

Performance Management of State Civil Apparatus in Indonesia

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ABSTRACT

New public management represents an innovative paradigm in public administration, emphasizing results achievement, information transparency, and accountability for services to citizens. Performance management serves as the core element to realize this results orientation by measuring inputs, processes, outputs, and outcomes of government activities. This study aims to introduce ASN performance management in Indonesia as a manifestation of new public management using a qualitative approach. Findings reveal that rigid bureaucracy and low public service quality continue to impede administrative progress in Indonesia, positioning ASN performance management based on achievements as a strategic solution to enhance employee productivity and overall public service quality.

Keywords: Performance Management, Public Administration, State Civil Apparatus.

I. Introduction

Public administration reform in Indonesia has adopted new public management principles that emphasize target achievement, transparency, and service accountability (Fathya, 2019). Performance management has become a key instrument to guide this focus, as outlined in recent public sector reform literature (Priansa, 2017). Two models of civil service management dominate: a traditional, centralized, hierarchy-based approach and a reformist model that delegates financial and human resource autonomy with performance-based oversight (Kadarisman, 2018). Performance management encompasses target setting, monitoring implementation, and utilizing data for strategic decision-making and ongoing audits (Alimudin, 2017). Currently, Indonesia lacks a comprehensive civil service performance management system, relying instead on conventional performance assessments such as Employee Work Targets (SKP), annual reports, and performance-based budgeting (Government Regulation Number 46 of 2011). Indonesia's regulation-oriented governance emphasizes procedural compliance over results, with key indicators focusing on budget expenditure and project completion, so a performance management system is needed to reduce bureaucratic inefficiencies (Kristiana, 2015).

II. Literature Review

The performance management system is critical for the efficiency and effectiveness of public administration. In Indonesia, the management of the State Civil Apparatus (ASN) plays a crucial role in driving governmental progress, particularly through the implementation of new public management (NPM) principles. This section explores various studies and theoretical perspectives on ASN performance

management, emphasizing the integration of NPM principles, its challenges, and its implementation strategies.

2.1. The Role of Performance Management in Public Administration

Public administration reform in Indonesia has been influenced by global trends toward New Public Management (NPM). According to Hood (1991), NPM emphasizes the importance of results, accountability, and customer-oriented services. This paradigm shift necessitates a performance management system that integrates accountability measures with the broader goals of service quality and efficiency. Indonesia's public administration reform has increasingly focused on establishing transparent, accountable, and results-oriented governance (Fathya, 2019). Despite these efforts, administrative progress has been hampered by bureaucratic rigidity and low public service quality (Kristiana, 2015). Performance management systems in the public sector are designed to enhance organizational efficiency by setting clear performance targets, monitoring progress, and ensuring that results are achieved. It provides a framework for assessing the effectiveness of government actions and improving service delivery (Alimudin, 2017). In the context of Indonesia, performance management systems are seen as crucial to addressing inefficiencies and ensuring that public service delivery is more responsive to citizens' needs (Priansa, 2017).

2.2. New Public Management and Civil Service Reform

The theoretical foundation of NPM is rooted in the idea that public administration should be as efficient and responsive as the private sector (Hood, 1991). This approach promotes the decentralization of decision-making, market-oriented reforms, and a performance-based accountability system (Pollitt & Bouckaert, 2011). In Indonesia, NPM principles have been adapted to fit the local context, with an emphasis on improving the quality of public services through the implementation of performance management systems (Kadarisman, 2018). The State Civil Apparatus (ASN) in Indonesia operates under a centralized, hierarchical system, where decision-making authority is concentrated in the hands of top-level officials. This traditional system has often resulted in inefficiencies, limited innovation, and a lack of accountability (Kristiana, 2015). The introduction of performance-based models has attempted to shift this paradigm by focusing on the outcomes and effectiveness of government actions (Alimudin, 2017). By setting clear performance targets and integrating evaluation mechanisms, the aim is to improve the quality of public services and reduce the traditional bureaucratic inefficiencies.

2.3. Performance-Based Models and Their Implementation

Several studies have explored the effectiveness of performance-based models in the public sector. For example, Kadarisman (2018) highlights the advantages of a performance-based civil service model, noting that it enables a more flexible approach to human resource management and accountability. This model allows for the delegation of authority and responsibility to lower-level officials, thereby promoting autonomy and improving overall organizational performance. In contrast, the traditional model, which relies heavily on rigid bureaucracy and centralized control, has been found to impede efficiency and innovation (Alimudin, 2017). In Indonesia, the lack of a comprehensive performance management system for ASN has led to the continued reliance on outdated methods such as Employee Work Targets (SKP) and annual performance reports. These methods have been criticized for focusing too heavily on compliance rather than results (Government Regulation No. 46 of 2011). A more modern performance management system would integrate data-driven decision-making, strategic oversight, and performance evaluations to improve public sector performance (Priansa, 2017). However, there are challenges in implementing such a system, particularly due to the entrenched bureaucratic culture and the resistance to change from public servants accustomed to traditional practices (Fathya, 2019).

2.4. Challenges in Implementing Performance Management Systems

The implementation of performance management systems in Indonesia faces several challenges, particularly related to bureaucratic culture and the complexity of public sector governance. According to Kristiana (2015), the overemphasis on procedural compliance, such as budget expenditure and project completion, detracts from focusing on results and outcomes. This procedural focus has led to a situation where the performance of civil servants is often measured by inputs (e.g., budget usage) rather than outputs or outcomes (e.g., service quality or citizen satisfaction). To address this, it is necessary to shift towards a results-oriented system that measures actual performance based on clear, measurable outcomes (Kadarisman, 2018). Moreover, the slow pace of reform within Indonesia's public administration is exacerbated by the entrenched hierarchy and resistance from civil servants who are accustomed to traditional performance evaluation methods (Alimudin, 2017). This resistance to change is a significant barrier to the adoption of more modern, performance-based systems. As such, public administration reform in Indonesia needs to address these cultural and organizational challenges to create an environment conducive to performance-based management.

2.5. The Importance of Accountability and Transparency

One of the core tenets of NPM is the emphasis on transparency and accountability in public administration (Hood, 1991). In Indonesia, these principles are integral to the development of a performance management system for the ASN. Transparency ensures that government activities and expenditures are visible to the public, while accountability mechanisms allow citizens to hold public servants responsible for their actions (Pollitt & Bouckaert, 2011). However, the lack of a clear and effective performance management system in Indonesia has hindered the full implementation of these principles. Recent studies have shown that when performance management systems are effectively implemented, they lead to improvements in transparency and accountability, which, in turn, enhance public trust in government institutions (Fathya, 2019). This is particularly important in the context of Indonesia, where there is a need to strengthen public trust and improve the reputation of government services (Priansa, 2017). The introduction of a performance management system that aligns with NPM principles can significantly contribute to these goals by ensuring that public servants are held accountable for achieving specific results.

III. Research Method

This study applies a qualitative approach to explore the phenomenon of ASN performance management in depth, with the researcher as the primary instrument for data collection and analysis (Sugiyono, 2005). This approach allows for a holistic understanding of stakeholder behavior, motivation, and perceptions related to the challenges of Indonesian bureaucracy through the triangulation of sources and methods (Moleong, 2005). Data analysis was conducted descriptively with a focus on the specific context of ASN reform, ensuring validity through cross-verification of findings.

IV. Result and Discussion

4.1. Performance Management System

The concept of performance management has been recognized as a cross-disciplinary management tool, such as behavioral management and organizational behavior, in modern public administration (Priansa, 2017). Components of a successful system include alignment of organizational strategy, consistent leadership, a culture of achievement recognition, stakeholder engagement, and continuous monitoring with dynamic feedback (Alimudin, 2017). A performance management system records the inputs, processes, outputs, and outcomes of government procedures to evaluate progress toward goals, while identifying areas for improvement through training and capacity building (Kristiana, 2015). Two primary objectives of its implementation are evaluation to assess readiness for greater responsibility, competency recognition, and

linkages to career compensation; and empowerment through counseling, motivation, competency diagnosis, and individual training assignments (Priansa, 2017). The theory suggests the following key components of a successful performance management system: a. Alignment of the system and the organization's strategy with the existing performance management system; b. Consistency of leadership; c. Not a burden used to punish poor performers but a culture that is considered to enhance and recognize good performance; d. The presence of stakeholders; and e. Continuous monitoring, feedback, dissemination, and learning from results (Wang & Berman, 2001). However, some authors, such as Bititci et al. (2006), also feel it is important that the performance management system is not static but matures as management styles and organizational culture evolve. A Performance Management System is a record of inputs, processes, outputs, and outcomes of government procedures. It helps evaluate and monitor the government's progress toward achieving its goals. Performance measures help communicate goals and objectives to key areas, thereby gaining cooperation to achieve them (Alimudin, 2017). It helps address bottlenecks in administration and guides, if necessary, the provision of training to civil servants. Researchers identified 2 objectives in implementing performance management for state civil servants, namely:

a. Evaluation Objectives

- 1) Evaluate & assess individual readiness to take on greater responsibilities.
- 2) To reward individuals about their current level of competence and need to improve by giving them feedback.
- 3) To link it to compensation, rewards and career development.

b. Empowerment Objectives

- 1) Counseling & training to subordinates to improve performance & increase competence
- 2) To motivate subordinates through recognition and support
- 3) To build relationships between superiors and subordinates
- 4) Diagnose individual & organizational competencies, so that action can be taken in problem areas.
- 5) Establish training requirements based on individual competencies.

Performance Management is the core of management, and the primary "vehicle" for achieving desired results through employees at all levels within the organization. The principle of "what gets measured, gets achieved" requires specific metrics per role, with cascading targets from the organization to the individual to support the long-term vision (Kadarisman, 2018). In Indonesia, the absence of a holistic performance management system limits performance assessment to SKP and work behavior (Government Regulation No. 46 of 2011).

4.2. Performance Management of State Civil Apparatus in Indonesia

Law Number 5 of 2014 concerning Civil Servants (ASN) stipulates meritocracy-based management, professionalism, and freedom from political intervention, encompassing procurement, career development, performance appraisal, and remuneration (Law Number 5 of 2014). Government Regulation Number 46 of 2011 integrates SKP (target planning and realization) with behavioral assessments (service orientation, integrity, and discipline), conducted at the end of the year with sanctions for negligence (Government Regulation Number 46 of 2011). Unlike the private sector, which focuses on measurable output, ASN performance is difficult to measure because it depends on public satisfaction, so the emphasis on input and output often dominates (Kadarisman, 2018). Challenges include a lack of clear planning, transfer of duties, ambiguous guidelines, limited resources, and minimal performance incentives due to seniority-based promotions (Fathya, 2019).

V. Conclusion

Complex bureaucracy and unsatisfactory public service delivery are widely recognized as the main curses of public administration in Indonesia, with fragmentation of authority and dilution of command-control being crucial causes exacerbating overall systemic inefficiency (Alimudin, 2017). This condition not only hinders the achievement of national development goals but also undermines public trust in the state apparatus, creating a vicious cycle of perpetual ineffectiveness. To fundamentally address these root causes, the government requires a robust and integrated Civil Servant Performance Management system, capable of shifting the paradigm from process-based management to a measurable and accountable results orientation (Kristiana, 2015). Such a system must be designed with concrete, measurable targets that can be translated into daily operational actions, so that every civil servant has clear guidance regarding performance expectations and their contribution to organizational goals. Furthermore, creating a conducive work environment is imperative, where performance-based incentives such as variable remuneration, rapid promotion, and public recognition are applied consistently across all levels of government, from the central to the regional levels (Priansa, 2017). Thus, ASN performance management is not merely a technical tool, but rather an organizational cultural transformation that has the potential to revolutionize Indonesian governance towards a new era of public management oriented towards tangible results for the welfare of the people.

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