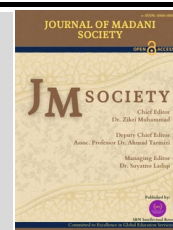




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Original Article

Implementing the e-Kinerja System at the Department of Public Works and Spatial Planning, Cirebon Regency, Indonesia

Aos ^{a,*}, Augustin Rina Herawati ^a and Hardi Warsono ^a

^a Faculty of Social and Political Sciences, Universitas Diponegoro, Tembalang, Semarang, 50275 Jawa Tengah, Indonesia. augustinrina@lecturer.undip.ac.id (A.R.H); hardiwarsono@lecturer.undip.ac.id (H.W)

* Correspondence: aos@student.undip.ac.id (A.A)

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Abstract: Implementing the e-Kinerja system at the Cirebon Regency Public Works and Spatial Planning Service did not run smoothly and optimally. Several obstacles occurred during the implementation of the e-Kinerja policy. Constraints arise, such as not all employees can use electronic systems, and some employees stutter about technology due to age factors. In addition, it isn't easy to adapt to new things based on electronics. Of these, the current investigation seeks to study the implementation of the e-Kinerja system to improve employee performance. The research method used is a qualitative approach with a descriptive analysis method. The theory of policy implementation used in this research is George Edward III. The study results concluded that implementing the e-Kinerja system at the Cirebon Regency Public Works and Spatial Planning Service did not make all run optimally. Therefore, judging from George Edward III's policy implementation model, which consists of communication, resources, the attitude of implementers, and bureaucratic structure, the communication factor needs to be socialized among employees. The obstacles faced in implementing the e-Kinerja system to improve employees' work performance at the Cirebon Regency Public Works and Spatial Planning Service are the limited capacity of human resources and the lack of professionalism of employees. The efforts to overcome these obstacles are educating and training employees and coaching employees to improve professionalism.

Keywords: policy implementation; e-kinerja system; work performance.



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1. Introduction

Several electronic systems applications in the bureaucracy are based on public policies aimed at controlling and continuing the quality of bureaucratic reform, for example, implementing e-Government systems e-Budgeting, e-KTP, e-kinerja and others based on electronics. These systems are implemented to facilitate access to finding information and administrative registration. The realization of good governance according to the community's demands requires a system that allows for an effective, efficient, transparent and accountable government administration mechanism and maintains a constructive synergy between the government, the private sector and the community. To improve the work of the state civil apparatus, the local government carries out bureaucratic reforms. One of them is the e-kinerja system

application program in the local government of Cirebon Regency, one regency in West Java Province that has implemented an e-kinerja policy.

The e-kinerja system within the Cirebon Regency Government is implemented based on the Cirebon Regent's Regulation Number 97 of 2017 concerning Guidelines for Additional Regional Civil Servants' Income within the Cirebon Regency Government. The implementation of e-Kinerja is due to employees who work or carry out tasks that are not by their functions and are not following the workload of each employee. Then the placement of positions that have not been based on self-competence and position competence. The e-Kinerja system is a web-based application program that is used to assess and measure the performance of employees based on a job analysis and workload analysis and serves as the basis for calculating work performance. In addition, e-Kinerja is also a tool for calculating the provision of employee performance allowances. The implementation of the e-Kinerja program began in 2017 and it is aimed at all SKPD (Regional Work Unit) and civil servants within the Cirebon Regency Government.

The e-Kinerja system also functions to monitor the activities of employees during working hours, whether the employee is carrying out activities or not. The e-Kinerja system is then implemented so that employees are indirectly more responsible for their respective duties and work without orders from superiors. E-kinerja is a web-based application used to assess and measure the performance of employees based on a job analysis and workload analysis, and also becomes the basis for calculating work performance. The background for implementing the e-kinerja application must be done because there are employees who work not follow their main duties and functions and are not following the workload of each employee. In addition, job placements are not based on self-competence and job competence. Performance appraisals are not subjective. Many employees are still not disciplined in carrying out their job duties and responsibilities. Thus, the work carried out by employees is not effective, efficient, transparent and accountable to the public service system, becomes slow, convoluted and does not run optimally.

e-kinerja is also a tool for calculating the provision of employee performance allowances. According to the ASN Law No. 5 of 2014, article 80 paragraph 3, the performance allowance is paid following the achievement of performance. Regarding the provision of employee work allowances, before implementing the e-kinerja application for employees who work in the same position, the provision of allowances to employees who are disciplined to work and employees who are not disciplined to work are given in the same amount. It causes social jealousy among employees so that employees who were previously disciplined at work become lazy to work because of the similarity in the number of work benefits provided. Before the e-Kinerja system, employee performance measurement was carried out using a manual system, namely DP3 (List of Job Implementation Assessment), along with the times, the assessment of civil servants' work performance using DP3 was no longer relevant (Brubacher & Rudy, 2017). The government found a solution to this problem by issuing Government Regulation No. 46 of 2011 concerning Performance Assessment of Civil Servants, effective on January 1, 2014. The current employee assessment has changed from using DP3 to Employee Work Target (SKP). E-kinerja is an example of applying human resource accounting theories which are summarized in a web-based application. E-kinerja can measure, identify, deliver, and provide assessments and rewards in additional income (Pasaribu et al., 2020).

The success of a system reflects the satisfaction of system users. A good model is a complete but simple model (Brubacher & Rudy, 2017). Personal technical ability is the user's understanding of technology, tasks and decisions, and the socio-political environment. The capabilities of each user are different from the others, e.g., the ability to use computers, the internet, and operate e-kinerja. Therefore, users expect the system used to be able to serve their needs according to their abilities. Users feel satisfied with using the system. For using the e-kinerja system, all employees are given the training to use the system. Users will be satisfied using the system if they believe that their training can help them use it (Ermawati & Aswar, 2020). The concept of performance can be seen from two aspects, namely organizational performance and employee performance. Organizational performance is the totality of the work achieved by an organization.

Meanwhile, employee performance is the result of individual work in an organization. Employee performance and organizational performance are closely related. The achievement of organizational goals cannot be separated from the resources owned by the organization and employees who play an active role as actors in achieving organizational goals (Pasolong, 2011). Regarding the provision of employee work allowances, employees who work in the same position, allowances for employees who are diligent in working, and lazy employees are given the same amount. It causes social jealousy among employees. Eventually, employees who were previously diligent in their work become lazy to work because of the similarity in the number of work benefits provided. Using the e-Kinerja system, the provision of performance allowances to employees is fairer. With the same working position, employees with high performance and those who have low performance, the benefits provided are no longer the same because the provision of benefits is seen based on the performance of employees through the e-Kinerja system. The e-kinerja system motivates employees to improve their performance and makes employees who were previously lazy at work become more diligent and have high competitiveness.

In addition, the executive and the legislature are actors and have a major influence on public policy. Therefore, from formulating and implementing policies to the policy evaluation stage, these actors have such an important role, so

it can be said that without a leader with good leadership, public policy will be in vain (Nugroho, 2011). Implementing the e-kinerja system makes the provision of performance allowances to employees more equitable. With the same working position, employees who work diligently and those who are lazy to work, the benefits provided are no longer the same because the provision of benefits is seen based on the performance of employees through e-kinerja. E-Kinerja also functions to monitor the activities of employees during working hours, whether the employee is carrying out activities or not. The inspection team will know this of employee work reports carried out every year, every month, every week and even every day. This e-kinerja policy motivates employees to improve their performance and makes employees who were previously undisciplined at work become more diligent and have high competitiveness (Sirait, 2019). This research objective is to study the implementation of the e-Kinerja system policy to improve employee performance at the Cirebon Regency Public Works and Spatial Planning Service.

2. Literature Review

2.1. Theory of System

The system is a collection of elements that interact to achieve a certain goal (Hartono et al., 2016). The system is a series of two or more interrelated components that interact to achieve a goal (Romney, 2015). A system consists of subsystems that are even smaller or consist of components. For example, a computer system consists of hardware and software subsystems. The hardware subsystem (hardware) can consist of input devices, processing devices, output devices and external storage. Subsystems interact with each other and are interconnected to a single or integrated. You can imagine, if the computer system you have, each of its components working independently of each other, is not integrated, then the purpose of the computer system will not be achieved. The system is a network of interconnected procedures gathered together to carry out an activity or to complete certain goals (Hartono et al., 2016). Based on the above opinion, it can be concluded that each system is part of a larger system and consists of various smaller systems, which are called subsystems. A system is an orderly arrangement of activities related to each other and procedures. It facilitates the implementation of the main activities of an organization to complete certain goals or objectives.

2.2. Implementation of Policy

Policy implementation, principally, is a way for a policy to achieve its goals. No more and no less. To implement public policy, there are two options: direct implementation in the form of a program or through the formulation of derivative policies or derivatives of these public policies. The series of policy implementations can be observed, from the program, to the project and the activities. The model adopts the usual mechanisms in management, especially public sector management. Policies are programs that can reduce projects and finally manifest in activities, whether carried out by the government, the community or in collaboration between the government and the community. These actions include efforts to turn decisions into operational actions within a certain period as well as in the context of continuing efforts to achieve large and small changes determined by policy decisions made by public organizations that are directed to achieve the goals that have been set (Winarno, 2012).

Implementation understands what happens after a program is declared effective or formulated. It focuses on policy implementation, namely the events and activities that arise after the ratification of state policy guidelines, including efforts to administer them and cause consequences. Real in society or events (Henriyani, 2019). It can be concluded that policy implementation will not start before the goals and objectives are determined or identified by policy decisions. So implementation is a process of activities carried out by various actors so that they will get a result that follows the goals or objectives of the policy itself. (Edwards III et al., 2022) named his public policy implementation model Direct and Indirect Impact on Implementation. Four variables greatly determine the success of implementing a policy, namely: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure (Agustino, 2016).

According to Edwards III et al., (2022), the first variable that influences the successful implementation is communication. Communication, according to him, determine the success of achieving the goals of effective implementation if the decision-makers already know what they are going to do. Three indicators can be used in measuring the success of these communication variables, namely:

- Transmission and distribution of good communication will produce a good implementation as well. Often what happens in communication distribution is a misunderstanding (miscommunication). It is because communication has gone through several levels of bureaucracy so that what is expected is distorted.
- Clarity, the communication received by the policy implementers (street-level bureaucrats) must be clear and not confusing (not ambiguous). The ambiguity of policy messages does not always hinder implementation, at a certain level, implementers need flexibility in implementing policies. But at another level, this will distort the objectives to be achieved by the policies that have been set.
- Consistency, the orders given in the implementation of communication must be consistent and clear to be implemented. If the orders change frequently, it can confuse the implementers.

The second variable or factor that influences the successful implementation is resources. According to Edwards III et al., (2022)resources are another important thing in implementing policies. The resource indicator consists of several elements, namely:

- Staff, the main resource in implementing policies is the staff. One of the failures that often occur in policy implementation is caused by insufficient, adequate or incompetent staff in their fields. The addition of the number of staff and implementers alone is not sufficient but is necessary (competent) in implementing the policy or carrying out the tasks desired by the procedure itself.
- Information has two forms: information related to how to implement policies. Implementors must know what to do when given an order to take action. The second is information regarding compliance data from implementers to government rules and regulations that have been set. Implementors must know whether other people involved in implementing the policy comply with the law.
- Authority, in general, must be formal so that orders can be carried out. Authority is the authority or legitimacy for implementers in implementing politically determined policies. When the authority is nil, then the power of the implementers in the eyes of the public is not legitimized so that it can thwart the policy implementation process. But in other contexts, when formal authority exists, errors often occur in seeing the authority's effectiveness. On the one hand, the authority's effectiveness is required in the implementation of policy implementation. Still, the effectiveness diminishes when the implementers misuse the authority for their interests or the interests of their groups.
- Facilities and physical facilities are also important factors in policy implementation. Implementors may have sufficient staff, understand what they have to do, and have the authority to carry out their duties but without supporting facilities (advice and infrastructure), the implementation of the policy will not succeed.

According to Edwards III et al., (2022), the third variable that affects the success rate of public policy implementation according to Edwards III et al., (2022) is disposition. The disposition or attitude of policy implementers is the third important factor in the approach to implementing a public policy. Suppose the implementer of a policy wants to be effective. In that case, the implementation of the policy does not only know what will be done but must have the ability to implement it so that there is no bias in practice. Important things that need to be observed on the disposition variable according to Edwards III et al., (2022) are as follows:

- a. The effect of disposition, disposition or attitude of the implementers will create real obstacles to implementing policies if the existing personnel does not implement the policies desired by high-ranking officials. Therefore, the selection and appointment of policy implementing personnel must be dedicated to the policies that have been determined more specifically for the interests of the citizens.
- b. When carrying out bureaucratic arrangements (staffing the bureaucracy), policy implementation must be seen in bureaucratic arrangements. It refers to the appointment and appointment of staff in the bureaucracy following their abilities, capabilities and competencies. Apart from that, bureaucratic regulation also leads to the formation of an optimal public service system, personnel assessment at work, to the method of bypassing personnel.
- c. Incentives, Edward stated that one of the suggested techniques to overcome the problem of the tendency of the implementers is to manipulate incentives. Adding certain benefits or costs may be a driving factor that makes policy implementers carry out orders well. It is done as an effort to fulfill personal or organizational interests.

The fourth variable, according to Edwards III et al., (2022), which affects the success rate of public policy implementation is the bureaucratic structure. Two characteristics can boost the performance of the bureaucratic/organizational structure towards a better direction, namely:

- a. Creating a more flexible Standard Operating Procedure (SOP). SOP is a routine activity that allows employees (or policy implementers/bureaucrats) to carry out their daily activities following established standards (or minimum standards required by citizens).
- b. Doing fragmentation, to spread responsibility for various activities, activities, or programs in several work units following their respective fields.

2.3. Work Performance

Work performance is the quality and quantity achieved by an employee in carrying out his duties following the responsibilities (Bhastary, 2020). Employee performance results from a certain work process in a planned manner at the time and place of the employee and the organization concerned (Silaban et al., 2021). From some of these understandings of performance, it can be concluded that employee performance results from work done by someone in an organization to achieve the desired goals of an organization and minimize losses. Or performance is the willingness of a person or group to carry out an activity and perfect it according to their responsibilities with the expected results. It

is important to measure employee performance by public service agencies (Dwiyanto, 2022). So by knowing the weaknesses and strengths, obstacles and encouragement, or various success factors for employee performance and the institution, the way to professionalization is opened, namely correcting the mistakes that have been made so far. A leader is tasked with building a work team that efficiently and effectively achieves organizational goals, objectives and targets. While carrying out the strategy so that goals and objectives are achieved and work according to directions, it is an employee's duty (Aritonang et al., 2021).

2.4. e-Kinerja

e-Kinerja is an application that helps organizations retain and motivate people who are rewarded for their best performance (Al-Raisi, 2011). e-Kinerja is a web-based application to analyze job requirements, job workloads, and workloads of organizational units or work units to calculate work performance and provide work incentives (Rachmadhany, 2011). e-Kinerja is an electronic-based public service application that is the development of the e-Government service concept. According to the World Bank, e-Government uses information technology by government agencies such as Internet Wide Area Networks (WAN) and mobile competition, which can build relationships with the public, the business world, and other government agencies (Susila Wibawa, 2019).

According to The World Bank Group (Suaedi & Wardiyanto, 2010), e-Government is an effort to utilize information and communication technology to improve efficiency and effectiveness, transparency, and government accountability in providing better public services. Then according to the Ministry of Communication and Information (Wibawa, 2009), defining e-Government is a public service held through a government website where the domain used also shows the Indonesian government domain, namely (go.id). Based on the above opinion, e-Government uses information and communication technology to carry out government tasks more efficiently and reduce costs effectively, then provide service to the general public and make the government more accountable to the community. Leaders can easily monitor the performance of their employees using job and workload analysis. In addition, the leadership uses this application as a supporting instrument in making decisions regarding the performance of employees, units, and work units. e-kinerja application can also be accessed using a computer or laptop, tablet, and smartphone.

The benefits of the e-Kinerja application are a) Compilation of performance databases, b) Facilitate monitoring of performance achievements, c) Facilitate superiors in evaluating the performance of subordinates and themselves, d) Make it easier for each individual to store and retrieve data on daily official duties both following job duties or those that are not appropriate, e) Make it easier for each individual to estimate the number of monthly performance benefits that will be received, f) Make it easier for related units to get comparison data between the quality of job duties and official duties that are not suitable for planning organizational governance reforms.

The background for implementing the e-Kinerja application must be done because there are employees who work not follow their main duties and functions and are not following the workload of each employee. In addition, job placements are not based on self-competence and job competence. Performance appraisals are not subjective. Many employees are still not disciplined in carrying out their job duties and responsibilities. Thus, the results of the work carried out by employees are not effective, efficient, transparent, and accountable to the public service system, becomes slow, convoluted, and does not run optimally (Tahir, 2021).

3. Materials and Methods

In this study, the author uses a qualitative method with a descriptive analysis approach: investigating the phenomena and problems that existed when the author conducted the research and then analyzing it. Primary data sources come from observations and interviews with employees of the Cirebon Regency Public Works and Spatial Planning Service. While the secondary data sources are data obtained from the results of literature studies from various sources and official reports at the Cirebon Regency Public Works and Spatial Planning Service. The data collection techniques used in this study are Literature Research (Library Research) - Studying the literature and theories that have to do with the material discussed. And Studying the archives of reports and personnel records would be necessary for this research. Also, Field Research techniques are Observation. The author directly observes and records systematically to obtain several data, which is then taken to understand the problem. Interviews are to obtain the necessary information and data through questions and answers with the object under study.

4. Results and Discussion

4.1. Implementation of e-Kinerja System Policy

The electronic performance or e-kinerja is one of the web-based applications used by the Cirebon Regency Government to analyze job requirements, job workloads, and organizational workloads as a basis for calculating work performance and providing work incentives with the apparatus itself due to the performance of the apparatus measured based on the principles: professionalism, cohesiveness, fair and proper, proportional, open and transparent, effective

and efficient, accountable, welfare. The implementation of e-kinerja will motivate the apparatus to work and fulfill the organization's goals. The organization becomes good because it is supported by the apparatus's performance in meeting the organization's targets and goals. Apparatus that does not work optimally in fulfilling the instruments of e-kinerja will experience being left behind from apparatus that performs well so that it will hinder promotions and awards given by the organization.

e-kinerja system at the Cirebon Regency Public Works and Spatial Planning Service is a form of G-to-G type e-Government service that users can access through the <http://ekinerja.cirebonkab.go.id/> page with the implementation law, based on Cirebon Regent Regulation Number 97 of 2017 concerning Guidelines for Additional Income for Regional Civil Servants in the Cirebon Regency Government. In order to facilitate the measurement of the study in this research, the authors set limits on the focus of the study in implementing the policy based on the factors that influence policy implementation according to Edwards III et al.,(2022), through the dimensions of communication, resources, disposition, and bureaucratic structure.

4.1.1. Communication

Communication is a factor that can determine the success of implementing public policy goals. Effective implementation occurs when decision-makers already know what they are going to do. Knowledge of what they do can work if the communication goes well, so every policy and implementation regulation must be communicated appropriately, accurately, and consistently to the personnel department. Communication is needed so that the policies made can be implemented by the goals that have been determined. The form of communication on implementing the e-Kinerja system at the Cirebon Regency Public Works and Spatial Planning Service is carried out using socialization, namely by providing directions, orders, and information through staff briefings and meetings, as well as sending information through the media. Electronic or internet-based social media so that employees can easily access information from various sources.

Communications made by the Head of Service are accompanied by copies of Cirebon Regent Regulation Number 97 of 2017 concerning Guidelines for Additional Income for Regional Civil Servants within the Cirebon Regency Government. It is accepted by implementing e-kinerja system policies at the Public Works and Public Works Department. Cirebon Regency Spatial Planning. Furthermore, in ensuring the sustainability of policy implementation, orders given by policy implementers are carried out consistently with an objective form of reward and punishment. Thus, the communication dimension in implementing the e-Kinerja system policy is one of the socialization efforts to improve employee performance at the Cirebon Regency Public Works and Spatial Planning Service.

4.1.2. Resources

The resources referred to the availability of competent staff, adequate facilities and infrastructure, and the right budget and time to implement policies so that the e-kinerja system policy at the Cirebon Regency Public Works and Spatial Planning Office works accordingly. Resources are the second key to the successful implementation of a policy. Based on staffing data at the Cirebon Regency Public Works and Spatial Planning Office, human resources for civil servants are 241 people based on the type of workforce, consisting of 41 technical personnel (17.01%) and 200 people (82.98%). Meanwhile, based on education, there are 4 masters (1.7%), 82 students (34.0%), Diploma 2 (0.8%), high school 111 people (46.1%), junior high school as many as 16 people (6.6%), and SD as many as 26 people (10.8%). Considering the data, only a small proportion of employees have junior high school and elementary school education, so the competence of employees in understanding e-kinerja is quite good. Information regarding the plan and implementation of e-kinerja was responded to by employees quite quickly, even though the ability to master information technology was constrained.

Regarding e-kinerja facilities at the Cirebon Regency Public Works and Spatial Planning Service, it is supported by the Communication and Information Office, and the Human Resources Development and Personnel Agency. The input of employee performance data can be done using a PC, laptop, gadget/smartphone connected to the internet network. This is one of the obstacles for some employees who are over 50 years old, who generally lack knowledge of information technology, on the other hand, in terms of working ability in their field, they are already proficient and experienced.

4.1.3. Disposition

The implementation of e-kinerja involves several agencies of the Regional Apparatus Work Unit (SKPD), especially the Office of Communication and Information and the Agency for Personnel and Human Resources Development. The disposition or attitude of officers in carrying out e-kinerja policies is very important. It must be possessed by implementers such as commitment and discipline of officers in carrying out their duties. Thus, the Disposition dimension or the attitude of policy implementers in implementing policies must have enthusiasm in carrying out their duties and are committed to carrying out and facilitating all stakeholders who are users of the e-kinerja system.

4.1.4. Bureaucratic Structure

Implementing e-kinerja policies based on bureaucratic structures needs to be supported by the availability of SOPs regarding what and how to use and what to do. The existing SOPs are contained in Cirebon Regent Regulation number 32, 2014, concerning Regional Financial Management Systems and Procedures for the Cirebon Regency Government and Cirebon Regent's Regulation number 80 of 2017 concerning Guidelines for Implementation of Performance Measurement of Civil Servants in the Cirebon Regency Government. This policy is the basis for evaluating employee performance based on the e-kinerja system. By considering the factors that influence the implementation of the above policies, the work achieved by the Cirebon Regency Public Works and Spatial Planning Department has attempted to use and utilize organizational resources, which are supported by communication, disposition and a clear bureaucratic structure. In this case, the e-kinerja system measures performance on work performance and work behavior periodically on employees by their direct superiors on the results of work assignments in the work unit. Performance measurement is carried out based on work performance and work behavior aspects. Aspects of work performance are evaluated and assessed against indicators of output, quality, time of achievement, and costs contained in the civil servant performance appraisal form. The aspects of work behavior include service orientation, integrity, commitment, discipline, cooperation and leadership.

4.2. Factors that Inhibit the Implementation of e-Kinerja System and Policy

Based on observations and interviews at the Cirebon Regency Public Works and Spatial Planning Office, we found the hidden factors that in the implementation of the e-Kinerja system to improve employee performance are HR; the lack of capacity or ability of human resources in terms of education and understanding of information technology greatly affects the quality of information produced. Professionalism; lack of professionalism of employees. In this case, employees still tend to work only to meet the needs of the e-Kinerja system but not accompanied by actual performance. Furthermore, based on observations and interviews with the Cirebon Regency Public Works and Spatial Planning Office, it is known that efforts to overcome the factors that hinder the implementation of the e-Kinerja system to improve employee performance are HR; Conduct e-kinerja training, and encourage employees to continue to higher education levels. Professionalism; Conducting employee development and emphasizing the importance of task professionalism which is not only to fill the e-Kinerja system but is balanced with employee work productivity.

5. Conclusions

In conclusion, the e-Kinerja System policy to improve employee performance at the Cirebon Regency Public Works and Spatial Planning Service has been implemented. According to George Edward III, the policy implementation factors are communication, resources, disposition, and bureaucratic structure but are not yet optimal. The obstacles faced in implementing the e-Kinerja system to improve the work performance of employees at the Cirebon Regency Public Works and Spatial Planning Service are the limited capacity of human resources and the lack of professionalism of employees. Efforts to overcome these obstacles are education and training of employees and coaching employees to improve professionalism.

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