

Improving the effectiveness of performance appraisal systems in public sector administrative divisions

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ABSTRACT

This study explores the suboptimal implementation of performance appraisals for BLUD employees in public hospitals. This research aims to identify existing issues and formulate draft guidelines to enhance the appraisal process. Using a qualitative approach, data were collected through interviews, observations, and document analysis. The analysis refers to Gary Dessler's book "Human Resource Management" to address the lack of accurate measurement in current practices. The findings reveal several challenges, including the absence of performance dialogue, difficulties in validating performance realization data, subjective behavioral assessments, and unclear evaluation criteria. In response, this study proposes guidelines to serve as a reference for all stakeholders involved in the appraisal process. Additional recommendations include the use of shared digital storage (e.g., Google Drive) for performance documentation and the development of behavior assessment instruments based on the BARS method to improve objectivity and ease of evaluation. These efforts are expected to support a more accurate and accountable performance appraisal system.

Keywords: BARS; Performance; Performance Assessment BLUD Employees, Public Sector

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1. INTRODUCTION

Human resource (HRM) management is a fundamental aspect of maintaining the sustainability of organizations in both the private and government sectors. As a strategic asset, HR plays a central role in achieving organizational goals (Halsa et al., 2022; Suryadi et al., 2023). Human Resource Management (HRM) encompasses the processes of planning, organizing, directing, and controlling various aspects such as recruitment, development, compensation, integration, maintenance, and termination of employment. The quality of HR significantly influences organizational progress because of the potential of individuals to produce performance that supports goal achievement (Sutrisno; Jabo & Sunaryanto, 2021). HR development is crucial for improving employee skills, knowledge, and potential, thereby creating a motivated workforce aligned with organizational goals

Performance appraisal is a crucial function in HR management that aims to evaluate an individual's contribution to the organization. Effective performance appraisals can provide constructive feedback to employees, identify areas for improvement, and provide a basis for decision-making regarding promotions, compensation, and career development (Ozgun et al., 2019).

One of the important components in HR is employee performance assessment which serves to measure and manage individual contributions to the organization (Irfan Malik, 2023; Ozgun et al., 2019; Zheng, 2024). This assessment is the basis for decision-making regarding compensation, promotion, training, and career development. Therefore, the assessment process must be conducted accurately and objectively. (Daniali et al., 2021; Zulfikar, 2025; Ningrum, 2023) However, in practice, performance assessment often faces challenges, especially related to inaccurate results and assessment bias. To enhance objectivity and clarity in performance evaluations, this study adopts the Behaviorally Anchored Rating Scales (BARS) method, which has been shown to outperform traditional appraisal techniques in terms of qualitative and utilization criteria (Asmaudi & Ing Pamungkas, 2023)

RSUD X, as a government agency in the healthcare sector, employee performance assessments are complex. This hospital has various employee statuses, including Civil Servants (PNS), Government Employees with Work Agreements (PPPK), and Regional Public Service Agency (BLUD) employees. BLUD employee performance assessments refer to Minister of Health Regulation No. 20 of 2014, which regulates the management of non-PNS employees in Ministry of Health work units that implement the BLU financial model.

However, the implementation of performance assessment at RSUD X, faces several major obstacles, including (1) Inaccuracy of assessment results, due to weak validation of performance realization data and discrepancies between SKP and actual performance; (2) Determination of performance targets is not ideal, because employees are not involved in planning and do not receive adequate information; (3) Subjectivity in assessing work behavior, which is completely determined by superiors with unclear indicators; (4) This inaccuracy impacts the effectiveness of personnel programs, such as rewards, compensation, and training, which are difficult to implement without valid performance data. Therefore, a systematic, theory-based approach is needed to optimize the BLUD employee performance assessment system. This study aims to develop a more objective and accurate work behavior assessment instrument based on Behaviorally Anchored Rating Scales.

This study aims to examine the implementation of BLUD employee performance appraisals at RSUD X and to formulate implementable solutions. The approach used refers to the Guidelines for Effective Appraisals by (Dessler, 2010) with a focus on selecting appropriate assessment instruments, ongoing monitoring, agreeing on work plans, and applying the principle of fairness in assessments. It is hoped that the results of this study can provide adequate recommendations to support more objective, accurate, and effective performance appraisals. This is important because inaccurate performance appraisals can be caused by assessments that are solely based on employee compliance without considering the employee's contribution to the organization (Nkeobuna & Ugoani, n.d.; Revathi, 2024; Tr, 2025).

2. METHOD

This research uses a descriptive study with a qualitative approach that focuses on the problems of implementing BLUD employee performance appraisals at RSUD X. The main objective of the research is to formulate solution recommendations in the form of a work appraisal guideline design based on Human Resource Management book by (Dessler, 2010). Data collection techniques were carried out through in-depth interviews, direct observations, and document studies. Data analysis used the Miles and Huberman model, which includes the stages of data collection, data reduction, data presentation, and conclusion drawing. Data validity was maintained through source triangulation by comparing information from various parties relevant to the research focus. Human Resource Management book by (Dessler, 2010) was used as an analytical framework because it offers a systematic approach in implementing performance appraisals, which includes five main steps: Know The Performance Appraisal Problems (understanding the assessment problems); Use The Right Appraisal Tool (choosing the right assessment tool); Keep A Diary (recording performance); Get Agreement On A Plan (agreeing on a work plan); and Ensure Fairness (ensuring fairness in the assessment process). Thus, this research seeks to provide a practical contribution in improving the quality of the performance appraisal system in the BLUD environment.

This study employs a descriptive qualitative approach to examine the implementation of performance appraisals for BLUD employees at RSUD X, The primary objective is to formulate practical recommendations in the form of a performance appraisal guideline, based on (Dessler, 2010). To enhance methodological rigor, this study incorporated elements of qualitative content analysis, which allows for systematic coding, categorization, and interpretation of textual data. This approach ensured transparency and replicability in the analysis process, addressing the common limitations of general qualitative methods.

2.1 Data Collection Techniques

Data were collected through in-depth interviews with key stakeholders directly involved in the performance appraisal process, direct observation of administrative practices and appraisal procedures, and document analysis of internal regulations, performance records, and appraisal instruments.

2.2 Informant Selection

Informants were selected using a purposive sampling technique based on their relevance and direct involvement in the appraisal process. The list of informants includes (see Table 1)

Tabel 1. Relevance of Sources to Research

NO.	RESPONDENT	RELEVANCE
1	Head of General Affairs Subdivision	Supervisor responsible for appraising BLUD employees in the case study unit.
2	Head of Personnel and Training Subdivision	Supervisor involved in BLUD employee appraisals.
3	HR Analyst	Responsible for HR activities, especially performance appraisal at RSUD X.
4	BLUD Staff – General Affairs	Appraised employee within the case study unit.
5	BLUD Staff – Personnel and Training	Appraised employee within the case study unit.

Source: processed data

These informants were chosen because of their knowledge and direct experience with the appraisal system, making them highly relevant for providing valid and insightful data.

2.3 Data Analysis

The study uses the Miles and Huberman model for data analysis, which consists of data collection, data reduction, data display, and conclusion drawing and verification.

To ensure data validity, source triangulation was applied by comparing the information obtained from different informants and documents. The research is guided by Gary Dessler's Guidelines for Effective Appraisals, which outlines five key steps for effective performance evaluation such as (a) Know the Performance Appraisal Problems: Identification of appraisal issues through interviews with HR analysts, supervisors, and employees; (b) Use the Right Appraisal Tool: Literature review and benchmarking to select appropriate instruments. The study proposes the Behaviorally Anchored Rating Scales (BARS) method for its objectivity and clarity; (c) Keep a Diary: Use of Google Drive as a shared digital logbook to record performance evidence, addressing system limitations; (d) Get Agreement on a Plan: Communication and mutual agreement on performance targets between supervisors and employees; (e) Ensure Fairness: Development of clear and measurable behavioral indicators to reduce subjectivity and promote fairness.

By integrating a structured qualitative approach with a theory-driven framework, this study aims to provide practical and evidence-based solutions for improving the objectivity, accuracy, and fairness of performance appraisals in the BLUD context.

3. Results and Discussion

3.1 Efforts to Optimize the Implementation of Work Assessments

Effective performance appraisal is the key to organizational success because it influences employee performance, employee development, and management decision-making. In this study, guidelines will be designed to help supervisors and employees of the BLUD (General Public Service Agency) at RSUD X conduct performance appraisals. This is necessary because there have been no guidelines governing the performance appraisal of BLUD employees. These guidelines will refer to the " *Guidelines for Effective Appraisals* " theory developed by (Dessler, 2010) which provides a framework for designing an appraisal system. Effective performance appraisals aim to increase the transparency, objectivity, and effectiveness of performance appraisals. The process of designing these guidelines will include five important steps: *Know the Performance Appraisal Problems* ; *Use the Right Appraisal Tool* ; *Keep a Diary* ; *Get Agreement on a Plan* ; and *Ensure Fairness* .

3.1.1 Know The Performance Appraisal Problems

To identify these problems, an analysis was conducted on the implementation of work assessments at the research location through observations and interviews with related parties. The interview results showed several problems in the implementation of BLUD employee work assessments at RSUD X. .. The identified obstacles included a lack of dialogue between superiors and employees when setting performance targets, collecting supporting data on work realization results, and assessments of work behavior that were still overly subjective.

a. Performance Aspect Assessment

Observations indicate that the performance assessment of BLUD employees at RSUD X is not objective because the assessment results lack concrete measurable data and facts. This is evident in the SKP attachment, which contains work results, productivity, work quality, and target achievement, which lacks actual and relevant performance evidence.

Table 2. Performance Realization Data Attachment

REALIZATION				Calculation
Quantity / Output	Quality / Standard	Time	Cost	
43 documents	77	12 months		253
141 documents	77	12 months		253
17 documents	77	12 months		247
18 documents	77	12 months		243
6 documents	77	12 months		253
3 documents	77	12 months		253
89 documents	77	12 months		242
934 documents	77	12 months		253
1 document	77	12 months		253

Source: Employee SKP Document

Table 2 shows that the achievement value listed in the realization column does not have actual and relevant evidence because the employee did not attach proof of performance and only attached the SKP to get the approval of the superior. To further analyze this problem, interviews were conducted with related parties. The results of the interviews revealed that the main cause of the problem of collecting performance evidence was the lack of media or a forum that made it easier for employees to collect data on their work results and made it easier for superiors to validate the results of employee performance realization.

b. Assessment of Work Behavior Aspects

Observations indicate that the implementation of BLUD employee performance assessments at RSUD X regarding work behavior has not been measured because the work behavior instrument used lacks a specific assessment component formulation. This makes it difficult for superiors to provide objective assessments, resulting in inaccurate results.

Table 3. Administrative Personnel Evaluation Staffing Administration

Evaluation Aspect	Score	Category
Service Orientation	80.00	Good
Integrity	80.00	Good
Commitment	80.00	Good
Discipline	80.00	Good
Cooperation	80.00	Good
Leadership	–	–
Total	400.00	
Average Score	80.00	Good
SKP Score	83.35	

Source: Employee SKP Document

The evaluation instrument presented in Table 3 lacks detailed indicators, rating scales, and weighting mechanisms that are essential for conducting objective and comprehensive performance assessments. In its current form, the instrument provides only general categories without specifying measurable criteria for each behavioral aspect. This limitation leads to a reliance on subjective judgment, where supervisors tend to base their evaluations solely on an employee’s track record. As a result, in the absence of any negative reports or disciplinary issues, employees are routinely assigned a default score of 80, categorized as "Good." While this approach may simplify the evaluation process, it risks overlooking individual performance nuances and failing to capture areas that may require improvement. To enhance the validity

and reliability of the assessment, future instruments should incorporate behaviorally anchored rating scales (BARS) or rubric-based evaluations, which allow for more precise and transparent scoring.

c. Performance Target Planning

Interview results indicate that the implementation of BLUD employee performance assessments at RSUD X is not fully participatory in the performance planning process. At the performance target-setting stage, these are either determined by superiors or set to match the previous year's targets. Furthermore, employees are not informed about the targets to be achieved, meaning they are not involved at this stage.

Based on the interview results, it was also seen that the implementation of BLUD employee work assessments at RSUD X was not in accordance with the Minister of Health Regulation No. 1 of 2019 Article 9 that the SKP form must be filled out and mutually agreed upon between employees and superiors and must be signed by both parties as an employment contract. This process includes setting work targets and efforts to identify obstacles that occurred previously, with the aim of finding solutions that can prevent the recurrence of problems in the following year and as an effort to continuously improve performance.

3.1.2 Use the Right Appraisal Tool

This stage involved analyzing the assessment tools used to identify obstacles and determine the appropriate tools for the performance assessment of BLUD employees at RSUD X. .. Then, to identify and determine the appropriate tools, observations and interviews were conducted with Human Resources Analysts and BLUD employees. The results of the interviews showed that the work behavior assessment tools were less than optimal because the meaning of the assessment components was still too broad, without more specific indicators and scales. Therefore, in addition to formulating guidelines for implementing work assessments, it is necessary to consider other types of tools that are relevant and appropriate to existing problems. The relevant and appropriate tool for the constraints is to use the *Behaviorally Anchored Rating Scales* (BARS) approach, which is a work assessment method that combines qualitative and quantitative assessments by considering employee behavior in the job

This method applies an innovative work assessment approach because it uses a systematic approach by integrating real-life situations and assessment scales, resulting in more specific measurements in describing work behavior (Dessler, 2010) In simple terms, it can be concluded that the BARS Method is a work assessment method that uses qualitative and quantitative assessments because it is based on employee behavior and connects it with the level of performance achievement in the form of a predetermined scale.

Table 4. Example of BARS Method Work Behavior Assessment Tool

Dimension	Indicator	Scale	Criteria
Discipline	Employee Attendance	5	100% present and on time; Absence rate 0%; Tardiness rate 0%
		4	100% present but sometimes late; Absence rate 0%; Tardiness rate <5%
		3	Always on time but sometimes absent; Absence rate <5%; Tardiness rate 0%
		2	Sometimes absent and late; Absence rate >5%; Tardiness rate <10%
		1	Often absent and/or often late; Absence rate >10%; Tardiness rate >10%

Source: processed data

Table 4 presents five rating scales with distinct criteria designed to assess employee discipline based on attendance. These scales are arranged from the most effective (score 5) to the least effective (score 1), allowing evaluators to differentiate the levels of discipline with greater precision. For instance, if a supervisor wishes to compare the attendance discipline between Employee A and Employee B, both of whom appear consistently present, this method provides a more nuanced assessment. Employee A, who

is consistently present and punctual, receives a score of 5. In contrast, Employee B, although present daily, occasionally arrived late, resulting in a score of 4.

This structured approach enables supervisors and appraisal teams to evaluate employee performance more accurately and objectively than before. By incorporating specific criteria, such as absence and tardiness rates, the method reduces ambiguity and enhances the reliability of the assessment process. Moreover, this table reflects the application of the Behaviorally Anchored Rating Scales (BARS) method, which is widely recognized as an effective tool for measuring employee work behavior. According to expert opinions, while BARS requires more time to develop owing to its detailed instrument design process, it offers several advantages: improved measurement accuracy, clearer performance standards, and more objective feedback. Each dimension in BARS is supported by specific measurable indicators and criteria, making it a robust framework for performance evaluation.

3.1.3 Keep a Diary

Maintaining a daily performance log is crucial in the employee appraisal process. In this study, the proposed guidelines recommend using a structured diary or logbook to record employee achievements, challenges, and progress. By regularly documenting these elements, both supervisors and employees can identify performance trends, provide specific feedback, and pinpoint areas that require improvement.

The research findings indicate that the implementation of daily logs for BLUD employees at RSUD X has been generally effective. Employees routinely complete their logbooks as part of their daily activities. This was confirmed by the HR Analyst, who stated: “At RSUD X, BLUD employees are provided with a logbook to record their daily activities. This logbook has been introduced and used since the orientation period.”

Observational data also support this statement, showing that the logbook system is actively used and integrated into employees’ workflows. The logbook serves not only as a record of activities but also as a tool for performance monitoring and documentation, which is particularly important, given the limitations of existing digital systems.

Table 5. Example of Employee Logbook Activity Record

Day/Date	Activity Description	Result
Wednesday, March 1	Create Manuscript	1
	Receive Incoming Mail	10
	Record Outgoing Mail	4
Thursday, March 2	Recap Incoming and Outgoing Mail for Personnel	4
Friday, March 3	Receive Incoming Mail	20
	Record Outgoing Mail	16

Source: Administrative Correspondence Staff

Table 5 practice aligns with the third step of (Dessler, 2010) Guidelines for Effective Appraisals Keep a Diary which emphasizes the importance of continuous performance documentation. This ensures that appraisals are based on actual recorded behavior rather than memory or assumptions, thereby enhancing the accuracy and fairness of the evaluation process.

3.1.4 Get Agreement on a Plan

To ensure the effectiveness of performance appraisals, mutual agreement between supervisors and employees regarding performance planning must be established. This stage involves open discussions regarding strengths, weaknesses, and performance targets. Emphasis is placed on designing realistic and measurable plans that support employees in achieving improved performance outcomes. Through collaborative planning, employees are more likely to understand expectations and commit to their goals, enhancing accountability and transparency in the appraisal process.

3.1.5 Ensure Fairness

Fairness is a fundamental principle of performance appraisal. This stage aims to ensure that evaluations are conducted objectively and equitably without bias. Discriminatory practices must be avoided, and the criteria used for assessment should be relevant, clearly defined, and consistently applied. The appraisal process should be transparent, allowing employees to provide feedback and participate actively in the evaluation. By establishing clear standards and involving employees in the process, organizations can foster trust and improve the credibility of their performance assessments.

3.2 Analysis of Problem Solution Output Design

The research resulted in a draft employee performance appraisal guideline as a recommended solution to the main problem, namely, the inaccuracy of the assessment results. This guideline also includes the formulation of the BARS method of work behavior assessment and shared storage media via Google Drive. The guidelines aim to direct employee performance assessments objectively, reduce subjectivity, and ensure detailed data collection. With this guideline, it is hoped that the performance appraisal process at RSUD X will be more structured and make a positive contribution to the research objectives. The following section further reviews the relevance of the designed *output* to the problems raised in this study.

3.2.1 Performance Realization Data Validation Problems

To address this issue, a shared *online storage platform*, Google Drive, was designed. Google Drive was chosen because it is a common and user-friendly cloud storage platform. This platform allows the uploading, storing, and sharing of various file types, including attachments of employee performance reports. With high accessibility across multiple devices, employees can easily access and upload their performance documents from both work computers and personal devices. This allows all performance evidence to be collected in a structured and integrated manner, enabling an optimal validation process and more accurate performance assessment.

The employee folder was created using Google Drive, demonstrating that Google Drive is effective as a means of collecting employee performance data, as it can combine performance evidence in one place, is efficient with *online access* from various devices, facilitates performance data verification, and enables collaboration. Utilizing Google Drive can increase the transparency and accuracy of the employee performance assessment validation process. Overall, Google Drive is a relevant solution for addressing the problem of employee performance data validation at RSUD X, improving assessment accuracy and collaboration efficiency.

3.2.2 Performance Target Planning Problems

RSUD X experienced problems in target setting and a lack of employee participation, resulting in suboptimal targets and biased performance appraisal results. To address this issue, it is recommended to implement a performance dialogue approach between superiors and employees through guidelines aimed at increasing the effectiveness of performance target planning by involving active participation of employees. These guidelines are expected to help employees understand and be motivated to achieve performance targets.

Bagian Kedua Perencanaan SKP Pasal 6 (1) Perencanaan SKP dilakukan secara langsung antara pegawai dengan atasan. (2) Perencanaan SKP dilakukan segera dan/atau setelah atasan menandatangani hasil penyusunan tahun sebelumnya. (3) Perencanaan SKP sebagaimana dimaksud pada ayat (1) merupakan proses untuk menentukan sasaran kinerja beserta ukuran keberhasilan (target). (4) Jumlah Target sebagai ukuran keberhasilan seperti yang dimaksud pada ayat (3) disusun dengan mempertimbangkan: a. Target SKP atasan; b. Realisasi tahun sebelumnya; c. Hasil evaluasi kinerja. (5) Hasil dari perencanaan SKP dituangkan kedalam formulir SKP yang disusun dengan kesepakatan bersama antara pegawai dan atasan serta ditandatangani oleh kedua belah pihak sebagai kontrak kerja. (6) Ketentuan dan panduan mengenai perencanaan SKP tercantum dalam Lampiran yang merupakan bagian tidak terpisahkan dari Keputusan Direktur ini.

Figure 4. Guidelines Attachment

Source: Draft Job Assessment Guidelines

As seen in Figure 4 above, this guideline contains provisions regarding SKP planning. The process involves direct interaction between employees and their superiors immediately after the superior signs off on the previous year's drafting results. The goal is to establish performance goals and targets to be achieved, which are then recorded on the SKP form, created after an agreement between the employee and superior. The SKP form also serves as an employment contract signed by both parties as an official agreement.

This guideline also emphasizes the importance of identifying employee capabilities when planning performance goals or targets. For example, each employee will collaborate with their supervisor to identify strengths and weaknesses early in the planning process. This improves goal clarity, reduces bias in assessments, and allows for more objective evaluation. The results of this guideline were then disseminated and received positive feedback, as it was deemed to improve employee performance assessments. This guideline is considered a relevant solution to the problem of employee performance target planning at RSUD X by emphasizing more open performance dialogue, identification of employee capabilities, and individual and collective growth.

3.2.3 Work Behavior Assessment Problems

This study found that the work behavior assessment of BLUD employees at RSUD X is still suboptimal due to the subjectivity of superiors in providing assessments. This is due to the lack of specific assessment instruments. Therefore, this study provides a recommended solution in the form of a work-behavior assessment formula using the BARS method. This method describes five assessment scales with different criteria, which will help assess employee behavior more objectively and accurately.

Table 5. BARS Method Assessment Instrument

Dimension	Indicator	Scale	Criteria
Discipline	Employee Attendance	5	100% present and on time, Absence rate 0%, Delay rate 0%
		4	100% present but sometimes late, Absence rate 0%, Delay rate <5%
		3	Always on time but sometimes absent, Absence rate <5%, Delay rate 0%
		2	Sometimes absent and late, Absence rate >5%, Delay rate >5%
		1	Often absent and/or often late, Absence rate >10%, Delay rate >10%

Source: Research Documentation

Table 5 is an example of an instrument using the BARS method, which explains that there are five assessment scales with different criteria arranged based on the level of effectiveness, to assess employee discipline in terms of attendance. For example, a superior wants to compare the value of the discipline dimension in the aspect of attendance between employees A and B, even though both are always present at the office every day. This instrument shows that employee A is always present and on time, getting a score of 5/5, while employee B is always present but is late several times, so it gets a score of 4/5. Thus, the BARS method can help superiors measure employee work behavior assessments more accurately.

The instrument design was then socialized and received positive responses from the relevant parties. They considered the instrument to be good, clear, and capable of providing more objective feedback in assessing work behavior. Furthermore, the instrument was easy to read and comprehend. Supervisors and employees felt that the work behavior assessment process was simplified. Overall, the BARS method assessment instrument is expected to improve the accuracy of BLUD employee work behavior assessments at RSUD X, by providing clearer standards and more objective feedback.

4. CONCLUSION

Based on the results of the research that has been carried out, there are several important conclusions that can be drawn as follows: First, the implementation of BLUD employee work assessments at RSUD X has not been running optimally, with the main phenomenon being the inaccuracy of the assessment results so that the work assessment results cannot be utilized optimally. Second, the results of the identification and analysis of obstacles indicate that there are factors that need to be improved, namely; the absence of guidelines as a reference for implementing work assessments, difficulties for superiors in the process of validating performance realization data due to the absence of performance evidence, performance targets or goals are not ideal due to the lack of employee involvement in performance planning, and the subjectivity of work behavior assessments due to instruments that are not specific and measurable. Third, this study formulated a draft guideline as a guide for all parties involved in order to optimize the implementation of BLUD employee performance assessments at RSUD X, .. In addition, this study formulated more specific recommendations to address obstacles, such as an example of a work behavior assessment instrument design using the BARS method and a medium for collecting evidence of employee performance and records in the form of Google Drive designed to support the effectiveness and efficiency of the guideline implementation.

Ethical Approval

Not Applicable

Informed Consent Statement

Not Applicable

Authors' Contributions

MYGN contributed to the conceptualization of the research problem, development of the theoretical framework, and drafting of the initial manuscript. URP contributed to data collection through interviews and observations, as well as the preparation of supporting documents for analysis. FA contributed to the methodological design, data analysis, and refinement of the manuscript for clarity, coherence, and academic rigor. He also coordinated correspondence during the review process.

Disclosure Statement

The Authors declare that they have no conflict of interest

Data Availability Statement

The data presented in this study are available upon request from the corresponding author for privacy.

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Notes on Contributors

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