Journal, 21(2), 327–338. <https://doi.org/10.29062/mahardika.v21i2.566>
- Armstrong, M., & Baron, A. (2005). Managing Performance : Performance Management in Action. London. CIPD publishing. UK.
- Bass, B. M., & Avolio, B. J. (1994). Improving Organizational Effectiveness Through Transformational leadership. Sage PP - Thousand Oaks, California.
- Bernardin, H. J., & Russell, E. A. (2003). Human Resource Management: An Experiential Approach. New York. McGraw-Hill. USA.
- Cascio, W. F. (2003). Managing Human Resources : Productivity, Quality of Work Life, Profits. Boston, Mass. Mcgraw-Hill. USA.
- Chasanah, U., & Nugroho, M. H. (2023). Penilaian Kinerja, Peningkatan Kinerja dan Kepuasan Kerja Pegawai Kantor Pelayanan Pajak Pratama Sleman. Jurnal Riset Akuntansi Dan Bisnis Indonesia, 3(2), 742–751. <https://doi.org/10.32477/jrabi.v3i2.732>
- Dessler, G. (2009). Human resource management. Englewood Cliffs, Nj. Prentice-Hall. USA PP - Englewood Cliffs, Nj.
- Edwards, G. C. (1980). Implementing Public Policy. Washington DC: Congressional Quarterly Press.
- Gomez-Mejia, L. R., Balkin, D. B., & Cardy, R. L. (2016). Managing human resources. Pearson PP - Boston.
- Lompoliu, S. I., Pati, A. B., & Waworundeng, W. (2022). Implementasi Aplikasi E-Kinerja terhadap Penilaian Prestasi Kerja Aparatur Sipil Negara di Badan Kesatuan Bangsa dan Politik Daerah Provinsi Sulawesi Utara. GOVERNANCE, 2(2), 1–15. <https://ejournal.unsrat.ac.id/index.php/governance/article/view/42116>
- Lubis, A. S., Fahreza, I., & Nasution, N. F. (2024). Bridging the Digital Divide: Improving the Leadership Quality of Women Politicians through Digital Literacy. Wedya Journal of Multidisciplinary, 1(1), 21–28. Retrieved from <https://jurnal.literasipublisher.co.id/index.php/wjm/article/view/31>
- Mangkunegara, A. P. (2005). Evaluasi Kinerja Sumber Daya Manusia. Bandung. PT. Refika Aditama. Indonesia.
- Mangkunegara, A. P. (2007). Manajemen Sumber Daya Manusia Perusahaan. Bandung. PT Remaja Rosdakarya. Indonesia.
- Mangkunegara, A. P. (2020). Manajemen Sumber Daya Manusia Perusahaan. Bandung. PT

---

## Proceeding 2<sup>nd</sup> Medan International Economics and Business

---

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

Remaja Rosdakarya. Indonesia.

- Pasaribu, S., Harahap, R. H., & Mardiana, S. (2020). Implementasi Peraturan Pemerintah Nomor 46 Tahun 2011 Tentang Penilaian Prestasi Kerja Pegawai Negeri Sipil. *Strukturasi: Jurnal Ilmiah Magister Administrasi Publik*, 2(1), 70–78. <https://doi.org/10.31289/strukturasi.v2i1.62>
- Regif, S. Y. ., & Pattipeilohy, A. (2024). Quality of Public Services at the Kupang City Fire Office in Overcoming Fires . *Wedy Journal of Multidisciplinary*, 1(2), 1–9. Retrieved from <https://jurnal.literasipublisher.co.id/index.php/wjm/article/view/60>
- Schein, E. H. (2010). *Organizational Culture and Leadership* (4th ed.). San Francisco. Jossey-Bass. USA PP - San Francisco.
- Sedarmayanti, S. (2010). *Manajemen Sumber Daya Manusia, Reformasi Birokrasi, dan Manajemen Pegawai Negeri Sipil*. Bandung. PT Refika Aditama. Indonesia.
- Sinollah, S., & Hermawanto, H. (2020). Analisis Penilaian Kinerja terhadap Kepuasan dan Dampaknya pada Kinerja. *Dialektika*, 5(1), 1–22. <https://doi.org/10.36636/dialektika.v5i1.408>
- Sugiyono. (2015). *Metode penelitian pendidikan : Pendekatan kuantitatif, kualitatif, dan R&D*. Alfabeta PP - Bandung.
- Sururi, M. R., Dirgawati, M., Wiliana, W., & Widiawati, N. (2023). Penilaian Kinerja Ipal Komunal Terbangun di Kota Cimahi. *CR Journal (Creative Research For West Java Development)*, 9(1), 1–14. <https://doi.org/10.34147/crj.v9i1.206>