

# Implementation of the Electronic Performance System for State Civil Apparatus at the Tenggara Seberang Sub-District Office

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**Abstract**— This study explores the implementation of the Electronic Performance System for State Civil Apparatus at the Tenggara Seberang Sub-District Office, Kutai Kartanegara Regency. The system was developed as part of the Indonesian government's broader strategy to improve bureaucratic performance and accountability through the application of digital governance (e-government). The research applies to a qualitative descriptive method with data collected through field observations, in-depth interviews, document analysis, and literature review. Key aspects examined include communication, resource availability, disposition or willingness of implementers, and bureaucratic structure drawing from the policy implementation model of George C. Edwards III. The findings reveal that while the transmission and clarity of the E-Kinerja policy are adequately established through training and socialization activities, the consistency of its application varies among staff. A significant challenge lies in the limited understanding and technical capacity of certain employees to operate the system effectively. In addition, the absence of specific financial resources to support the digital infrastructure and recurring system errors further hinder smooth implementation. However, a strong disposition among the staff and legal support from national regulations such as BKN Regulation No. 7/2023 act as positive factors reinforcing the system's use. This research concludes that the successful implementation of E-Kinerja depends not only on the system's technical robustness but also on human resource readiness, leadership commitment, and the integration of organizational routines. The case of the Tenggara Seberang Sub-District Office illustrates both the opportunities and constraints that local governments face in translating central government digital policy into effective administrative practice. The study offers insights for future improvements in performance-based management systems within Indonesia's public sector.

**Keywords**—Electronic Performance System, Public Policy Implementation, State Civil Apparatus, Bureaucratic Reform, Digital Governance

## I. INTRODUCTION

The transformation of public administration in the digital era has brought about significant shifts in how governments formulate, implement, and evaluate policies. In Indonesia, this transformation is marked by the adoption of e-government practices that emphasize transparency, efficiency, and accountability across public institutions. One of the key instruments within this movement is the Electronic Performance System, designed to manage and assess the performance of State Civil Apparatus in a more structured and measurable manner (Kementerian PANRB, 2020; Rifil.co.id, 2022). The initiative aligns with the broader policy direction set by Presidential Regulation No. 95 of 2018 on the Electronic-Based Government System (SPBE), which mandates the integration of technology into government management systems to realize effective and efficient public services (Kementerian PANRB, 2020; Subianto, 2020).

The urgency to implement such systems arises from the persistent problems that have long plagued performance management in Indonesian bureaucracy. Conventional performance appraisal systems often manual and inconsistent fail to provide accurate, timely, or objective assessments of civil servants' contributions. Moreover, they leave considerable room for subjectivity and are administratively inefficient, leading to the erosion of meritocratic principles in personnel management (Nada & Mursyidah, 2022; Muslimah, 2024). Electronic Performance System, therefore, is seen as an innovative solution to restructure how performance is measured, by enabling digital documentation of daily activities, target

achievements, and the basis for determining additional income (Susanti et al., 2023).

The implementation of E-Kinerja is not merely a technical transformation but also an institutional and behavioral reform. As Akib (2012) emphasizes, policy implementation is a dynamic process influenced by multiple interacting variables namely communication, resources, disposition of implementers, and bureaucratic structure. These variables, originally proposed by Edwards III, remain central to understanding the success or failure of public policy in various contexts, particularly in decentralized governance systems such as Indonesia (Bloolo, 2021; Choiriyah, 2018).

At the core of E-Kinerja lies the assumption that technology, when integrated effectively, can reduce bureaucratic inefficiency and enhance civil service productivity. However, empirical studies suggest that its adoption is far from uniform and often fraught with challenges. In some regions, technical obstacles such as unstable internet connectivity, system errors, and software glitches have hindered usage (Yanuarita & Susanto, 2023; Muliawaty & Hendryawan, 2020). Other challenges stem from the limited digital literacy among ASN and resistance to change, especially in regions where organizational culture is still strongly tied to manual processes (Gunandi et al., 2024; Juliarso, 2019).

This reality is well illustrated in the case of Tenggaraong Seberang Sub-District, one of the administrative areas under Kutai Kartanegara Regency, East Kalimantan. As part of the province selected for piloting the E-Kinerja system by BKN, the sub-district office has been at the forefront of digital bureaucratic transformation efforts (BKD Provinsi Kalimantan Timur, 2022). Local governments were expected to adopt the system not only as a formality but as a functional part of their administrative routines (Kukarpaper.co.id, 2022). However, in practice, the success of implementation varies widely depending on local leadership, resource availability, and the commitment of civil servants themselves (Muslimah, 2024; Navarani & Farida, 2024).

A deeper look into the institutional context of Tenggaraong Seberang shows that despite policy directives and available platforms, E-Kinerja is often met with implementation barriers. These include insufficient training, lack of incentives, low awareness of policy objectives, and the absence of a dedicated technical support team. Many employees struggle to consistently input their performance data or misinterpret the system's reporting requirements, leading to inaccuracies or incomplete submissions (Susanti et al., 2023; Nada & Mursyidah, 2022). Moreover, some employees tend to delay their input until the end of the month, which contradicts the daily-based documentation goals and compromises the real-time tracking purpose of the system (Muslimah, 2024).

These findings echo the assertions of public policy scholars who argue that policy content alone is insufficient for ensuring implementation success. According to Handoyo (2012a), effective implementation must consider not just the design of the policy but also the institutional

capabilities, socio-political environment, and administrative culture of the implementing agency. Similarly, Fitria et al. (2020) highlight that policies often fail due to a mismatch between policy goals and on-the-ground realities, particularly in terms of human resource capacity and inter-organizational coordination.

From the perspective of bureaucratic behavior, disposition plays a vital role. Even with well-designed systems, the lack of motivation or willingness to adopt new routines can derail implementation (Henriyani, 2019; Thoha, 2005). In the case of Electronic Performance System, studies have found that employees who feel overburdened by administrative tasks often perceive the system as an added layer of complexity rather than a tool for empowerment (Hariyati, 2015; Yanuarita & Susanto, 2023). In contrast, where leadership actively supports adoption and integrates the Electronic Performance System into performance-based incentives, employees show greater compliance and enthusiasm (Gunandi et al., 2024; Kukarpaper.co.id, 2022).

This research also acknowledges the broader administrative environment of Kutai Kartanegara, which is characterized by both vast geographical coverage and socio-economic diversity. According to local government data, the region continues to develop in terms of infrastructure and human development, yet disparities in digital access and institutional quality remain (Pemerintah Kabupaten Kutai Kartanegara, 2024a, 2024b, 2024c). These structural factors must be accounted for when evaluating the effectiveness of centralized digital initiatives like Electronic Performance System.

In addition to its empirical objectives, this study also seeks to contribute theoretically to the discourse on digital policy implementation in developing countries. While the diffusion of e-government tools has become common globally, few studies provide detailed insights into how such systems operate at the sub-district level, particularly within Indonesia's decentralized administrative framework. By focusing on Tenggaraong Seberang, this study offers a grounded analysis of how national-level policies are interpreted, adapted, or resisted at the local level a dynamic that is often overlooked in top-down evaluations.

This study seeks to explore the implementation dynamics of the Electronic Performance System as experienced by the State Civil Apparatus at the Tenggaraong Seberang Sub-District Office. Specifically, it examines how the system is understood, utilized, and institutionalized within the daily administrative routines of local government staff. This includes an analysis of how effectively communication regarding the policy is delivered, how resources both human and technical are mobilized, and how the bureaucratic structure supports or hinders implementation. At the same time, the study investigates the key factors that either facilitate or obstruct the effective functioning of Electronic Performance System. These include technological infrastructure, digital competence of staff, leadership commitment, availability of operational funding, and cultural readiness for change. By engaging with these elements, the research not only

provides empirical insights into the current state of Electronic Performance System adoption at the sub-district level but also contributes to the formulation of policy recommendations that are both theoretically grounded and practically relevant. Ultimately, this study aims to support the development of digital performance management systems that are sensitive to local administrative capacities, while remaining aligned with broader national goals of bureaucratic reform and good governance.

## II. METHODS

This study adopts a qualitative descriptive approach to examine the implementation of the Electronic Performance System for State Civil Apparatus (ASN) at the Tenggaraong Seberang Sub-District Office. The use of qualitative methods enables an in-depth understanding of social phenomena, particularly in the context of policy implementation, where multiple interacting variables shape outcomes at the local level (Miles et al., 2014; Sholahuddin, 2021). A descriptive orientation is necessary to systematically document how the Electronic Performance System policy is interpreted and practiced by government personnel, focusing on actual behavior and administrative culture rather than hypothetical expectations. The analytical framework used in this study is grounded in the policy implementation model of George C. Edwards III, which identifies communication, resources, disposition, and bureaucratic structure as key variables influencing the success of policy enactment (Akib, 2012; Subianto, 2020). These variables serve as guiding themes for exploring how the Electronic Performance System is embedded into the operational environment of a local public institution.

To capture the complexity of E-Kinerja implementation, the study employed three primary data collection techniques: in-depth interviews, direct observation, and document review. In-depth interviews allowed for the exploration of subjective experiences and institutional knowledge related to the system. These interviews followed a semi-structured format to maintain consistency while accommodating emergent themes (Miles et al., 2014).

Observation was conducted within the working environment of the sub-district office to document behavioral patterns, user interactions with the system, and real-time challenges. This method was particularly useful for validating interview findings and identifying discrepancies between reported and actual practices (Muslimah, 2024).

In parallel, relevant documents were analyzed to understand the formal guidelines and procedural arrangements governing the use of E-Kinerja. These included system manuals, standard operating procedures (SOPs), performance logs, training materials, and internal memos. Such documents helped to contextualize field data within the institutional policy framework (Gunandi et al., 2024).

Data were analyzed using the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of three components: data condensation,

data display, and conclusion drawing/verification. Data condensation involved selecting, simplifying, and transforming raw data obtained from the field. This process included transcribing interviews, coding responses, and organizing observational notes. The condensed data were then displayed in the form of tables and thematic matrices to facilitate interpretation and pattern recognition. Table 1 below illustrates the thematic mapping used in this research based on Edwards III's implementation framework.

Table 1. Thematic Categories Based on Policy Implementation Model

Implementation Variable	Thematic Focus Areas	Sources of Evidence
Communication	Policy socialization, clarity of instructions, leadership communication	Interviews, policy documents
Resources	Availability of technical support, digital literacy, infrastructure	Observation, interviews
Disposition	Willingness to comply, motivation, perception of benefits	Interviews, daily reports, system logs
Bureaucratic Structure	Organizational workflow, SOPs, integration with existing processes	Organizational documents, observation

The final stage involved drawing conclusions and verifying findings through triangulation. Triangulation was achieved by cross-checking interview data with observations and documents to ensure consistency and credibility (Pasolong, 2020; Subianto, 2020).

To maintain the validity and reliability of qualitative findings, the study employed the trustworthiness criteria proposed by Lincoln and Guba—credibility, transferability, dependability, and confirmability. Credibility was established through prolonged engagement in the field, member checking, and triangulation of data sources. Transferability was ensured by providing rich, contextual descriptions of the research setting and participants. Dependability was maintained by keeping an audit trail of data collection and analysis procedures, while confirmability was supported through reflective journaling and documentation of the researcher's analytic process (Miles et al., 2014).

## III. RESULTS AND DISCUSSION

To understand how the Electronic Performance System has been implemented at the Tenggaraong Seberang Sub-District Office, this section presents findings derived from interviews, observations, and document analysis. The discussion follows the conceptual framework developed by George C. Edwards III, which provides four interdependent variables critical to successful policy implementation: communication, resources, disposition, and bureaucratic structure (Akib, 2012; Subianto, 2020). The data is analyzed thematically to identify supporting and inhibiting factors, and to explore how these

dimensions influence one another during the implementation process.

#### A. Effectiveness of Policy Communication

The findings suggest that communication regarding the Electronic Performance System has been moderately effective but uneven across different administrative roles. Policy communication was primarily delivered through socialization meetings, circular letters, and digital tutorials from the BKD and BKN (BKD Provinsi Kalimantan Timur, 2022; Kukarpaper.co.id, 2022). While these efforts were helpful in introducing the policy, inconsistencies emerged in how messages were interpreted at the individual level.

For instance, sub-district leaders were able to comprehend the policy's objectives, namely improving performance transparency and linking productivity with compensation. However, many administrative staff members expressed confusion regarding the detailed procedures for inputting daily activity data, classifying workload types, or understanding performance indicators. This gap is likely attributable to the one-time nature of the socialization process and the lack of follow-up guidance or mentoring (Muslimah, 2024; Gunandi et al., 2024).

Furthermore, vertical communication between higher authorities (district and regency offices) and field implementers remains limited. Communication was predominantly one-directional, without sufficient feedback mechanisms to address emerging problems. This aligns with findings in other regional studies that emphasize the importance of iterative, two-way communication in public policy implementation (Henriyani, 2019).

#### B. Availability and Readiness of Resources

The success of any technology-based initiative is contingent upon adequate resource support both material and non-material. At the Tenggaraong Seberang Sub-District Office, the availability of technical infrastructure such as computers, internet access, and server connectivity was generally adequate, but not uniformly distributed across all departments. Some sections, especially those with administrative overload, faced recurring connectivity issues and hardware limitations that impeded timely input of performance data.

Beyond infrastructure, human resource readiness proved to be an even more critical barrier. Although all employees had access to the system, not all possessed sufficient digital literacy or confidence to use it effectively. This was particularly apparent among staff nearing retirement age or those with minimal ICT training backgrounds. As shown in table 2, there is a clear difference in system proficiency across age groups.

Table 2. Digital Proficiency by Employee Age Group at Tenggaraong Seberang

Age Group	High Proficiency	Moderate Proficiency	Low Proficiency
Under 30 years	80%	20%	0%
31–45 years	65%	30%	5%
46–55 years	40%	45%	15%
Over 55 years	10%	25%	65%

These findings reinforce previous studies highlighting the need for continuous capacity-building programs to support e-government adoption (Muliawaty & Hendryawan, 2020; Nada & Mursyidah, 2022). While the government has developed infrastructure and application interfaces, the human resource component still requires targeted investment.

#### C. Employee Disposition and Motivation

Employee disposition defined as the willingness and attitude of implementers toward policy adoption played a pivotal role in shaping the overall success of Electronic Performance System. The research found a noticeable divide in employee attitudes. A portion of the workforce viewed the system positively, especially those who saw it as a fairer and more structured mechanism to quantify work and justify additional performance-based allowances (Susanti et al., 2023; Muslimah, 2024).

Conversely, some employees regarded the system as burdensome and administrative in nature, citing that the requirement to input data daily disrupted their actual work productivity. This group tended to delay input until the end of the month, which led to inaccurate and inflated reporting thus undermining the system's integrity. These attitudes highlight the complex behavioral dynamics behind policy implementation and mirror findings from other studies on resistance to digital reform (Gunandi et al., 2024; Yanuarita & Susanto, 2023).

What emerges is that disposition is not merely an individual attitude but is shaped by organizational culture, perceived fairness of the system, and the alignment between new routines and existing workloads. The presence of internal incentives, such as transparent calculation of performance-based payments (TPP), was found to increase motivation among staff, suggesting that well-structured reward systems can positively reinforce policy compliance (Nada & Mursyidah, 2022).

#### D. Bureaucratic Structure and Organizational Alignment

The organizational structure of the sub-district office played both enabling and constraining roles in the implementation of Electronic Performance System. On the one hand, leadership at the top level especially the sub-district head demonstrated strong commitment by regularly monitoring Electronic Performance System reports and encouraging timely input. This leadership behavior helped to institutionalize the system and set

behavioral expectations among subordinates (Muslimah, 2024).

However, structural rigidities and siloed task divisions within departments led to inefficiencies in collaborative monitoring. Some divisions lacked clear Standard Operating Procedures (SOPs) that integrate Electronic Performance System activities into daily routines, resulting in fragmented or redundant reporting. The absence of dedicated monitoring personnel also meant that errors in data entry were not promptly addressed.

This challenge highlights the importance of organizational alignment between policy goals and institutional routines, a concern frequently cited in public policy literature (Subianto, 2020; Handoyo, 2012a). Without structural support, even a well-designed digital system may fail to produce the intended improvements in performance accountability. Figure 1 illustrates the implementation trends over time, based on monthly Electronic Performance System data input frequencies during the initial six months of the policy's rollout at Tenggaraong Seberang.

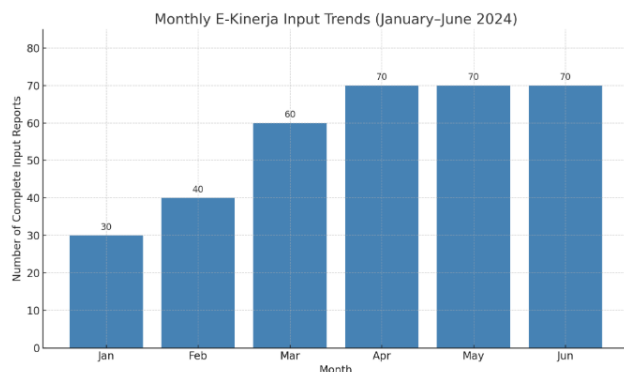


Figure 1. Monthly E-Kinerja Input Trends (January-June 2024)

As seen in Figure 1, there was a sharp increase in input rates during the first two months following system orientation, but a plateau occurred by April, suggesting a gradual decline in engagement. This could be attributed to decreasing novelty, system fatigue, or the absence of sustained monitoring mechanisms.

#### IV. CONCLUSION

The implementation of the Electronic Performance System (E-Kinerja) at the Tenggaraong Seberang Sub-District Office marks a significant advancement in promoting digital governance and improving bureaucratic accountability within Indonesia's public sector. This study reveals that the system's success relies not merely on the availability of technology, but on the complex interaction between communication, resource adequacy, employee attitudes, and organizational structure.

Communication about Electronic Performance System was largely top-down and lacked ongoing follow-up, leading to uneven understanding across personnel. While leadership grasped the system's objectives, many staff struggled with its technical application, underscoring the need for continuous and responsive policy socialization.

Though infrastructure was available, disparities in digital literacy and equipment access, particularly among older employees, posed challenges to consistent system use. These findings emphasize that technological reforms must be supported by targeted training and capacity-building efforts to ensure equitable participation.

Employee responses to the system were mixed. Some viewed it as a fair and motivating performance tool, while others saw it as burdensome and disruptive, often resulting in delayed or inaccurate input. This suggests the importance of aligning system procedures with work realities and fostering a supportive institutional culture.

The bureaucratic structure also shaped implementation outcomes. Leadership commitment helped drive early adoption, but the absence of standardized procedures, fragmented workflows, and limited monitoring capacity hindered its sustained effectiveness.

Electronic Performance System shows great potential to enhance public service performance when applied with sensitivity to local capacities and organizational dynamics. To ensure long-term success, digital reform must be approached as a holistic transformation involving technology, people, and processes. This study contributes both practical recommendations for administrative improvement and scholarly insights into local e-governance practices, offering a relevant case for other regions pursuing similar reforms.

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