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Civil Servant Performance and Organizational Effectiveness from the Ministry of Tourism and Creative Economy of Indonesia

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ABSTRACT

The purpose of this study is to explain the causes of problems that occur in the performance assessment of ASN employees at the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency by using Kaswan's theory on the elements of performance assessment, namely that performance assessment can be said to be ideal if it contains performance standards, measurable performance measures, and no assessment errors occur. Based on these elements, the author then formulates a problem-solving strategy. This study uses a qualitative approach with data collection methods through in-depth interviews and documentation studies. The collected data are then processed through data reduction, presentation, and conclusion drawing. Based on the results of the study, it was concluded that the performance evaluation did not use clear performance standards; the Employee Performance Target (SKP) document listed no clear performance measures; and there were still assessment errors closely related to the element of leadership subjectivity. The author's strategy is to change the performance assessment method to a 360-degree system, so that performance can be assessed more objectively, as it is seen from various evaluators.

A. INTRODUCTION

Human resources are the primary driver in achieving the goals or targets an organisation sets. (Hanim, 2023). In the public sector, human resources are referred to as the State Civil Apparatus (later referred to as ASN). The state civil apparatus plays a crucial role in the administration of the state, serving as a driver of bureaucracy (Langgeng, YS., & Wilasari, M.F., 2023). The importance of the State Civil Apparatus's role is why Indonesia must have a competent and professional State Civil Apparatus (Lastiwi, 2023). Efforts to create a high-performance State Civil Apparatus still face various complex challenges (Fauzan, R. 2024). For this reason, a performance evaluation activity is needed for the State Civil Apparatus. Performance evaluation of the State Civil Apparatus is a critical activity to be conducted across all government agencies (Wulandari, 2022). By implementing performance evaluations, the government can determine the extent of ASN's contribution through their performance in carrying out their duties and responsibilities (Amirsyah, M. et al., 2024).

Since ancient times, performance evaluation has been recognised as a crucial component of employee management, and it has undergone significant changes over time. Performance evaluations that have utilised the DP3 (Work Implementation Evaluation List) system to date

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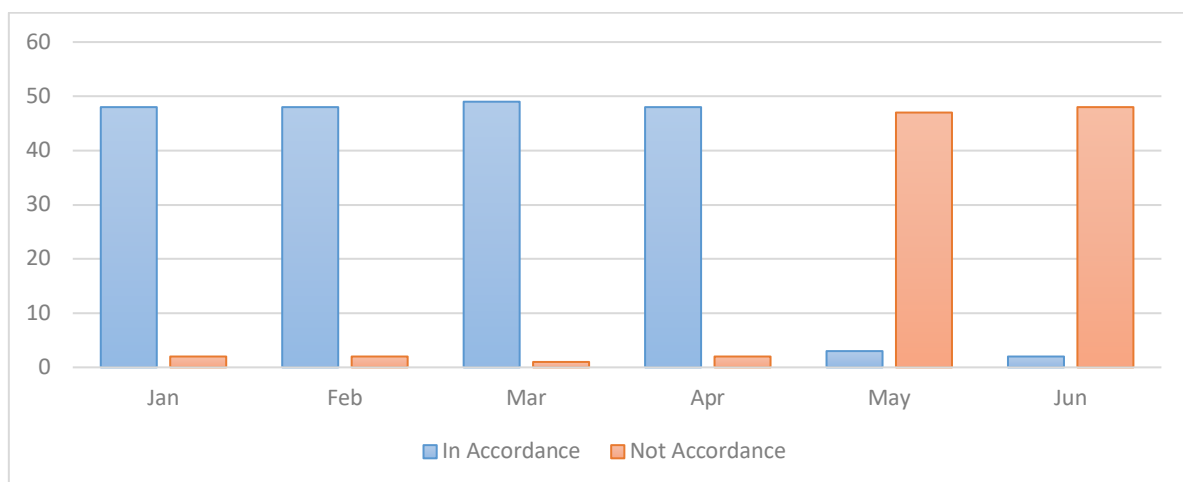
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have employed the SKP (Employee Performance Target). The implementation of ASN employee performance evaluations is currently guided by Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 6 of 2022 concerning Performance Management, which emphasises the importance of preparing SKP through intensive performance dialogue and aligning the distribution of employee performance predicates with organisational performance predicates, utilising the *e-kinerja* (e-performance) platform. However, the results of the *e-kinerja* (e-performance) evaluation have not accurately reflected the real performance of ASN because the filling is often not based on the main tasks and is often completed only to meet the minimum cumulative working day requirements needed to calculate performance allowances (Madhani L, et al., 2024). In contrast to what happened at LPP-TVRI Gorontalo Station, since the implementation of *e-kinerja*, the work culture has been more effective and efficient, and the work ethic has also increased (Uno et al., 2024). Additionally, the Regional Development Planning Agency of Simeuleu Regency noted that the implementation of *e-kinerja* was exemplary, improving the objectivity and productivity of ASN work.

As an agency under the government, the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency also conducts employee performance evaluations effectively and has won BKN-related personnel management awards at the BKN (National Employment Board) Award event in 2022, 2023, and 2024. However, obtaining these awards does not guarantee that the Ministry of Tourism and Creative Economy will not encounter problems related to performance assessments.



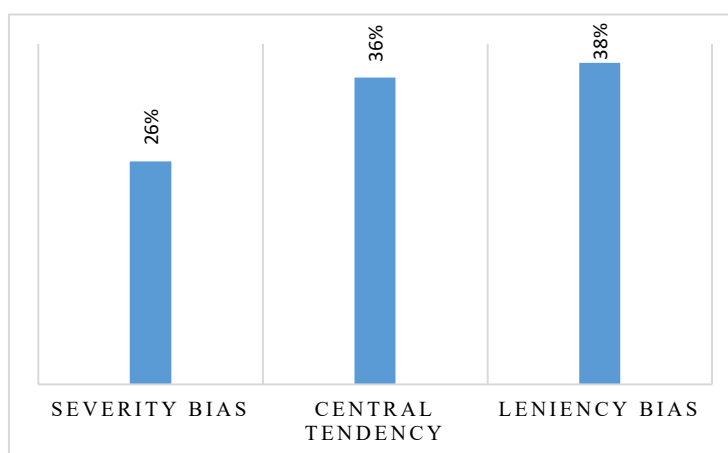
(Source: Ministry of Tourism and Creative Economy / Tourism and Creative Economy Agency of the Republic of Indonesia, 2024)

Figure 1. Outline of the Distribution Pattern of Semester I Performance Predicates

The graph above indicates that the issue in the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency is related to the still low number of work units, which have a distribution pattern of employee performance that predates the Circular Letter of the Ministry of State Apparatus Empowerment and Bureaucratic Reform Number 3 of 2023.

The theory of standard distribution patterns, as outlined in the Circular Letter of the Ministry of State Apparatus Empowerment and Bureaucratic Reform Number 3 of 2023, concerning Procedures for Determining ASN Employee Performance Predicates, is based on the Bell Curve Method theory. The bell Curve is an approach that states that each data set tends to be normally distributed, with a pattern that follows a bell shape (Hafikianor, M., 2020). This also occurs in the Ministry of Tourism and Creative Economy/Tourism and Creative Economy

Agency. The results of the abnormal distribution pattern are then classified into three judgment errors: Severity Bias, central tendency bias, and Leniency Bias.



(Source: Kemenparekraf/Baparekraf, 2024)

Figure 2. Errors in Evaluating ASN Employee Performance

The graph above illustrates that the distribution pattern of employee performance ratings remains inaccurate due to numerous assessment errors. This is based on the results of performance evaluations that still contain Severity Bias. Severity Bias occurs when an organisation achieves "Istimewa" performance, yet very few employees receive "Sangat Baik" performance ratings. Central Tendency Bias occurs when assigning average ratings to all employees. Furthermore, Leniency Bias occurs when leaders give too high ratings. This occurs when the organisation achieves "good" performance, but leaders do not provide "need improvement" or "not good enough" ratings to their employees. According to regulations, if an organisation achieves "good," then some employees must be given "need improvement" or "not good enough" ratings.

Based on the background and issues outlined above, the core problem is the continued implementation of ASN employee performance evaluations at the Ministry of Tourism and Creative Economy/Economic Agency, as reflected in the distribution of employee performance ratings. Thus, this study aims to identify the causes of the subjective performance evaluation process and recommend solutions that the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency can implement to enable objective performance evaluations.

B. LITERATURE REVIEW

Civil Servant Performance Regulatory Framework

This research refers to the policy on performance evaluation, namely the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 6 of 2022 concerning Performance Management. This policy comprehensively regulates the performance management of civil servants, encompassing performance planning, implementation, monitoring, evaluation, and follow-up. The following policy, derived from the initial policy, serves as a technical guideline in the form of a Circular Letter from the Minister of State Apparatus Empowerment and Bureaucratic Reform, Number 3 of 2023, regarding procedures for Determining Civil Servant Performance Ratings. The final policy is a special policy within the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency regarding performance evaluation, as stated in the Ministerial Decree Number 2 of 2024

concerning ASN Employee Performance Management within the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency.

Performance Evaluation

This study employs theories related to performance evaluation. According to [Mangkunegara \(2001\)](#), performance evaluation is the process by which organisational leaders determine the extent to which employees have fulfilled their duties and responsibilities within the organisation. Furthermore, [Dessler \(2015\)](#) states that performance evaluation is a method for assessing the performance of an individual, group, or work unit within an organisation against established standards. [Wibowo \(2009\)](#) further argues that performance evaluation assesses employee performance, provides information on their work results, and collaboratively seeks ways to improve it.

From the various opinions expressed by experts, the author can conclude that performance evaluation is the process of assessing the work results carried out by leaders of employees, groups of employees, or work units within an organisation based on established standards, to improve employee performance that does not yet meet organisational standards. The purpose of conducting performance evaluations, according to [Mangkunegara \(2001\)](#), is to provide employees with an understanding of performance requirements, to evaluate employee performance results, to provide a forum for discussing with employees their hopes and aspirations related to their current careers and work, and to determine or revise the achievements they wish to achieve in the future, and to review employee development needs to ensure they are in line with reality.

Key Factors Influencing Performance Evaluation Quality

The primary theory used in this study is [Kaswan's \(2012\)](#) analysis of factors influencing performance evaluation, which includes performance standards, performance measures, and assessment errors. Performance standards are targets or expectations that employees must meet when performing their work. In conducting performance evaluations, performance standards are necessary to assess and measure employees' effectiveness in performing their duties. Performance standards must be objective, measurable, and relevant to employees' duties. Establishing performance standards is crucial for determining whether employees have met their targets.

The next element is performance measures. Performance measures in performance evaluation are the methods or tools used to assess an employee's success in meeting established performance standards. Performance measures aim to quantify or qualitatively assess employee effectiveness in carrying out their work and responsibilities. Performance measures can be used in performance evaluation because they enable organisations to assess performance against measurable indicators, such as outputs (work results), quality, efficiency, or effectiveness. ([Effendy, MA. et al. 2024](#)). Thus, through clear, measurable performance measures, organisations can conduct accurate performance evaluations, thereby identifying which employees need improvement and which deserve greater recognition.

The final element of performance evaluation is assessment error. Assessment error refers to the potential for error or bias in an assessor's evaluation of an employee's performance. This assessment error can cause performance evaluation results to be inaccurate, unfair, and fail to accurately reflect the employee's actual performance. Various assessment errors are Leniency Bias, Severity Bias, Central Tendency Bias, and personal bias.

Evaluation Challenges and Innovations

This research references several previous studies on relevant topics. Research conducted by [Tazkia and Jailani \(2024\)](#) demonstrated that performance evaluation requires clear

performance standards and measures. This study concluded that performance assessments were conducted comprehensively due to the existence of measurable standards and measures based on the output produced. Furthermore, research conducted at CV Awing Abadi was also considered comprehensive due to a 360-degree assessment method. Another study by Putri (2019) also demonstrated that performance assessments require clear standards. Evidently, performance assessments at BPRS (Sectoral Supervisory Agency) were ineffective due to the lack of clear performance standards. Sembiring (2020) demonstrated that performance evaluations often involve subjectivity, necessitating new criteria for performance assessment. Furthermore, Nurdin (2023) conducted research stating that assessment bias is pervasive in the public sector.

C. METHOD

This research uses a qualitative approach. According to Moelong, J.L. (2007), qualitative research is a type of research that produces descriptive data, such as words or writing, originating from the people being studied. Researchers adopted a qualitative descriptive research approach to systematically and factually present the results, to identify the causes of performance evaluation problems, and to develop appropriate strategies to address them.

The data collection techniques used were in-depth interviews and documentation studies. The criteria for informants in this study were having a civil servant status at the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency, knowledge and understanding of policies related to civil servant performance assessment, direct involvement in the civil servant performance assessment process, and willingness to serve as a resource person. The study included seven resource persons, comprising 1 Bureau Head, 2 Performance Assessment Officers, 2 Employees, 1 Head of the Performance Management Team at the Bureau, and one employee in the performance management team. The interview process lasted for approximately 45 minutes for each resource person. In addition to interviews, data collection was also conducted through documentation studies. The documentation reviewed by researchers was in the form of employee performance results or SKP documents belonging to two civil servants at the Ministry in 2023. The SKP documents were reviewed to determine whether performance standards and measures were used to provide information on whether the performance assessment employed appropriate standards and measures.

The data analysis technique, as described by Miles, MB, Huberman, AM, & Saldana, J (2014), consists of three process flows: data reduction, data presentation, and conclusion drawing. Data reduction was carried out by selecting keywords that emerged in the interviews. Data presentation involved compiling the collected information, followed by the final step of concluding the data.

Data validity uses the data triangulation method, namely digging up information from several sources with different backgrounds and positions, namely from the SDMO Bureau (Head of SDMO Bureau, Head of Performance Management Team, and Employees in the Performance Management Team) as the organizer and person in charge of performance evaluation activities, from the leaders of other work units, namely as the executor of the awarding of employee performance predicates, and from ASN employees in other work units. These employees feel the awarding of performance is predicated on their leaders.

D. RESULT AND DISCUSSION

The research findings are the causes of performance evaluation problems, and they are addressed by fulfilling the elements of performance evaluation based on Kaswan's theory.

Elements that Influence Performance Evaluation Performance Standards

Performance standards in the performance assessment of ASN employees at the Ministry of Tourism and Creative Economy have not been fully implemented. Based on interview results, it is evident that performance standards are often established directly by leaders without a formal performance dialogue process between leaders and employees. This is certainly not in line with regulations, namely the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 6 of 2022 concerning ASN Performance Management, which states that performance standards must be developed through an intensive performance dialogue mechanism between leaders and employees. Performance dialogue is considered necessary because it conveys leaders' expectations, which will later become performance standards (Rahmadani, S. et al. 2024). Performance standards derived from leadership expectations are highly susceptible to subjectivity. A performance appraiser conveyed this statement:

"The performance standards I use, I usually see whether they are in line with my expectations or not" –(Performance Appraiser Officer 1/18 November 2024).

This aligns with Rohman's (2024) research, which states that employee performance management currently prioritises leadership expectations or the work to be completed over job descriptions. This means employees are now solely focused on meeting their leaders' expectations rather than their job descriptions. Therefore, performance dialogues are crucial to establishing measurable and transparent performance standards by clearly communicating expectations to employees.

The second finding from the interviews was that performance standards had never been established. Employees and leaders never engage in monthly dialogue to establish performance standards. This aligns with what the interviewee said:

"In setting performance standards, my leaders often use the e-kinerja system. I haven't had a direct performance dialogue with them for the past few months." – (Evaluated 1/ November 18, 2024)

Therefore, performance dialogues are not held monthly, so what is produced and accomplished during that month is also included in the target column in the e-kinerja application. Thus, performance standards and actual performance always remain consistent. This is based on the results of the interview:

"So every month, we submit an SKP. Right now, this makes an action plan for the next month, and then there is the realisation, with supporting evidence attached. Okay, it's just like that. The action plan and realisation should be filled in at the beginning of the month, but in reality, making an action plan and realising it are input simultaneously. So, what has been realised is what is made into a plan" – (Employee Evaluated 2/ November 21, 2024).

This ultimately results in employees being dominated, or all being given the predicate "Baik," namely because there was no previously established standard to work on, so expectations are adjusted to what has been done. According to the guidelines of the Ministry of State Apparatus Empowerment and Bureaucratic Reform, if the work results are beyond expectations, then it is appropriate to be given the predicate "Baik".

Performance standards in the performance assessment of ASN employees at the Ministry of Tourism and Creative Economy have not been fully implemented. Based on interview results, it is evident that performance standards are often established directly by leaders without a formal performance dialogue process between leaders and employees. This is certainly not in line with the regulation, which is the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 6 of 2022 concerning ASN Performance Management, which states that performance standards must be developed through an intensive performance dialogue mechanism between leaders and employees. Performance dialogue is considered necessary because it conveys leaders' expectations, which will later become performance standards (Rahmadani, S. et al. 2024). Performance standards derived from leadership expectations are highly susceptible to subjectivity. A performance appraiser conveyed this statement:

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This aligns with Rohman's (2024) research, which states that, currently, employee performance management prioritises leadership expectations or the work to be completed over job descriptions. This means employees are now solely focused on meeting leadership expectations rather than meeting job descriptions. Therefore, performance dialogue plays a crucial role in establishing measurable and transparent performance standards, as it communicates clear expectations to employees.

A similar situation was also found in Mojayan Village, Central Klaten District, where daily e-performance reports were often completed once a month and sometimes inconsistently (Muslimah, A., 2024). However, the main problem is that leaders and employees do not establish clear standards or expectations at the beginning of the period, making it impossible to compare actual performance with those standards at the end. This is reinforced by statements from leaders in interviews indicating that performance evaluation results are based solely on whether the assigned work is completed. Furthermore, data on employee distribution patterns for the 2023-2024 period, dominated by the "Good" category, or Central Tendency Bias, reinforces the phenomenon of the lack of clear performance standards. This is because all superiors tend to play it safe and give the same grades to all employees due to the lack of performance standards to guide assessments.

Based on the documentation study results, using the SKP document, the data shows that the assessment results for both employees were consistently "Good," and the standards and actual performance were consistently similar. This suggests that performance standards were not optimally established in employee performance evaluations at the beginning of the month. Therefore, if performance standards are not established beforehand, employees will be confused because there is no plan or list of tasks to complete during the period. This can certainly have specific impacts. For employees, this will result in decreased work motivation because they have no achievement to achieve; they will perform their work as is. This will also affect managers, causing them to be unfair in awarding performance appraisals.

Another finding by Mbabazi and Odengo (2025) states that employees will be more motivated and their performance will improve if they clearly understand what they need to achieve in their work or performance standards. Thus, performance standards are indeed a key factor in the employee performance evaluation process.

Performance Measures

Performance measures are units of value that reflect an employee's ability to carry out their duties and responsibilities. Minister of Administrative and Bureaucratic Reform Regulation Number 6 of 2022 on Civil Servant Performance Management (PANRB) sets out performance measures to assess employee performance. Performance measures can be quantity, quality, time, or cost.

Interview findings with leaders indicate that when conducting performance evaluations, leaders prefer to assess the speed and quality of the products or services produced.

"I usually evaluate based on the level of minor errors. I also usually set a target completion time for their work because it's more convenient, because we focus on service so we inevitably work based on time. So, besides quality, my guideline is their accuracy in completing the work." – (Performance Assessment Officer 1/November 18, 2024).

However, this finding contradicts employee statements. Employees stated that leaders evaluate them based on the quantity of work produced.

"My boss usually evaluates me based on the amount of work I do" – (Evaluated Employee 1/ November 18, 2024).

The difference in information the author received from leaders and employees indicates that leaders are not transparent about the performance measures they use in conducting performance evaluations. Interview findings with other employees suggest they are unaware of the performance measures their leaders use to assess them.

"Honestly, I don't know where the clear parameters or performance measures used in performance evaluations come from" – (Evaluated Employee 2/ November 21, 2024).

Furthermore, findings from the employee's Work Schedule (SKP) document corroborate the absence of specific performance measures in the target column. This indicates that performance planning, which involves determining performance measures, is not being implemented effectively, as the target column in the employee's SKP document is filled with the phrase "Not in accordance with requirements." This is problematic because the target column should be clearly stated using specific performance measures. If the job description involves services, performance measures can be evaluated through speed or the quality of service. If the job description involves document creation, performance can be evaluated by the number of documents produced. However, findings in the field indicate that performance measures are not well-defined within the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency, leading to ineffective performance evaluations.

This finding is supported by previous research by [Saputra and Heliyani \(2024\)](#), which found that performance measures are not adequately regulated in the implementation of civil servant performance evaluations. Leaders or superiors tend to assign heavier workloads directly to subordinates with better skills. Thus, implementing performance evaluations for government employees is challenging, ultimately resulting in assessments that do not reflect the employee's actual performance or abilities.

Another finding by [Mbabazi and Odengo \(2025\)](#) states that employees will be more motivated and their performance will improve if they know what measures are used to evaluate

their performance. Thus, performance measurement is a crucial factor in evaluating employee performance.

Assessment Errors

Assessment errors occur when assessors provide non-objective evaluations of employees for reasons other than the employee's performance. Based on the performance rating distribution data presented in the introductory chapter, it is evident that assessment errors have occurred, as the number of work units with performance rating distribution patterns that meet the requirements remains low. This is due to various factors, including strong kinship between leaders and employees, which makes performance evaluation results less accurate. Research findings obtained from interviews suggest that several factors contribute to assessment errors. This is closely related to the leader's maturity. The first factor is a sense of compassion for employees when assessing the "Good" category, though leaders sometimes also feel tired of employees. This is because the performance evaluation results are closely tied to the performance allowance employees receive and to their future career development. If the performance evaluation results fall below the "Baik" category, the employee's performance allowance will be reduced. Similarly, in careers, if a performance evaluation is rated below "Good," the employee cannot apply for promotion because it does not meet the administrative requirements. This is the main reason leaders tend to play it safe by giving the predicate "Good."

“Performance evaluations have a significant impact on one’s career. Therefore, leaders are afraid to give either “Not good enough” or “very good” assessment, which ultimately leads to a safe rating of “good”. – (Assessed Employee 2/ November 21, 2024).

This factor is reinforced by the leadership’s unchanged feelings regarding the DP3 assessment system over time. One of its rules is that employee performance assessment results cannot decline over time.

“Most of the leaders who are in office now are senior, so they have been civil servants for a long time. In the past, performance assessments were not referred to as SKP, but rather as DP3. Well, in the DP3 regulations, performance assessments were not allowed to decrease in value because they affected rank and career.” (Employee in the SDMO Bureau performance management team/ November 18, 2024).

Another finding is a misunderstanding regarding the rights and rewards of promotions. Many employees still view promotions as a right, so if a performance rating is below "Baik," the manager will be perceived as preventing the employee from receiving their due promotion.

"Employees understand that promotions are a right, when in fact, they are a reward." – (Employee in the SDMO Performance Management Team / November 18, 2024).

Furthermore, the research also found that the current performance appraisal system is highly susceptible to subjectivity. This may also occur because many leaders are already senior, making it difficult for them to adapt to the dynamic changes in performance evaluation systems. This ultimately leads to performance appraisals being treated as merely a formal activity. The research findings also indicate that leaders can not move away from the previous assessment system, the DP3 (Employee Performance Evaluation List).

Government Regulation of the Republic of Indonesia Number 10 of 1979 concerning the Assessment of Civil Servant Work Implementation. Employee performance appraisals using the DP3 system are considered superior because the assessment is more precise and certain, and it is expressed numerically. The DP3 system assesses loyalty, work performance, responsibility, compliance, honesty, cooperation, initiative, and leadership. DP3 is considered more objective than the current SKP system because the existing assessment is not expressed in numerical terms, which can confuse both assessors and the employees being assessed. A lack of clarity in the measurement or assessment parameters causes this confusion. The Head of the Human Resources and Management Bureau conveyed this:

"The current performance evaluation has a lot of bias because it is different from my time, called DP3, which is based on numbers, so everything is stated clearly based on numbers." – (Head of the Human Resources and Management Bureau, Ministry of Tourism and Creative Economy / November 20, 2024).

Another factor contributing to the high rate of performance evaluation errors is the high level of trust leaders hold in their employees. Leaders feel confident that their employees are selected individuals who have successfully passed the CASN exam alongside thousands of others, leaving no doubt about their abilities. This trust leads many leaders at the Ministry of Tourism and Creative Economy to give their employees "Baik" ratings. This aligns with what the Head of the Human Resources and Information Bureau stated:

"Because the government and the state recruit them to work as civil servants, they have good standards through selection. So, those who enter here are selected individuals, so in terms of competence, they are certainly good." – (Head of the Human Resources and Information Bureau / November 20, 2024).

Problem-Solving Strategy

Creating Clear and Measurable Performance Standards

Based on the author's research results, one of the causes of problems in implementing performance evaluation is the absence of clear performance standards and measures. The first strategy that the author formulated to resolve this research problem is to improve clear performance standards. This strategy can be described in concrete steps, starting with team formation and the preparation of performance standards based on the SMART principle (Specific, Measurable, Achievable, Relevant, and Time-bound). The next step is for the Human Resources Bureau to conduct socialisation regarding the prepared performance standards. The final step involves the existence of a monitoring and evaluation system, carried out by the Human Resources Bureau, for all work unit leaders. This ensures the creation of performance standards at the beginning of the assessment period, which are based on intensive performance dialogue.

The mistake so far is that standards are not established at the beginning of the month, so whatever is done during that period becomes the standard for the remainder of the month. Therefore, implementing this idea requires a strong commitment from both leaders and employees to consistently conduct performance dialogues at the beginning of each month, to establish standards and clarify leaders' expected work.

Increasing Leadership Capacity

Based on the author's research, it can be concluded that one of the causes of problems in implementing performance evaluations is the persistence of errors in assessments made by leaders due to various factors, including discomfort with employees, fear of conflict with

employees, and overconfidence in their employees. Therefore, the author seeks to provide a problem-solving strategy by improving work unit leaders' ability to assess employee performance.

This strategy can be outlined in the following concrete steps: starting with the development of a questionnaire distributed to all leaders and employees to assess their leadership abilities. The questionnaire was distributed to leaders and employees to examine their perspectives. The questionnaire results were then processed and used to develop a selection of training programs for leaders.

The training topic that can be conducted is conflict management. All leaders must understand proper conflict management techniques, starting with fostering positive conflict to build employee motivation and resolving negative conflict that could harm their team.

Change of Assessment Method to 360 Degree Model

Based on the results of the author's research, it can be concluded that one of the causes of problems in the implementation of performance evaluations is the persistence of errors in assessments made by leaders due to various factors, ranging from discomfort with employees, fear of conflict with employees, to overconfidence in their employees. This can occur because leaders have full authority over employee performance evaluation results. Therefore, the third strategy the author formulated to address the problems in performance evaluations is to adopt a 360-degree perspective in the performance evaluation method. This is because the assessment results will not only focus on the leader but also on colleagues and subordinates.

The Yogyakarta City Government, which has implemented 360-degree performance assessments through the e-PKP application since 2019, has demonstrated that these assessments are being implemented effectively and are more objective (Isjayanti, D.W., 2024). However, despite this, the Yogyakarta City Government still faces various challenges in terms of human resources and infrastructure. From a human resources perspective, some older employees continue to struggle with adapting to the use of the e-PKP application. Technical errors are still common in infrastructure, resulting in errors in employee performance allowance deductions.

Performance assessments using e-PKP are conducted confidentially, so the employee being assessed does not know who is giving the assessment, as colleagues randomly administer them. This provides a sense of security for the assessor, allowing for a more confident and objective assessment, and reducing feelings of discomfort for the assessee. The performance assessment process must still adhere to regulations, namely that performance evaluations assess work results and behaviour. The only difference between these methods is that the assessment sources are multifaceted, so the assessment results do not come solely from the leadership.

Researchers offered various strategic recommendations, but ultimately chose the 360-degree assessment method as the most suitable primary approach for implementation. Currently, the Ministry of Tourism and Creative Economy has actually adopted a 360-degree model for performance evaluation; however, it is not yet perfect, as it can only assess behavioural aspects. All employees in the same work unit can provide feedback to other employees, especially on aspects of work behaviour, in e-performance. Feedback from other employees has no impact on the employee; however, negative feedback may be considered by the employee's direct supervisor when providing a performance appraisal, which can later affect the employee, such as performance allowances. However, negative feedback has no impact if the employee's supervisor ignores it. This is why e-performance applications have not fully implemented the 360-degree method.

Regarding the development of an IT-based digital assessment system, one can follow the example of the Yogyakarta Provincial Government by collaborating with the Communication

and Informatics Office. However, for the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency, it would be more appropriate to coordinate with the Ministry of Communication and Informatics (Kominfo) to develop a website or application for the performance evaluation process.

Once the assessment system is successfully established, the Human Resources and Information Bureau (SDMO) needs to provide outreach and technical guidance on the use of the new assessment application, assisted by IT experts. Once the application or website is successfully created, coordination with Kominfo cannot be completed because the website needs to be continuously updated to meet the organisation's future needs. Furthermore, coordination is crucial to ensure that system errors are avoided and, if they do occur, addressed more quickly.

This strategy will be time-consuming and involve multiple employees, as it encompasses personnel from both the technology and personnel sectors. Building a performance assessment system requires significant costs and the readiness of human resources, particularly older employees, to adapt more slowly. Although implementing this strategy requires considerable time, involves cross-functional units such as personnel and information technology, and requires substantial budget investment, the long-term benefits are believed to be commensurate. A more objective and participatory assessment can encourage overall improvement in employee performance. This finding is consistent with [Kopsidas \(2023\)](#), who suggests that the 360-degree evaluation method, when properly implemented, can enhance work practices and overall employee performance.

E. CONCLUSION

The performance evaluation of ASN employees at the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency is guided by the relevant regulations. Based on the research results, the elements of performance standards have not been met to support objective performance evaluation activities because performance standards are not set before the evaluation period, but rather at the same time as inputting performance realization. This shows that standards and realisation cannot be compared because the results will always be the same. Apart from that, it can also be concluded that the elements of performance measurement have not been fulfilled to support objective performance evaluation activities. This is because leadership has not clearly defined performance measures, so measures cannot be stated in terms of quality, quantity, speed of completion, or required costs. The absence of clear performance measures means that leaders cannot provide fair and objective assessments. Furthermore, regarding the element of assessment error, it can be concluded that assessment errors still occur, so performance evaluation activities cannot yet be declared objective.

Based on the problems and causes identified in the research conclusions, the researcher proposes several strategies that the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency can implement to address these issues. These include establishing clear and measurable performance standards, enhancing the capacity of Performance Appraisal Officers, and modifying the performance appraisal method to a 360-degree perspective.

Based on the proposed solutions, the author recommends a primary one: adopting a 360-degree perspective. This method prevents errors in performance measurement, performance standards, and assessment errors. This strategy is the most applicable option and should be implemented, considering technical feasibility, human resource requirements, cost, and time, to improve the employee performance evaluation process at the Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency. The success of this strategy depends heavily on organisational commitment, interagency coordination, and the readiness of all parties to digitally and accurately transform their operations.

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