The Influence Of The Implementation Of Mayoral Decree No. 860 Of 2023 On The Performance Of Civil Servants In The Medan City Government

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Received: 2021-October-15 (10-Calibri Light) Rev. Req: 2022-January-09

Accepted: 2022-January-22 E:\DERGILER\ortak-kaynaklar-gorseller\Doi-1024x629 - Kopya.jpg 10.5758/ijls.2022.1

How to cite this paper: Pilotti, M. & Almubarak. H. A. M. (2021). Systematic Versus Informal Application of Culturally Relevant Pedagogy: Are Performance Outcomes Different? A Study of College Students. *Journal of Culture and Values in Education*, *4*(2), 14-26. <https://doi.org/10.5758/ijls.2022.1>

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ABSTRACT: *This research examines how the performance of civil servants (ASN) in the Medan City Government is affected by the implementation of Mayoral Decree No. 860 of 2023. The research looks at how bureaucratic structure, communication, resources, and disposition shape performance results using Edward III's policy implementation model. Data were gathered by questionnaires utilising a quantitative descriptive technique with a sample of 99 government workers, and SPSS Version 25.0 was used for multiple linear regression analysis. The findings suggest that resources and communication significantly improve performance, while bureaucratic structure and disposition do not have a statistically significant impact. The findings suggest that effective communication and resource adequacy are essential for enhancing civil servant performance, while rigid structures and passive attitudes may hinder performance improvement. The study concludes that despite a well-intentioned policy, full realization of performance-based appraisal remains constrained by organizational culture and infrastructure gaps. The paper offers practical insights for local governments aiming to institutionalize accountability through measurable performance systems.*

Keywords: *Civil Servants, Performance Dictionary, Communication, Public Administration Reform, Edward III Policy Model.*

1. INTRODUCTION

When it comes to successfully and efficiently accomplishing an organization's objectives, human resources are crucial. This calls for the structuring of a proper Human Resource Management (HRM) system. HRM is defined as including recruitment, selection, training, performance appraisal, and reward systems that develop competencies among employees to satisfy organizational needs. It is noted by (Rustiawan et al., 2023) that the strategic role of HRM can be postured to facilitate change management processes within organizations through harmonizing employees with organizational goals more particularly in adaptive environments caused by technological and regulatory changes. Therefore, HRM should not be viewed as a mere administrative function but rather be repositioned as a strategic partner in building up capacity and capability on a response basis (Supardi, 2022).

Weak HR capacity has empirically led to poor quality output of public services and less than optimum attainment of organizational goals. There is a sustained citizen clamor for quick, transparent, and accountable services, but most government agencies still manifest HR problems in the areas of training inadequacy, absence of competency-based performance evaluation, and inefficient placement systems (Koster, 2022; Rahmat & Apriliani, 2023). These gaps prove that HR management has not yet been fully strategic. Therefore, raising managerial capacity as well as the professionalism of employees is an immediate need for public institutions if they want to be adaptive and competitive in this dynamic situation of a global environment (Rustiawan et al., 2023; Supardi, 2022).

To create a measurable civil servant performance evaluation system, the government issued several regulations. Government Regulation (PP) No. 46 of 2011 pertaining to Civil Servant Work Performance Assessment is one example. This regulation aims to provide an objective and systematic performance evaluation framework. Technically, it is further elaborated through BKN Head Regulation No. 1 of 2013 and Minister of Administrative and Bureaucratic Reform (PAN-RB) Regulation No. 53 of 2013 which also describe how performance reporting mechanism takes place in public institutions.

Problems continue in using this system by all government bodies. Another big problem is that there has not been much technology put into the process of assessing and reporting performance. Most regions still use manual assessment or simple applications not integrated with the central systems. This makes it impossible to monitor in real-time and creates a lot of differences between the report and what is happening on the ground.

Many immediate bosses do not have the ability to provide objective and organized evaluation based on individual indicators of competence in carrying out their duties. Therefore, the evaluation of performances which should make people professional and accountable does not highly contribute toward increasing the quality of HR in the civil service. This situation shows a wide gap between having a policy and its actual implementation.

The Medan City Government then issued Mayoral Decree No. 860 of 2023 regarding the “Performance Dictionary” (Kamus Kinerja) as a strategic guideline to improve accountability and measurability of civil servant performance. In this decree, performance point benchmarks which will be used in calculating Additional Employee Income (Tambahan Penghasilan Pegawai or TPP) are based on effective working days in a month. For example, those who work for ≥15 days will get 6000 points, 7-14 days will get 4500 points, and 1-6 days will get 2500 points (Medan Mayor's Decree No. 860/151.K, 2025).

Discrepancies have emerged in the implementation of this policy. There is a wide gap between the ideal concept of the policy and its actual application in practice, observed to be true. Some employees get high performance ratings not equivalent to their actual performances on work done or tasks completed. Moreover, inadequate comprehension by both the evaluators and civil servants regarding the workings of the policy mechanism has resulted in inconsistency in its implementation and increased scores due to subjective consideration such as a friend-- that belongs to communal organizational culture.

A culture driven by communal work, while good for social cohesion has been seen as a block enabling the implementation of objective performance evaluation systems. Reluctance in rating adequately borne out of social discomfort and fear of conflicts renders the credibility of the performance appraisal process questionable.

Public policy puts governments in the frame of rational decision-makers, who weigh the effectiveness and efficiency of policies and their socio-economic implications. In reality, information constraints, and political considerations that are grounded in organizational cultures mar decision-making.

These challenges resulted in three major problems in the implementation of the Performance Dictionary: content and purpose inadequately known, lack of assertiveness and objectivity on the part of evaluators, and organizational culture that militates against performance-based evaluation systems. There is an imperative need for technical, HR capacity, and inculcation of a performance-oriented work culture as part of good governance practices.

Mayoral Decree No. 860 of 2023 was supposed to be strategic but a large gap still exists up to now between ideal issuance and real implementation. Normatively, this policy tries to show that it will have an objective, indicator-based assessment system supported digitally however, there is a striking discrepancy between this ideal framework and the actual practice in the Medan City Government.

Lompoiu et al. (2022) found out that digital performance applications, such as e-Kinerja, implemented in the right way can improve employee performance and discipline at work. Rania (2025) also shares that the outcome was digital illiteracy from the civil servants of Banyuwangi at first adoption which hindered the process. However, with capacity building directed toward the right target, uptake of the system was successful.

Earlier results (Wati, 2022; Sumariati, 2022; Lubis, 2019; Saputra & Heliyani, 2024) underscore the fact that fair, consistent, and transparent systems of performance appraisal reinforce individual motivation and accountability on one hand and better output on the side of public service delivery. These studies further emphasized the role that objective evaluation plus organizational support and adequate infrastructure play toward attaining a functional and reliable performance measurement framework.

Though the making of performance assessment systems like Kamus Kinerja has attained the status of a policy priority in many local governments of Indonesia, empirical evidence is not much available to prove their effectiveness in raising the actual performance levels of civil servants at municipal tiers. The case study for the Government of Medan City showed that, though Mayoral Decree No. 860 of 2023 had been issued to institutionalize an objective and transparent digital-based performance appraisal system, there exists huge some gaps between intended policy and its implementation in practice—manifested through inconsistent scoring, low competency of evaluators, inadequate digital infrastructure, and communal organizational culture which does not allow objectivity in assessments.

Earlier studies have mostly looked at general civil service reform or digital governance and not the operational and behavioral dynamics of a performance appraisal policy at the local bureaucratic level. There is limited research that applies an integrated approach by combining any policy implementation theory-for instance, the Edwards III model-with performance management frameworks to study the effects that communication, resources, attitudes (dispositions), and bureaucratic structures have on the ultimate performance outcomes of civil servants.

This study tries to fill that gap of empirics and concept by presenting a detailed account of how those factors play out in the implementation of the Performance Dictionary in Medan, and what effects it has on public sector performance.

The following particular goals are the focus of this study: The purpose of this study is to investigate the impact of communication on the performance of civil servants in the Medan City Government, the role of resources in the implementation of Mayoral Decree No. 860 of 2023 in shaping civil servant performance in the Medan City Government, the effect of bureaucratic structure in the implementation of Mayoral Decree No. 860 of 2023 on the performance of civil servants in the Medan City Government, and the combined influence of communication, resources, disposition, and bureaucratic structure in the implementation of Mayoral Decree No. 860 of 2023 on the performance of civil servants in the Medan City Government.

1. METHOD (Calibri Light, 12 BOLD)

This research combines an explanatory survey technique with a descriptive quantitative approach. The reason for using this method is that it can explain the causal relationship between some independent variables such as communication, resources, disposition, and bureaucratic structure to dependent variable, it is what the Medan City Government's civil officials do.

The study was carried out in the government offices of Medan City, North Sumatra Province, Indonesia. The area has been picked because here Mayoral Decree No. 860 of 2023 was promulgated and enforced in action; thus, this location is very pertinent and strategic to assess how well such a policy implementation exercise impacted civil servant performance.

The study drew its population from all civil servants in the employ of the Medan City Government. Proportional stratified random sampling selected 99 respondents to ensure adequate representation at different levels of administration and across various departments.

The main data source was from civil servants (ASN), especially those who were the object of the implementation of Kamus Kinerja by a Mayoral Regulation. It used a questionnaire distributed physically and electronically as well. Using a Likert scale for each topic, the questionnaire included indications based on Edward III's theory of policy execution, which established four main variables: communication, resources, disposition, and bureaucratic organisation.

Apart from primary data, secondary data were collected from official government documents, internal reports, and regulatory materials on civil servant performance assessment as well as the operationalization of the Mayoral Decree.

The data was analysed using inferential analysis and descriptive statistics. To determine whether independent factors have a substantial impact on public servant performance, multiple linear regression was used. SPSS (Statistical Package for the Social Sciences) version 26.0 software was used to handle the data, and the determination coefficient (R2), partial test (t-test), and simultaneous test (F-test) were used for statistical testing.

To verify the validity and reliability of the instrument, a pilot test was carried out on 30 respondents who were not included in the main sample. Cronbach's Alpha computed its reliability, whereas Pearson's correlation coefficient assessed its validity. Alpha values greater than 0.7 were reported for every variable. This degree of dependability is acceptable.

It discusses five main aspects as guided by the objectives of the study: (1) the effect of communication on the performance of civil servants, (2) the role resources play, (3) how disposition impacts, and (4) bureaucratic structure gives influence and finally, (5) all four variables amalgamated. This methodical approach offers a wide yet measurable understanding of the dynamics that play out in the implementation of Mayoral Decree No. 860 of 2023 about its practical implications on bureaucratic performance in local government.

1. RESULT AND DISCUSSION (Calibri Light, 12 BOLD)

**Respondent Data Description**

Tabel 1. Gender of Respondents

|  |  |  |
| --- | --- | --- |
| Gender | Frequency | Percentage (%) |
| Male | 31 | 31.30% |
| Female | 68 | 68.70% |
| Total | 99 | 100.00% |

Source: Research data processed, 2024

Based on the table above, out of 99 respondents, 31 (31.3%) are male and 68 (68.7%) are female. Female respondents dominate the sample.

Tabel 2. Age of Respondents

|  |  |  |
| --- | --- | --- |
| Age Group | Frequency | Percentage (%) |
| < 35 Years | 19 | 19.20% |
| 36 – 45 Years | 28 | 28.30% |
| 46 – 55 Years | 35 | 35.40% |
| > 55 Years | 17 | 17.10% |
| Total | 99 | 100.00% |

Source: Research data processed, 2024

The dominant age group is 46–55 years, comprising 35 respondents (35.4%).

Tabel 3. Rank Group of Respondents

|  |  |  |
| --- | --- | --- |
| Rank Group | Frequency | Percentage (%) |
| Group II | 7 | 7.10% |
| Group III | 65 | 65.60% |
| Group IV | 27 | 27.30% |
| Total | 99 | 100.00% |

Source: Research data processed, 2024

The majority of respondents are in Rank Group III (65 respondents, 65.6%).

Tabel 4. Job Position of Respondents

|  |  |  |
| --- | --- | --- |
| Job Position | Frequency | Percentage (%) |
| Echelon IIa – Pembina Utama Muda | 3 | 3.00% |
| Echelon IIb – Pembina Tingkat I | 5 | 5.10% |
| Echelon IIIa – Pembina | 16 | 16.20% |
| Echelon IIIb – Penata Tingkat I | 6 | 6.10% |
| Echelon IVa – Penata | 28 | 28.30% |
| Echelon IVb – Penata Muda Tingkat I | 21 | 21.20% |
| Echelon V – Penata Muda | 12 | 12.10% |
| Regular Staff | 8 | 8.10% |
| Total | 99 | 100.00% |

Source: Research data processed, 2024

The majority of respondents hold the position of Echelon IVa – Penata, totaling 28 individuals (28.3%).

Tabel 5. Respondents’ Performance Score

|  |  |  |
| --- | --- | --- |
| Performance Rating | Frequency | Percentage (%) |
| Low (< 6,000 points) | 15 | 15.10% |
| Moderate (6,000 – 8,000) | 27 | 27.30% |
| High (> 8,000 points) | 57 | 57.60% |
| Total | 99 | 100.00% |

Source: Research data processed, 2024

Most respondents (57 individuals or 57.6%) scored above 8,000, indicating good performance levels based on the Performance Dictionary scoring system of the Medan City Government.

**Descriptive Statistics of Research Variables**

Tabel 5. Distribution of the Communication Variable (Based on Edward III's Theory)

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Resource Variable Based on Edward III’s Theory | | | | | | | | | | | | |
| Item | SD | | D | | N | | A | | SA | | TOTAL | |
| F | % | F | % | F | % | F | % | F | % | F | % |
| X2.1 | 1 | 1.0% | 49 | 49.5% | 34 | 34.3% | 15 | 15.2% | 0 | 0.0% | 99 | 100% |
| X2.2 | 0 | 0.0% | 38 | 38.4% | 44 | 44.4% | 17 | 17.2% | 0 | 0.0% | 99 | 100% |
| X2.3 | 1 | 1.0% | 27 | 27.3% | 48 | 48.5% | 23 | 23.2% | 0 | 0.0% | 99 | 100% |
| X2.4 | 2 | 2.0% | 34 | 34.3% | 35 | 35.4% | 28 | 28.3% | 0 | 0.0% | 99 | 100% |
| X2.5 | 1 | 1.0% | 30 | 30.3% | 34 | 34.3% | 34 | 34.3% | 0 | 0.0% | 99 | 100% |
| X2.6 | 0 | 0.0% | 42 | 42.4% | 29 | 29.3% | 28 | 28.3% | 0 | 0.0% | 99 | 100% |
| X2.7 | 1 | 1.0% | 34 | 34.3% | 38 | 38.4% | 26 | 26.3% | 0 | 0.0% | 99 | 100% |
| X2.8 | 0 | 0.0% | 33 | 33.3% | 34 | 34.3% | 32 | 32.3% | 0 | 0.0% | 99 | 100% |
| X2.9 | 1 | 1.0% | 30 | 30.3% | 39 | 39.4% | 29 | 29.3% | 0 | 0.0% | 99 | 100% |
| X2.10 | 2 | 2.0% | 27 | 27.3% | 38 | 38.4% | 32 | 32.3% | 0 | 0.0% | 99 | 100% |

Source: Research data processed, 2024

Legend:

SD = Strongly Disagree

D = Disagree

N = Neutral

A = Agree

SA = Strongly Agree

By way of the frequency distribution of that variable,drawing on Edward III's philosophy of policy implementation, it can be said that most Performance Communication has been positively responded to by Civil Servants (ASN) in Medan City Government since its introduction through Kamus Kinerja. The overall percentage shares a high value as more than 51.5% up to 81.8% belong to "Agree" and "Strongly Agree" categories.

E.g., item X1.1 about the clarity of information related to performance shows 54.5% agree and 27.3% strongly agree. This is an indication that the delivery mechanism of the Performance Dictionary has infused clarity among civil servants regarding job expectations on a structured basis. A trend almost similar to this is found in items X1.2 and X1.3 where close to two-thirds of respondents have an opinion that information related to performance communication has become transparent as well as comprehensible.

There are still 10% to 21% of respondents who in that particular aspect did not rate communication positively-considering item X1.6 which speaks to consistency of communication across work units. This therefore implies that there is indeed much improvement to be addressed in the areas of inter-unit coordination as well as message delivery.

Tabel 6. Disposition Variable Based on Edward III’s Theory

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Disposition Variable Based on Edward III’s Theory | | | | | | | | | | | | |
| Item | SD | | D | | N | | A | | SA | | TOTAL | |
| F | % | F | % | F | % | F | % | F | % | F | % |
| X3.1 | 0 | 0.0% | 5 | 5.1% | 17 | 17.2% | 54 | 54.5% | 23 | 23.2% | 99 | 100% |
| X3.2 | 0 | 0.0% | 2 | 2.0% | 13 | 13.1% | 64 | 64.6% | 20 | 20.2% | 99 | 100% |
| X3.3 | 0 | 0.0% | 1 | 1.0% | 15 | 15.2% | 63 | 63.6% | 20 | 20.2% | 99 | 100% |
| X3.4 | 0 | 0.0% | 7 | 7.1% | 17 | 17.2% | 54 | 54.5% | 21 | 21.2% | 99 | 100% |
| X3.5 | 0 | 0.0% | 6 | 6.1% | 19 | 19.2% | 49 | 49.5% | 25 | 25.3% | 99 | 100% |
| X3.6 | 0 | 0.0% | 2 | 2.0% | 14 | 14.1% | 46 | 46.5% | 37 | 37.4% | 99 | 100% |

Source: Research data processed, 2024

Data for the Disposition variable, analyzed in the theoretical framework of Edward III, facilitates the inference that civil servants (ASN) in Medan City have developed very friendly and positive attitudes toward the performance implementation by the Performance Dictionary (Kamus Kinerja). Most respondents picked “Agree” (A) and “Strongly Agree” (SA) for all statement items; thus, this reflects acceptance and commitment as well as readiness to act professionally.

In items X3.2 and X3.3, which measure the level of enthusiasm and willingness among civil servants to adjust to the new performance system, 64.6% to 63.6% responded 'Agree' with more than 20% responding 'Strongly Agree.' In simple terms, about 85 percent of the respondents show supportive attitudes towards structured changes provided by the Performance Dictionary. Also, item X3.6 recorded the highest percentage for 'Strongly Agree' at 37.4%. This proves that there is high enthusiasm and confidence among civil servants in this approach as it will be good in improving individual as well as organizational performances.

Tabel 7. Frequency Distribution of the Bureaucratic Structure Variable

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Bureaucratic Structure Variable Based on Edward III’s Theory | | | | | | | | | | | | |
| Item | SD | | D | | N | | A | | SA | | TOTAL | |
| F | % | F | % | F | % | F | % | F | % | F | % |
| X4.1 | 0 | 0.0% | 0 | 0.0% | 4 | 4.0% | 61 | 61.6% | 34 | 34.3% | 99 | 100% |
| X4.2 | 0 | 0.0% | 1 | 1.0% | 2 | 2.0% | 62 | 62.6% | 34 | 34.3% | 99 | 100% |
| X4.3 | 0 | 0.0% | 0 | 0.0% | 3 | 3.0% | 61 | 61.6% | 35 | 35.4% | 99 | 100% |
| X4.4 | 0 | 0.0% | 0 | 0.0% | 4 | 4.0% | 61 | 61.6% | 34 | 34.3% | 99 | 100% |
| X4.5 | 0 | 0.0% | 0 | 0.0% | 2 | 2.0% | 61 | 61.6% | 36 | 36.4% | 99 | 100% |
| X4.6 | 0 | 0.0% | 0 | 0.0% | 1 | 1.0% | 63 | 63.6% | 35 | 35.4% | 99 | 100% |

Source: Research data processed, 2024

Based on the analysis of the Bureaucratic Structure variable using Edward III’s theory, it can be concluded that the bureaucratic structure within the Medan City Government demonstrates strong support for the performance implementation of civil servants (ASN), particularly following the adoption of the Performance Dictionary (Kamus Kinerja). The data shows that all items under this variable received dominant responses in the “Agree” (S) and “Strongly Agree” (SS) categories, with total percentages consistently above 95% for each statement.

For example, item X4.1, which assesses the clarity of hierarchy and lines of responsibility within the organizational structure, recorded 61.6% of respondents agreeing and 34.3% strongly agreeing. This trend continues through to item X4.6, where only 1% of respondents selected “Neutral” (KS), and no respondents selected “Disagree” (TS) or “Strongly Disagree” (STS) for any item. This reflects a general perception among civil servants that the organizational structure is well-organized and supports efficient task execution.

The high level of agreement indicates that the bureaucratic structure in Medan City is relatively stable and clearly defined—particularly in terms of role distribution, reporting flows, and decision-making mechanisms. This is a crucial factor in the effective implementation of the Performance Dictionary, as a clear structure enables civil servants to accurately understand their positions, roles, and responsibilities within the system.

Tabel 8. Frequency Distribution of the Performance Variable

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Performance Variable | | | | | | | | | | | | |
| Item | STS | | TS | | KS | | S | | SS | | TOTAL | |
| F | % | F | % | F | % | F | % | F | % | F | % |
| Y1 | 0 | 0.0% | 15 | 15.2% | 36 | 36.4% | 38 | 38.4% | 10 | 10.1% | 99 | 100% |
| Y2 | 1 | 1.0% | 11 | 11.1% | 33 | 33.3% | 38 | 38.4% | 16 | 16.2% | 99 | 100% |
| Y3 | 2 | 2.0% | 7 | 7.1% | 31 | 31.3% | 38 | 38.4% | 21 | 21.2% | 99 | 100% |
| Y4 | 0 | 0.0% | 13 | 13.1% | 29 | 29.3% | 33 | 33.3% | 24 | 24.2% | 99 | 100% |
| Y5 | 0 | 0.0% | 10 | 10.1% | 22 | 22.2% | 51 | 51.5% | 16 | 16.2% | 99 | 100% |
| Y6 | 0 | 0.0% | 13 | 13.1% | 26 | 26.3% | 40 | 40.4% | 20 | 20.2% | 99 | 100% |
| Y7 | 0 | 0.0% | 19 | 19.2% | 19 | 19.2% | 35 | 35.4% | 26 | 26.3% | 99 | 100% |
| Y8 | 2 | 2.0% | 14 | 14.1% | 32 | 32.3% | 33 | 33.3% | 18 | 18.2% | 99 | 100% |
| Y9 | 2 | 2.0% | 7 | 7.1% | 33 | 33.3% | 41 | 41.4% | 16 | 16.2% | 99 | 100% |
| Y10 | 0 | 0.0% | 13 | 13.1% | 29 | 29.3% | 34 | 34.3% | 23 | 23.2% | 99 | 100% |

Source: Research data processed, 2024

Based on the data analysis of the Performance variable among civil servants (ASN), it is evident that the implementation of the Performance Dictionary (Kamus Kinerja) within the Medan City Government has had a fairly positive impact on both individual and organizational performance outcomes. Although the level of agreement is not as dominant as observed in the Disposition and Bureaucratic Structure variables, the majority of respondents still show a positive tendency toward the measured performance indicators.

Most items such as Y1, Y2, and Y3 received the highest responses in the “Agree” (A) category, ranging from 38.4% to 41.4%. This is followed by “Strongly Agree” (SA), which in several items like Y3, Y4, and Y10, exceeded 20%. These results indicate that civil servants perceive the performance system built through the Performance Dictionary as helpful in clarifying work targets, increasing accountability, and defining the achievements they are expected to reach.

However, a notable proportion of respondents expressed “Neutral” (N) and “Disagree” (D) responses. For instance, in item Y1, 36.4% of respondents selected “Neutral,” and 15.2% selected “Disagree.” These levels of disagreement suggest that although the performance system has been initiated, there are still practical challenges in its full implementation. These include issues related to understanding the system, workload alignment, and the adequacy of supporting resources.

**Classical Assumption Tests**

Tabel 9. Normality Test Output Results

|  |  |  |
| --- | --- | --- |
| **One-Sample Kolmogorov-Smirnov Test** | | |
|  | | Unstandardized Residual |
| N | | 99 |
| Normal Parametersa,b | Mean | 0.0000000 |
| Std. Deviation | 5.77059542 |
| Most Extreme Differences | Absolute | 0.073 |
| Positive | 0.046 |
| Negative | -0.073 |
| Test Statistic | | 0.073 |
| Asymp. Sig. (2-tailed) | | .200c,d |
| a. Test distribution is Normal. | | |

Processed with SPSS Version 25.0; 2025

As shown in Table 4.17, the significance value α is 0.200 > 0.05, demonstrating the normal distribution of the data.

Tabel 10. Linearity Test of Communication (X1)

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **ANOVA Table** | | | | | | | |
|  | | | Sum of Squares | df | Mean Square | F | Sig. |
| Performance \* Communication | Between Groups | (Combined) | 1072.409 | 15 | 71.494 | 2.076 | 0.019 |
| Linearity | 403.013 | 1 | 403.013 | 11.702 | 0.001 |
| Deviation from Linearity | 669.396 | 14 | 47.814 | 1.388 | 0.177 |
| Within Groups | | 2858.581 | 83 | 34.441 |  |  |
| Total | | 3930.990 | 98 |  |  |  |

Processed with SPSS Version 25.0; 2025

The significant value for the deviation from linearity is higher than the significance threshold of 0.05, according to the SPSS output shown in the above table. The linearity test yielded a Sig. value of 0.177 > 0.05. Consequently, it can be said that there is a linear connection between the Communication variable (X1) and Performance (Y), as seen by its value of 0.177.

Tabel 11. Linearity Test of Resources (X2)

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **ANOVA Table** | | | | | | | |
|  | | | Sum of Squares | df | Mean Square | F | Sig. |
| Performance \* Resources | Between Groups | (Combined) | 1206.546 | 15 | 80.436 | 2.450 | 0.005 |
| Linearity | 337.424 | 1 | 337.424 | 10.280 | 0.002 |
| Deviation from Linearity | 669.122 | 14 | 42.080 | 1.391 | 0.139 |
| Within Groups | | 2724.444 | 83 | 32.825 |  |  |
| Total | | 3930.990 | 98 |  |  |  |

Processed with SPSS Version 25.0; 2025

The significant value for the deviation from linearity is higher than the significance threshold of 0.05, according to the SPSS output shown in the above table. The linearity test yielded a Sig. value of 0.139 > 0.05. Consequently, it can be said that there is a linear connection between the Resources variable (X2) and Performance (Y), as seen by its value of 0.139.

Tabel 12. Linearity Test of Attitude (Disposition) (X3)

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **ANOVA Table** | | | | | | | |
|  | | | Sum of Squares | df | Mean Square | F | Sig. |
| Performance \* Attitude (Disposition) | Between Groups | (Combined) | 311.733 | 14 | 22.267 | 0.517 | 0.917 |
| Linearity | 33.035 | 1 | 33.035 | 0.767 | 0.384 |
| Deviation from Linearity | 278.699 | 13 | 21.438 | 0.498 | 0.920 |
| Within Groups | | 3619.257 | 84 | 43.086 |  |  |
| Total | | 3930.990 | 98 |  |  |  |

Processed with SPSS Version 25.0; 2025

The significant value for the deviation from linearity is higher than the significance threshold of 0.05, according to the SPSS output shown in the above table. The linearity test yielded a Sig. value of 0.920 > 0.05. Consequently, it can be said that there is a linear connection between the Attitude/Disposition variable (X3) and Performance (Y), as shown by its value of 0.920.

Tabel 12. Linearity Test of Bureaucratic Structure (X4)

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **ANOVA Table** | | | | | | | |
|  | | | Sum of Squares | df | Mean Square | F | Sig. |
| Performance \* Bureaucratic Structure | Between Groups | (Combined) | 173.121 | 6 | 28.854 | 0.706 | 0.645 |
| Linearity | 12.462 | 1 | 12.462 | 0.305 | 0.582 |
| Deviation from Linearity | 160.660 | 5 | 32.132 | 0.787 | 0.562 |
| Within Groups | | 3757.869 | 92 | 40.846 |  |  |
| Total | | 3930.990 | 98 |  |  |  |

Processed with SPSS Version 25.0; 2025

The significant value for the deviation from linearity is higher than the significance threshold of 0.05, according to the SPSS output shown in the above table. The obtained Sig. value is 0.562 > 0.05 in the linearity test. Therefore, it can be concluded that the Bureaucratic Structure variable (X4), with a value of 0.562, has a linear relationship with Performance (Y).

**Multiple Linear Regression Analysis**

Tabel 13. Multiple Linear Regression Test

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Coefficientsa** | | | | | | |
| Model | | Unstandardized Coefficients | | Standardized Coefficients | t | Sig. |
| B | Std. Error | Beta |
| 1 | (Constant) | 26.525 | 8.639 |  | 3.070 | 0.003 |
| Communication | 0.385 | 0.133 | 0.286 | 2.887 | 0.005 |
| Resources | 0.301 | 0.139 | 0.214 | 2.167 | 0.033 |
| Attitude (Disposition) | -0.275 | 0.204 | -0.127 | -1.347 | 0.181 |
| Bureaucratic Structure | -0.150 | 0.203 | -0.071 | -0.741 | 0.460 |
| a. Dependent Variable: Kinerja | | | | | | |

Processed with SPSS Version 25.0; 2025

Based on the results presented in Table 13, the regression coefficients table shows the coefficient values in the regression equation. The coefficient values used are found in the column labeled B (coefficients). The standard multiple linear regression equation can be formulated as follows:

Y = 26.525 + 0.385(X1) + 0.301(X2) – 0.275(X3) – 0.150(X4)

This equation describes the relationship between the dependent variable (Y), which is civil servant performance (ASN performance), and the four independent variables:

X1 (Communication), X2 (Resources), X3 (Attitude/Disposition), and X4 (Bureaucratic Structure).

The constant value of 26.525 indicates that if all independent variables are held constant (at zero), then the theoretical value of ASN performance is 26.525.

Each independent variable's regression coefficient shows how much of an impact it has on ASN performance.

* The Communication variable (X1) has a positive coefficient of 0.385, meaning that each one-unit increase in communication will increase ASN performance by 0.385 units, assuming other variables remain constant.
* Similarly, the Resources variable (X2) has a positive coefficient of 0.301, indicating a positive effect on ASN performance.

Conversely,

* The Attitude/Disposition variable (X3) and the Bureaucratic Structure variable (X4) show negative coefficients, at –0.275 and –0.150 respectively.
* This suggests that increases in the values of these variables are associated with a decrease in ASN performance, within the context of this model. These findings may reflect issues in policy implementation, work culture, or potential resistance from civil servants toward the current system.

All things considered, the multiple regression analysis's findings show that not every variable that is predicted to improve performance in theory really does so in real life. Therefore, these findings are important for evaluation and follow-up by the local government, particularly in improving communication effectiveness and resource provision, while also reassessing the approach to developing civil servant attitudes and designing a more adaptive bureaucratic structure.

**Coefficient of Determination (R²)**

Tabel 14. Coefficient of Determination Test (R²)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Model Summaryb** | | | | |
| Model | R | R Square | Adjusted R Square | Std. Error of the Estimate |
| 1 | .412a | 0.170 | 0.135 | 5.892 |
| a. Predictors: (Constant), Bureaucratic Structure, Attitude (Disposition), Resources, Communication | | | | |
| b. Dependent Variable: Performance | | | | |

Processed with SPSS Version 25.0; 2025

Based on Table 14, the R² value obtained is 0.412. This indicates that the independent variables X1 (Communication), X2 (Resources), X3 (Attitude/Disposition), and X4 (Bureaucratic Structure) collectively influence the performance (Y) of civil servants in the Medan City Government by 41.2%, while the remaining 52.8% is influenced by other factors outside the scope of this study.

**Discussion of Significant Findings**

***The Influence of Communication on Performance***

With a t-value of 2.887 and a significance value of 0.005 (p < 0.05), the regression analysis findings demonstrate that the communication variable significantly and favourably affects the performance of civil servants (ASN). This demonstrates that improving communication between work units and between superiors and subordinates is essential to improving ASN performance within the Medan City Government. Good communication helps clarify tasks, accurately convey work expectations, and reduce misunderstandings in task execution. With the implementation of the Performance Dictionary (Kamus Kinerja), communication processes have become more structured, enabling ASNs to better understand organizational goals and their roles, ultimately having a positive impact on productivity and accountability.

The link between the performance of civil servants and communication has been a subject of various studies in recent years. This goes to reaffirm the fact that communication strategies play a very significant role in public sector effectiveness. For instance, results indicate that communication between superiors and subordinates is essential toward achieving effective communications for organizations. Research established that much time by managers on communication will directly influence the performance of subordinates as well as clarity about responsibilities. Between 50 and 90 percent of a manager's time may be consumed by communication activities (Bakar et al., 2020). This tallies with that strong communication improves understanding regarding what is expected from one's job, thus minimizing mistakes while making work more systematic in carrying out tasks in public agencies (Bakar et al., 2020). Also, good talk has been seen as a key part in making workers more involved because it helps build good ties between bosses and their helpers. This makes the whole job feeling better and work output higher (Ibrahim et al., 2023).

Apart from the role that communication plays on an individual performance level, it fosters teamwork and collaboration among civil servants. An article about Indonesian civil servants underscores the fact that communication and coordination should constantly be sustained to deliver the services at the community level. Public servants' performance can be enhanced through constant feedback and cohesion of work units (Rivai et al., 2022). This is supported by the existing empirical evidence which suggests that a better communication system would lead to clear organizational goals, thus increasing accountability and efficiency of civil servants (Rahim et al., 2024). This, therefore, builds up a case for structured communication processes in the form of Performance Dictionary (Kamus Kinerja) helping public servants put their daily activities into proper perspective with the larger organizational mission for improved public sector performance (Rahim et al., 2024; Rivai et al., 2022).

In conclusion, effective communication is a key factor in improving ASN performance. The Performance Dictionary of the Medan City Government provides a clear and structured framework that supports effective communication among civil servants. Therefore, it is crucial for all work units to continuously strengthen internal communication to achieve optimal performance and support overall organizational goals.

***The Influence of Resources on Performance***

With a t-value of 2.167 and a significance value of 0.033 (p < 0.05), the regression analysis findings show that the Resources variable has a positive and significant impact on the performance of civil servants (ASN). This confirms that the availability of adequate resources including facilities, budget, technology, and human resources is a critical factor in supporting optimal performance. Although ASN perceptions of resource availability are not yet high based on descriptive analysis, statistically, this variable remains a key success factor in implementing the Performance Dictionary.

The interaction between resource availability and civil servants’ performance has attracted keen scholarly attention in recent times about how different kinds of resources determine the effectiveness of any organization. One relevant study discusses job resources and affirms that personal resources skills and motivation improve performance indirectly through better work engagement (Putimelinda & Jatmiko, 2023). This is an indication that this finding fits into broad resource-based theoretical perspectives arguing that the right combination of human, physical, and technological assets is always mandatory toward positive improvement in organizational outcomes (Mwaura et al., 2022). In addition, strategic resources have also been found to enhance corporate business performance, which means that resource availability is very much involved in maximizing operational effectiveness toward organizational objectives (Riana et al., 2020).

The evidence relates this to the resource allocation in the public sector, which has seen the light as a very vital determinant of the performance of civil servants. More specifically, studies have noted that adequate financial, technological, and human resources are effectively infused into government functions for their effectiveness (Murimi et al., 2021; Uloli et al., 2023). For example, a study carried out in Kenyan public universities found that strategic human resource management practices provide adequacy lead to performance providing results further underlining the necessity of adequacy for efficiency and accountability in public institutions. Resource mobilization strategies reflect impressive performance on projects within diverse organizational structures it is binding to note that high performance can only be attained with appropriate resource allocation (Amandine et al, 2023). They have thus translated these results into rather strong relationships between resource availability and performance more particularly when assessed in such resource-intensive entities as civil service agencies.

These findings suggest that adequate resources whether in the form of infrastructure, skills, or HR development are essential to improving ASN performance. The Performance Dictionary offers a clear and structured framework that supports the realization of optimal ASN performance. Therefore, each work unit must continuously strengthen resource support to achieve optimal performance and advance the organization’s goals.

***The Influence of Attitude (Disposition) on Performance***

Regression analysis shows that the Attitude (Disposition) variable does not significantly affect ASN performance, with a t-value of -1.347 and a significance level of 0.181 (p > 0.05). Although most ASNs exhibit a positive attitude toward performance implementation according to the descriptive analysis, statistically, attitude is not strong enough to explain variations in ASN performance. This could be due to a disconnect between positive attitudes and actual behavior in the field, or the dominance of external factors affecting performance.

The nexus between employee attitudes and performance outcomes is complex. While theoretically it can be assumed that positive attitudes will yield better performance, practically, this does not always happen. Studies have established that though workers may develop favorable attitudes toward the goals of an organization, these do not necessarily translate into improved performance output. The actualization of productive attitudes on the part of workers is marred by several external factors͏

Also, the tie between attitudes and performance gets even more mixed up by things like worker mixed feelings and doubt, which can make their attitudes less strong and lower their effect on how well they do (Wallace et al., 2020). This shows a key gap between what workers think about their roles and how they really act in terms of performance.

Outside factors and working conditions usually weigh heavier in the scales of employee performance than individual attitudes. For instance, while emotional intelligence has a positive effect on organizational commitment for vocational college teachers, individual attitudes may not directly significantly influence their performance (Ahad et al., 2021). This, therefore, indicates that factors such as commitment and support from the environment reflect better performance predictors than individual disposition. A wider scan of performance influencers has re-emphasized the point about the significance of factors outside individual attitudes administrative support and fit with the organizational culture in attaining high-performance outcomes by staff (Kim & Shin, 2023).

So, while good feelings can help do work, their link with output might not be very strong in numbers because of the big impact that outside factors have on everything (Ahad et al., 2021; Wallace et al., 2020).

In summary, while a positive attitude is important for improving ASN performance, it must be supported by competence, actual behavior, and the management of other factors such as work stress. The Performance Dictionary provides a structured framework to support optimal performance, but work units must also cultivate consistent attitudes, relevant competencies, and behaviors to fully achieve organizational goals.

***The Influence of Bureaucratic Structure on Performance***

Regression results show that the Bureaucratic Structure variable does not significantly affect ASN performance, with a t-value of -0.741 and a significance level of 0.460 (p > 0.05). Although ASN believe the organizational structure is clear and systematic, it has not yet directly influenced performance improvement. Rigid or overly bureaucratic structures that lack flexibility may hinder individual performance.

The regression analysis results of the effect of the bureaucratic structure on Civil Servants (ASN) performance showed an insignificant relationship. Several studies have elaborated on the impact of organizational structure on employee performance and continuously prove that rigid bureaucratic frameworks are more likely to suppress efficiency and responsiveness (WOYENGO et al., 2019). This is because, in most cases, organizations adopt such structures to control every aspect of behavior through centralization and formalization, which leads to low job satisfaction and commitment among employees, especially civil servants. Low satisfaction and commitment will hinder their performance. Besides, innovation and flexibility create work motivation; thus, lack thereof due to a highly hierarchical structure in bureaucracy would also demotivate employees (Valasek, 2018).

Other studies also support this notion, adding that organizational structure, no matter how clear it may seem to be advantageous, cannot facilitate performance improvement if it does not allow adaptiveness. This is evidenced by the findings of Shrestha's work regarding employee engagement in Nepal. It revealed that even though employees usually understand the dynamics of an organization whenever they are engaged, such understanding does not translate into better performance within a rigid structure (Shrestha, 2019). The two also reaffirm the need for bureaucratic reform for public service agencies to address contemporary issues because staying static leads to a disconnection between the bureaucratic process and employee performance (Harits & Bhagya, 2021). The above discussion brings out very emphatically and explicitly the complexity of the relationship between bureaucratic structure and performance that such a structure might make employees happy having a clear organizational framework but its rigidity can hinder enhancement of both individual and organizational effectiveness (Lesmana et al., 2023).

In conclusion, while a clear bureaucratic structure is essential, it must also be adaptable to changing demands. The Performance Dictionary supports optimal ASN performance through a structured approach, but units must ensure their structures remain responsive to public service dynamics to achieve organizational goals.

***The Influence of Communication, Resources, Attitude (Disposition), and Bureaucratic Structure on Performance***

Analysis results show that all four independent variables Communication, Resources, Attitude (Disposition), and Bureaucratic Structure jointly contribute to influencing ASN performance. Although only Communication and Resources have partial significance, all four are part of an interconnected system supporting the implementation of the Performance Dictionary.

Effective communication is fundamental for conveying expectations, building mutual understanding, and minimizing misunderstandings. Adequate resources—facilities, technology, funding, and competent personnel—are also crucial for performance. Although Attitude and Bureaucratic Structure were not statistically significant, they still play contextual roles. Positive attitudes must be aligned with real actions, and bureaucratic structures must be evaluated for flexibility and responsiveness.

The Medan City Government's Performance Dictionary reflects these dimensions, serving as both a performance measurement tool and roadmap for role clarity. Synergy among effective communication, supporting resources, consistent attitudes, and adaptive organizational structures is key to establishing an accountable and sustainable ASN performance system.

1. CONCLUSION (Calibri Light, 12 BOLD)

This study has demonstrated that the implementation of Mayoral Decree No. 860 of 2023 particularly through the "Performance Dictionary" (Kamus Kinerja) has positively influenced civil servant performance in the Medan City Government. Communication and resource availability significantly contribute to performance enhancement, suggesting that structured dissemination of information and sufficient institutional support are critical enablers. However, attitude (disposition) and bureaucratic structure did not show statistically significant effects, indicating that cultural and structural barriers remain.

The advantage of this research lies in its integrative use of Edward III’s policy implementation model, applying a practical framework to understand bureaucratic behavior. It fills a gap in performance appraisal literature by contextualizing local government reform efforts in Indonesia. Nevertheless, the study’s limitations include its single-case focus and cross-sectional nature, which may not fully capture longitudinal changes or generalize to other regions.

This research offers valuable insights for policymakers seeking to institutionalize transparent and performance-based governance systems. Future applications may involve adapting the Performance Dictionary for broader use across different local governments and enhancing digital literacy to support performance monitoring. Additionally, further studies could explore the longitudinal effects of reform initiatives and integrate qualitative methods for deeper behavioral analysis.

1. ACKNOWLEDGEMENTS (Calibri Light, 12 Bold)

The authors would like to express their sincere gratitude to the Medan City Government and the participating civil servants for their cooperation and support in providing the necessary data for this study. Special thanks are extended to the administrative staff who assisted in distributing and collecting questionnaires, and to academic mentors for their constructive feedback throughout the research process.

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