

## Implementation of Civil Servant Performance Management Policy at the Personnel and Human Resource Development Agency of Gunungsitoli City

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### ABSTRACT

This study analyzes the implementation of performance management policies for Civil Servants (PNS), focusing on the performance planning stage at the Human Resources and Personnel Development Agency (BKPSDM) of Gunungsitoli City. Using a qualitative descriptive approach with interviews, observation, and document studies, the findings show that performance planning refers to regulations such as PermenPAN-RB No. 6 of 2022 on PNS Performance Management. However, challenges remain, particularly the limited understanding of employees in preparing Employee Performance Targets (SKP) according to the guidelines. Meanwhile, leadership commitment and regulatory support act as key enablers, indicating that strengthening employee capacity is essential to improve the effectiveness of performance planning in government bureaucracy.

## **INTRODUCTION**

As those tasked with providing services to the public, civil servants must naturally demonstrate good performance. According to Aziti (2022), performance is "the result (output) of a specific process carried out by all organizational components on specific resources used (input)." A similar opinion was expressed by Mangkunegara and Prabu (in Mukhtar et al., 2023), who define performance as "the quality and quantity of work achieved by an employee in carrying out their duties in accordance with the responsibilities assigned to them." Based on these two expert opinions, performance can be defined as the work results achieved by individuals or groups within an organization, carried out in accordance with their respective authorities and responsibilities. This aims to achieve organizational goals legally and ethically.

Currently, the performance expectations of civil servants extend beyond past standards. Civil servants are required to possess basic knowledge of information technology. Ering (2024) stated that employees who master information technology significantly influence and assist them in carrying out their duties and improving their performance.

Correspondingly, civil servants also need to participate in training and continuing education to remain relevant to the latest technological developments, which will undoubtedly improve employee performance. As stated by Pratama (2018), education and training have a positive and significant impact on civil servant performance. Therefore, the ability to adapt to technological advances is a key factor for civil servants to carry out their duties and responsibilities effectively and responsively to community needs.

To ensure proper human resource management to achieve organizational goals, effective and efficient civil servant management is required. One aspect of civil servant management, as stipulated in Law Number 20 of 2023, is performance management. Civil servant performance management is conducted periodically to provide feedback, identify training needs, plan career development, and inform other decision-making. This aligns with what Witthaker et al. (in Mahyadi (2023) stated) that the primary purpose of feedback is to provide constructive and objective information to civil servants about their performance, behaviors deemed appropriate, and ways to improve the quality of their work. The resulting information can be used as a basis for decision-making regarding promotions, rewards, and sanctions for employees.

The impact of performance appraisals on human resources is significant. Effective appraisals can increase the motivation and job satisfaction of civil servants because they feel valued and recognized for their contributions. This aligns with research findings by Agustin et al. (2022) that a good appraisal system significantly impacts employee performance. Conversely, a poor appraisal system can lead to demotivation, job dissatisfaction, and even high turnover. Therefore, it is crucial for the government to implement a fair and transparent appraisal system.

The civil servant performance management system consists of performance planning, performance implementation, performance monitoring, performance coaching, performance assessment, and follow-up. The civil servant

performance management system aims to align the goals and objectives of the agency/work unit/direct superior with the SKP (Standard Work Plan), conduct performance measurement, monitoring, performance coaching, and performance assessment, and determine follow-up actions based on the assessment results. Alignment between agency/work unit goals outlined in the performance agreement and the strategic plan is a key issue that needs to be emphasized, so that every civil servant's future work will be consistent with the established plan (PermenPAN-RB No. 8 of 2021).

Similarities between previous and current research include: Most previous research (for example, by Fitriyani Manik and others) discusses how technology can strengthen internal oversight and increase transparency in public administration. Relevance to the current research demonstrates that the implementation of performance management policies can be influenced by technology to ensure transparency, accountability, and the achievement of performance goals. Therefore, there are similarities in the application of technology to monitor and evaluate relevant performance.

The differences between previous and current research are: The study on the implementation of performance management policies in the Tasikmalaya Regional People's Representative Council (DPRD) Secretariat focused more on the alignment of policy implementation with applicable regulations, namely Ministerial Regulation No. 6 of 2022 of the Minister of Administrative and Bureaucratic Reform (PAN-RB), while the current study aims to determine the implementation of performance management policies in the Gunungsitoli City Human Resources Development Agency (BKPSDM) using Grindle's theory.

Previous studies tended to focus more on the impact of technology on improving public administration efficiency in general or on broader performance management (e.g., performance reporting systems and transparency). The current study specifically addresses performance planning within the context of performance management policies. It focuses more on how performance planning is carried out with the aid of technology and policies that support the achievement of performance goals. Furthermore, most previous studies (e.g., by Indriati Amirullah) focused on the application of technology for overall public service efficiency, not solely within the context of performance management policies. The current study places greater emphasis on how performance management policies are implemented, particularly in the aspect of performance planning.

Another significant problem is the non-two-way communication within the performance planning process. In many cases, superiors' expectations of their subordinates are not communicated through dialogue, but rather are one-way and instructive. Employees are not given the opportunity to express their actual work conditions or provide input on established targets. This reduces ownership of the targets and results in low work motivation. In Grindle's context, this relates to the context of implementation, particularly the lack of synergy between policy implementers.

Furthermore, limited resources also pose a significant obstacle to policy implementation, such as a lack of guidance in setting work targets. Without

adequate resource support, even well-established policies will be difficult to implement consistently and sustainably. One of the root causes of this problem, which is also crucial, is the low commitment of leaders to the performance planning process.

Some work unit leaders tend to sign Employee Performance Targets (SKP) without further examining the substance or realistic nature of the proposed targets. They also rarely provide input or monitor the follow-up of these targets. In Grindle's theory, weak commitment from implementers is an indicator of a weak implementation context, which significantly impacts policy effectiveness.

Equally important, the organizational culture within the Gunungsitoli City Human Resources Development Agency (BKPSDM) is not yet fully prepared to accept a performance-based work system. Passive resistance remains among some employees and superiors, who view this system as a tool for excessive control and an added administrative burden. As a result, the process of clarifying expectations is often merely a formality, lacking any real commitment to improving work quality (Dalimunthe, 2022; Humaizi et al., 2024).

Finally, weaknesses in the evaluation system exacerbate the implementation situation. The absence of a mechanism for evaluating or reviewing established work targets renders the SKP static. When circumstances or workloads change, irrelevant targets remain without adjustment, ultimately hindering optimal performance.

Performance planning is a key element in civil servant (ASN) management, as it determines the extent to which an organization achieves its stated goals and objectives. In the context of ASN in Indonesia, the implementation of performance planning must follow clear and consistent regulations to ensure effective and efficient ASN performance management.

In line with the increasingly dynamic needs of bureaucracy, the Indonesian government has issued a new regulation that serves as the legal basis for managing civil servant performance, namely Ministerial Regulation of Administrative and Bureaucratic Reform (Permenpan-RB) Number 6 of 2022 concerning the Performance Management of State Civil Apparatus (Civil Servants). Permenpan-RB No. 6 of 2022 provides new guidance for the preparation and implementation of civil servant performance planning, including a more measurable performance appraisal system based on individual and organizational results and achievements.

## **LITERATURE REVIEW**

In the policy implementation model, Grindle illustrates that successful policy implementation begins with formulating the desired goals. From these goals, a policy is formed. Next, policy goals are established, followed by the design of action programs and the allocation of funds. The next step is implementing activities influenced by the policy content and the implementation context. The basic idea is that only after the policy has been transformed can policy implementation begin (Syahrudin, 2019).

An organization's success in achieving its goals is inextricably linked to the contribution of its employees' performance. Employee performance is a determining factor in the organization's success in achieving its vision, mission,

and stated objectives. This aligns with Suryani and John's (2018) opinion that performance management aims to improve organizational performance, task effectiveness, and team and individual work outcomes, including enhancing employee competency, commitment, skills, and motivation. According to Wicaksono and Octaviani (2023), performance management is the process of continuously reviewing and developing performance to achieve sustainable improvement. Similarly, Rivai in Umar (2024) emphasized that to complete a job, a person must possess a certain level of willingness and ability. Steers in Umar (2024) also identified three main factors influencing performance: (1) ability, personality, and work interest; (2) clarity and acceptance of assigned tasks; and (3) level of work motivation.

Essentially, performance refers to the results achieved by an individual or organization. However, to understand performance holistically, it is also important to consider the processes that produce that performance, as these processes are integral to the performance itself. Performance is viewed as a multidimensional construct that relates not only to the entire organization but also to various parts of the organization, such as activity units, processes, and individual employee performance.

Most systems emphasize the importance of performance planning aligned with expected targets to achieve specific quantities. This aims to ensure that individuals possess the required skills and knowledge, and that the organization obtains the necessary resources. Furthermore, these systems also function to establish performance levels and standards, and to obtain employee approval and commitment to every decision made. Without thorough and well-structured performance planning, the risk of errors increases. Therefore, effective performance planning is crucial as a preventative measure to avoid employee resistance to any decisions made.

In performance planning, there are various ways to write job descriptions. Some organizations have standard formats for job descriptions, which aid in performance appraisals. Furthermore, job descriptions are often prepared to meet specific bureaucratic demands. While an organization may have a common job description model, it is usually used only as a baseline. In many cases, the interests, experiences, and personal preferences of the job holder can influence the content of the job, the priority given to various aspects, and how the work is carried out (Zainal, 2022).

Gomes (in Fauzi and Hidayat; 2020) adds that performance is the result of work actions or deeds. Meanwhile, Siagian, in the same source, states that work performance is the outcome achieved based on specific metrics applicable to a job. In the context of government bureaucracy, the meaning of performance has a more complex dimension. It not only reflects individual output achievements but must also be linked to public accountability and the effectiveness of service delivery. Dwiyanto (2006) stated that public bureaucratic performance cannot be separated from service quality, process efficiency, and accountability to the public. Therefore, performance indicators in the public sector encompass both quantitative and qualitative aspects that must be measurable and relevant to public interests.

Performance management begins with the planning process, which involves identifying the desired goals, activities, and resources needed to achieve them. Armstrong's general objective is to develop human capacity to meet and exceed expectations and realize their full potential, thus benefiting both individuals and the organization (Azizah, 2021).

Performance appraisal is a subsequent stage in the performance management process used to assess employee performance. According to Sibrani in Wahyudinanto (2021), civil servant performance appraisal aims to obtain "useful information for decision-making related to other human resource (HR) management activities, such as HR planning, recruitment and selection, HR development, career planning and development, competency programs, promotions, demotions, retirement, and dismissals." Buana et al. (2023) expressed a similar opinion, stating that public sector performance measurement has three objectives: improving government performance and helping the government focus on work unit goals and objectives. This makes public sector organizations more effective and efficient in providing public services, managing resource allocation, and allocating more resources.

## **METHODOLOGY**

This researcher used a qualitative research method based on information provided by participants as the primary data source, as well as personal observations and experiences. Qualitative research, as defined by Denzin & Lincoln (2011) in Anggito & Setiawan (2018), can be interpreted as an activity that places the observer in the world. Qualitative research consists of a series of interpretations, material practices that make the world visible. These practices transform the world. They transform the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and self-memories. At this level, qualitative research involves an interpretive and naturalistic approach to the world. This means that qualitative researcher's study something in its natural context, seeking to understand, or interpret, phenomena based on the meanings people attach to them (Cresswel, 2013).

This research used a qualitative descriptive method by describing facts that occurred in the field and analyzing performance planning at the Gunungsitoli City Human Resources and Personnel Development Agency. The researcher believes that the implementation of employee performance assessments at the Gunungsitoli City Human Resources and Personnel Development Agency can be better understood if the researcher interacts directly with the research subjects.

The research methodology used in this study was documentation, observation, and interviews, in accordance with the research problem formulation. The research was conducted at the Gunungsitoli City Human Resources Development and Personnel Agency (BKPSDM), Jalan Pancasila No. 14, Gunungsitoli City. The reason for conducting the research at this location was because the BKPSDM (National Human Resources Development Agency) of Gunungsitoli City identified research problems related to the implementation of civil servant performance planning policies, such as a lack of understanding of the concept of performance planning and minimal clarification dialogue between

superiors and subordinates. These issues require continuous improvement to improve employee performance. The author used a purposive sampling technique to select research informants. In this study, the researcher selected several informants directly involved in and knowledgeable about performance management at the BKPSDM of Gunungsitoli City. These informants were deemed capable of providing data, sharing their experiences, and providing the necessary information. The number of informants was limited to eight individuals deemed to have a strong understanding of and direct involvement in the implementation of performance management policies at the BKPSDM of Gunungsitoli City. This selection was based on considerations of information saturation and the relevance of the informants' knowledge to the research focus.

Researchers recognize that not all officials share the same understanding of this policy. Therefore, the presence of informants who may not fully understand the policy can actually be a valuable source of information. They can provide insight into the level of policy socialization, employee understanding, and potential obstacles to implementation. However, in practice, researchers have been limited in reaching a diverse range of informants due to limited access and time. For future research, it is recommended that the scope of informants be expanded, including officials with limited knowledge, to broaden perspectives and more deeply identify weaknesses in policy implementation.

## RESEARCH RESULT AND DISCUSSION

### *Implementation of Civil Servant Performance Management Policy at the Personnel and Human Resources Development Agency of Gunungsitoli City*

Civil Servant Performance Management at the Gunungsitoli City Personnel and Human Resources Development Agency (BPPSDM) is a follow-up to one of its main duties and functions, specifically in the field of civil servant competency and performance development. In 2022, the Gunungsitoli City Human Resources Development Agency (BKPSDM) began socializing the implementation of e-performance across all work areas within the Gunungsitoli City Government. This socialization was coordinated by a specific functional official, a junior expert human resources analyst at the BKPSDM, who also serves as the e-performance administrator in Gunungsitoli City. The use of e-performance across the Gunungsitoli City Government was implemented simultaneously in 2023.

Regulation of the Minister of Administrative and Bureaucratic Reform (Permenpan-RB) Number 6 of 2022 concerning ASN performance management is expected to assist civil servants in understanding and understanding their respective core duties, thereby improving performance. Performance management allows each superior to assess their subordinates more objectively. Implementing performance management is crucial for performance planning, which includes setting and clarifying expectations. As a newly implemented regulation, it is essential to understand how the policy has been implemented. Therefore, a theory is needed as an analytical tool to gain a deeper understanding of the implementation of performance management policies at the Gunungsitoli City Human Resources Development Agency (BKPSDM). This research will focus on one aspect of performance management, namely performance planning,

which includes setting and clarifying expectations at the Gunungsitoli City Human Resources Development and Personnel Agency, based on Grindle's theory, which encompasses the policy's content and the implementation context.

Interest-Effectuated refers to the extent to which various parties or groups involved in a policy have specific interests or needs that can be influenced or impacted by the policy. In the context of policy implementation, these interests encompass a wide range of actors, from individuals, groups, organizations, to parties directly or indirectly involved in the policy.

Grindle's theory of interest-effectuated identifies several factors that influence decision-making in public policy, one of which is the interaction between various parties with differing interests. In this context, understanding the interests of the parties involved in civil servant performance planning at the Gunungsitoli City Human Resources Development Agency (BKPSDM) is crucial, as the established expectations will reflect the desired outcomes for various stakeholders.

One crucial prerequisite for successful policy implementation is ensuring that stakeholders understand and support the established process. In the context of civil servant performance management at the Gunungsitoli City Human Resources Development Agency (BKPSDM), performance planning is the initial stage that significantly determines the direction of employee performance implementation and evaluation.

In accordance with Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN RB) Number 6 of 2022, setting expectations should be conducted through dialogue between the assessing officer and the employee being assessed to clarify expectations. The determination and clarification of expectations for the preparation of the Performance Work Agreement (SKP) as referred to above, begins with the drafting of the performance agreement and is then incorporated into the SKP document. As the party primarily responsible for ensuring the implementation of performance management policies within the BKPSDM, several informants, both functional and implementing officials, stated that in preparing the SKP, they adhere to applicable regulations and technical guidelines, namely Regulation of the Minister of Administrative and Bureaucratic Reform Number 6 of 2022 and Circular Letter of the Head of BKN Number 1 of 2023. "Of course, we follow the guidelines from the central government, the technical guidelines," said Yenni Frida, SE, a functional official. Similar statements were made by two implementing officials: "We try to follow the existing regulations in preparing the SKP" (Jani Hulu, S. Psi), and "Just follow the rules" (Berty Telaumbanua). The attitudes expressed by these informants demonstrate a tendency towards administrative formalism, where the preparation of the SKP is seen more as a mere fulfillment of procedural obligations, rather than as a strategic process that encompasses results- and expectations-based performance planning.

Based on interviews with informants, it appears that most understand that the process of preparing the Work Schedule (SKP) and clarifying expectations is clearly stipulated in regulations, namely Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN-RB) Number 6 of 2022

and Circular Letter of the Head of the National Civil Service Agency (BKN) Number 1 of 2023. They stated that in practice, the SKP should be prepared with reference to the agency's performance plan, which is derived from the leadership performance agreement and can also be seen in the Budget Implementation Document (DPA).

The process of clarifying expectations is also considered crucial so that employees clearly understand their performance targets throughout the year. However, informants also acknowledged that implementation in the field has not been as expected. Many of them stated that dialogue between the assessor and the employee prior to preparing the SKP is often absent. Outside of the BKPSDM, it is likely that some employees still complete the SKP directly, perhaps with the assistance of contract workers, without prior clarification. This situation indicates that SKP preparation is still considered a routine administrative activity, rather than a strategic process to ensure employee contribution to organizational goals. In terms of understanding, leaders and structural officials generally have a deeper knowledge of the importance of clarifying expectations and the cascading process of performance agreements.

#### *Degree of Change to be Achieved (Extent of Change)*

One important aspect in analyzing public policy implementation is assessing the extent to which the policy requires change from the previous situation. From Grindle's perspective (1980), the degree of expected change refers to the extent of the transformation expected to occur as a result of the policy, including in mindset, work behavior, work mechanisms, and organizational structure.

In the context of the Civil Servant (PNS) performance management policy at the Gunungsitoli City Human Resources Development Agency (BKPSDM), this change should include a shift from a routine and static administrative approach to a performance system based on strategic planning, performance dialogue, outcome-based measurement, and the use of information technology (e-Kinerja application).

Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN-RB) Number 6 of 2022 emphasizes that civil servant performance management aims to create a performance culture that is productive, accountable, and adaptive to organizational goals. Therefore, implementing this policy requires behavioral changes at both the individual and organizational levels, ranging from setting more measurable and relevant targets, implementing meaningful performance dialogues, to increasing the use of data in the evaluation process.

Against this backdrop, interviews were conducted to explore the extent to which employees perceived significant changes in their work practices following the implementation of this policy, and how they adapted to these changing demands. The results of these interviews will be analyzed to determine whether the degree of change envisioned by the policy has actually occurred in practice.

One of the changes expected from the implementation of the Civil Servant Performance Management Policy, as stipulated in Ministerial Regulation No. 6 of 2022, is the creation of a more participatory and focused performance planning

process through the establishment of clear expectations from the beginning of the year. In this context, it is explained that work expectations must be formulated jointly between superiors and subordinates through performance dialogues, so that the targets set are truly relevant and understandable to employees.

This question was asked to explore the views of officials and implementers within the Gunungsitoli City Human Resources Development Agency (BKPSDM) regarding the potential impact of the process of clarifying work expectations on improving civil servant performance. This is crucial to assess whether they perceive significant changes in work approaches, particularly related to communication and clarity of objectives, as potentially driving performance.

The Head of the Gunungsitoli City Human Resources Development Agency (BKPSDM), Peniel Harefa, S. Sos., believes that explaining work expectations to staff is a crucial part of supporting the successful implementation of performance management policies. He emphasized that, in principle, clarity from the outset significantly impacts target achievement. However, he also acknowledged that in practice, this has not yet fully achieved its intended results.

From a performance planning theoretical perspective, a key element is the participatory setting and clarification of expectations between superiors and subordinates, making performance goals, indicators, and targets easier to understand and achieve. However, on the ground, this process has not been implemented consistently and thoroughly.

In fact, Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN-RB) No. 6 of 2022 explicitly states that the performance planning process must begin with a performance dialogue between the direct superior and the employee. The performance planning process (SKP) is not merely an administrative process; it must also include the identification of expectations, success indicators, and the agreement of realistic and measurable targets. Without consistent implementation of this regulation, the hope of changing work behavior and improving ASN performance will be difficult to achieve.

Several functional and executive staff even highlighted that, although clarifying expectations is considered important, there has been no intensive guidance or direction from superiors, resulting in administrative rather than substantive changes. The high hopes for changes in work methods and improved performance have not yet been fully realized.

In general, informants agreed that clarifying work expectations from the outset has the potential to bring positive changes to improving ASN performance. However, the level of change currently occurring remains low, as implementation in the field has not yet aligned with the principles stipulated in Ministerial Regulation No. 6 of 2022, particularly regarding the importance of performance dialogue and active participation in setting work expectations.

From Grindle's perspective, this indicates that the expected level of change has not been maximized due to persistent obstacles in altering communication patterns, work culture, and leadership within the bureaucracy. Change is not sufficient simply through written regulations; it must be accompanied by a

strong commitment to implementation, ongoing coaching, and a shift in mindset across all elements of the organization.

To understand the extent to which this performance management policy truly brings about change, both at the individual and organizational level, it is important to examine how the implementing agency, in this case the Gunungsitoli City Human Resources Development Agency (BKPSDM), views, assesses, and measures the impact of setting performance targets on employee performance.

Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPAN-RB) No. 6 of 2022 mandates that setting performance expectations is not merely an administrative routine but must be part of a performance management transformation process that has a real impact, both on individual achievement and improving the organization's work system. In the context of Grindle's theory, this is closely related to the indicator of the expected level of change, namely whether the implemented policy is capable of generating significant changes in employee behavior, organizational effectiveness, and the existing bureaucratic system.

### *Site of Decision Making*

Within Merilee S. Grindle's policy implementation theory, "Site of Decision Making" is a crucial indicator influencing how a policy is implemented in the field. This indicator refers to who has the primary authority to make decisions regarding policy implementation, and at what level strategic and operational decisions are made – whether at the central, regional, implementing unit, or even individual policy implementers.

The closer decision-making is to the implementer level, the greater the room for adjustment, innovation, and response to local dynamics. Conversely, if all decisions are centralized and top-down, implementers in the field will tend to be passive, simply following instructions and less involved in the contextual process of improving policy implementation.

According to Feliks Harefa, SE., M.Si, Secretary of the Gunungsitoli City Human Resources Development Agency (BKPSDM), the current implementation of the civil servant performance management policy provides sufficient room for each agency to adapt its implementation mechanisms to the specific needs of the organization. This demonstrates a recognition that the decision-making process is not entirely centralized, but rather provides flexibility for work units to determine the most relevant approach, particularly in terms of setting expectations and clarifying performance.

The current civil servant performance management policy is generally flexible enough to be adapted by each agency. The primary reference regulations, namely Government Regulation Number 30 of 2019 and Ministerial Regulation Number 6 of 2022, have provided regional agencies with the freedom to adapt their performance management systems to the needs, functions, and characteristics of their respective organizations.

However, although these policies normatively support decentralization and adaptation, in practice, obstacles remain. Several informants stated that this

flexibility has not been optimally utilized. The implementation of the performance system in regional agencies still tends to be administrative and uniform, not reflecting much innovation or substantial adjustments appropriate to the work context of each sector. This indicates that although central policies have provided flexibility, regional agencies are still in the process of adapting and building capacity to manage performance more strategically and based on outcomes.

In the context of Grindle's theory, this situation can be linked to the location of decision-making. Formally, policy implementation authority has been delegated to the regional or work unit level, but its effectiveness depends heavily on the agency's ability and willingness to utilize this space to make contextual decisions. In Gunungsitoli, although decentralized space is available, substantive decision-making is still not fully operational, resulting in suboptimal policy implementation.

Regarding who holds the primary authority to establish and clarify civil servant performance expectations, informants consistently stated that this authority rests with their immediate superiors in each work unit or regional apparatus. The Human Resources Development Agency (BKPSDM) in this case only acts as a facilitator, ensuring that the performance planning process is carried out in accordance with regulations and that the information system (e-Kinerja) is used effectively. However, there is also a phenomenon where employees often develop their own performance plans, then submit them to their superiors for approval without going through a meaningful clarification process. This demonstrates that performance dialogue, a crucial component of performance planning theory and also emphasized in Regulation of the Minister of Administrative and Bureaucratic Reform No. 6/2022 has not been fully implemented effectively.

Thus, it can be concluded that, in policy terms, civil servant performance management has moved toward flexibility and decentralization. However, in practice, implementation in the regions still presents challenges, both in terms of utilizing decision-making space and in the process of setting and clarifying expectations. From Grindle's theory perspective, this suggests that policy success depends not only on the design or content of the policy itself, but also on the extent to which implementing actors have the interest, capacity, and willingness to implement it actively and contextually.

## **CONCLUSIONS AND RECOMMENDATIONS**

Conduct intensive outreach and training for policy implementers to ensure a more comprehensive understanding of the policy's contents. More practical and applicable Standard Operating Procedures (SOPs) need to be created so that implementers can adapt policies to the real-world work context without relying on old habits. Furthermore, efforts are needed to develop tangible benefits from the policy, such as increased employee motivation and well-being, through mentoring programs, reward systems, and active staff involvement in performance planning and evaluation. Conduct regular monitoring and evaluation with clear and measurable performance indicators, and encourage a new work culture that is more results- and process-oriented, in

accordance with PermenPAN-RB No. 6 of 2022. Increase the capacity and commitment of work units in optimally utilizing decentralized authority through performance management training and facilitating dialogue between superiors and subordinates to make the performance planning process more participatory and meaningful. Strengthen the technical competency of direct superiors through training and coaching on setting SMART (Specific, Measurable, Achievable, Relevant, Time-bound) performance targets and effective communication skills to deepen dialogue with subordinates. Optimize the use of existing budgets and resources, prioritizing capacity building for implementers and maintaining digital infrastructure. Consider adding administrative staff or performance facilitators to ensure a more equitable workload distribution. Establish transparent coordination and communication mechanisms between stakeholders to reduce conflicts of interest and enhance collaboration. Facilitate strategic dialogue involving all relevant parties to foster a shared commitment to policy implementation. Gradually implement changes to the organization's work practices to foster a more flexible work culture and focus on delivering high-quality results. Increase internal oversight and provide employee training to ensure effective policy implementation. Enhance implementer understanding through intensive training and mentoring to ensure compliance with existing regulations, ensuring compliance is not merely a formality but based on a deep understanding of the objectives and benefits of establishing and clarifying performance expectations.

#### **ADVANCED RESEARCH**

Future research can be directed toward examining the integration of digital performance management systems and their role in strengthening the implementation of PermenPAN-RB No. 6 of 2022, particularly in fostering transparency, accountability, and participatory planning. Longitudinal studies are needed to assess the long-term impact of training, mentoring, and reward systems on employee motivation, well-being, and performance sustainability. Comparative research between different local governments could provide insights into best practices and contextual challenges in policy implementation. Furthermore, mixed-method approaches that combine quantitative performance indicators with qualitative insights from implementers and employees may offer a holistic understanding of how decentralized authority, organizational culture, and leadership competencies influence performance planning effectiveness, ultimately contributing to more adaptive and innovative governance.

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