Implementation of the Policy on the Use of the BKN e-Performance Application in the Southeast Minahasa Regency Government Environment

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Abstract. *The use of the e-Performance application will result in effectiveness and efficiency in ASN performance reporting. ASN employees no longer need to print their monthly performance results but can be directly entered into the application and can be directly assessed by the assessor without being limited by time, can be done anywhere and anytime. This study aims to determine what factors are the causes of the failure to implement the BKN e-Performance Application in the Southeast Minahasa Regency Government properly. Qualitative design was used in this study. The Human Resources Development and Personnel Agency as the research location. The focus of the study is based on aspects of communication, resources, attitudes of implementers and bureaucratic structure. Data analysis through the stages of data reduction, data presentation and preparation of conclusions and verification. The findings of the study were miscommunication in ASN in translating socialization materials, inadequate internet facilities, ASN who were still indifferent in reporting their monthly performance, and there were no standard binding rules regarding awards and sanctions regarding the use of the BKN e-Performance application for ASN.*

Keywords: *Policy Implementation, e-Performance Application, State Civil Apparatus*

INTRODUCTION

Policy implementation is a concrete step to realize a policy that has been prepared (Putera, 2015). After a policy is approved, the next stage is how the policy is actually implemented in everyday life. The stages in policy implementation include: ratification of laws and regulations, implementation of Decisions by implementing agencies, and the willingness of target groups to implement decisions. Align with research from Rusdy, (2023) the Indonesian government aims to create a clean and efficient government. One of the concrete steps taken is to utilize information technology or e-government. Through Presidential Instruction Number 6 of 2001, the government encourages all civil servants to use information technology in their work so that public services become better and the decision-making process becomes faster. Rapid advances in science and technology have changed the way we live (Lubis, 2021). Now, we live in an era where information is very easy to access.

In Indonesia, information technology has become an inseparable part of everyday life, especially in public services (Abdurrahman et al., 2022). According to (Nurlukman, 2017) the application of information and communication technology in the implementation of government, known as e-government, facilitates interaction between the government and various related parties. E-government acts as a bridge for communication and information sharing, as well as a means to increase transparency and accountability in the implementation of government

(Febrianeu et al., 2024). The implementation of e-government has become a new standard in governance. Align with research from Alhadi, (2022) Almost all government activities now rely on data processing to produce relevant information for strategic decision making.

The implementation of information technology in governance involves electronic data processing and the implementation of an effective data management system (Hermawan et al., 2024). The main objective of this effort is to improve the accessibility and affordability of public services for the entire community. According to Chumairo, (2023) state Civil Apparatus is a profession for civil servants and government employees with work agreements who work in government agencies, in accordance with Law Number 20 of 2023 concerning State Civil Apparatus. ASN as the main pillar of government human resources has a crucial role in the success of state governance. The performance of government organizations is greatly influenced by the quality of its human resources (Hastuti, 2023). Therefore, periodic evaluation of ASN performance is very important.

ASN performance assessments are carried out by direct superiors as a form of evaluation of the implementation of duties and responsibilities (Wanti & Wulandari, 2023). The main purpose of performance assessments is to measure the achievement of individual ASN performance and provide feedback for career development. In accordance with the mandate of the law, ASN has the main task of implementing public policy, public services, and uniting the nation. ASN consists of two categories, namely Civil Servants (PNS) and Government Employees with Work Agreements (PPPK). ASN performance assessment aims to ensure the objectivity of ASN development based on work performance and career levels.

In order to implement Law Number 20 of 2023, the government has issued Government Regulation Number 30 of 2019 and Regulation of the Minister of PANRB Number 6 of 2022 as guidelines for implementing ASN performance assessments. The aim is to build an objective and transparent performance assessment system to improve the quality and performance of ASN (Danapratapa et al., 2024). This regulation aims to provide clarity regarding the duties, functions, and responsibilities of each employee in achieving organizational goals (Marthalina, 2021). One of the key instruments to achieve these goals is performance management. According to Nailiu, (2024) performance management aims to motivate employees to be able to optimally utilize their potential and competencies to improve organizational performance. Through effective performance assessments, it is hoped that employee performance can be measured accurately.

This performance management policy is directed at improving the quality and competence of employees. This effort is carried out by strengthening the role of leadership and creating synergy between employees in order to achieve organizational goals (Khoirotunnisa & Pujianto, 2024). The ASN Employee Performance Application is an implementation of the Regulation of the Minister of PANRB Number 6 of 2022. Details regarding the structure and procedures for performance management can be seen in the ASN Employee Performance application. The components of employee performance management include: (1) performance planning, namely setting and describing expectations; and (2) implementation, supervision, and coaching of employee performance, namely performance recording, continuous feedback, and improving employee performance; (3) Employee performance evaluation employee performance assessment; (4) Implementation of rewards and penalties in response to employee performance evaluation findings (Pangestu et al., 2022).

Circular Letter of the Head of BKN Number 11 of 2023 provides guidance on the use of the BKN e-Performance application. According to Yopie, (2021) this application is designed to facilitate employee performance management, from planning to performance assessment. The BKN e-Performance application can be utilized by government agencies, including: (1) management of ASN employee performance from preparing SKP to SKP assessment and follow-up becomes easier, more effective, efficient, and accountable; (2) acceleration of employee services in SIASN such as promotion services and dismissal services integrated with SIASN, without the need to upload documents or align/synchronize performance assessment data; (3)

basis for payment of Performance Allowances/Employee Income Supplements (TPP). The Southeast Minahasa Regency Government has adopted the BKN e-Kinerja application to manage the performance of ASN employees since 2023.

The Regional Civil Service Agency is responsible for managing this application. With this application, the performance reporting process that was previously carried out manually is now more efficient because it can be done electronically and flexibly, anytime and anywhere (Erlinda & Septian, 2024). According to the Southeast Minahasa Regent Regulation Number 53 of 2022, the Southeast Minahasa Regency BKPSDM is a regional apparatus tasked with managing personnel and developing regional human resources in accordance with laws and regulations, provisions, and regional authorities. Align with research from Imanuel, (2023) assisting the Regent in supporting government affairs in the field of personnel management and development of human resources for the apparatus is the responsibility of the Head of BKPSDM.

The duties of the Head of BKPSDM include formulating policies in the field of civil servants and development of human resources for state civil servants, managing civil servants and developing human resources for state civil servants, monitoring, assessing, and reporting on the implementation of civil servant duties and development of human resources for state civil servants, and providing technical guidance in the field of management, personnel, and development of human resources for state civil servants in accordance with the direction of superiors. The field of Apparatus Performance Assessment and Awards is fully responsible for the implementation of ASN performance applications in the Minahasa Tenggara Regency Government environment (Saputra, 2024).

Based on the researcher's observations, the obstacles that occurred in the Minahasa Tenggara Regency Government ASN environment when implementing the BKN e-performance application were delays in reporting monthly performance from ASN to the assessing Official where performance reporting should have been carried out no later than the 10th of each month, but there were still many employees who reported their monthly performance later than the specified date. In addition, there are still ASN employees who have not been able to utilize technological facilities or have not been able to operate computers or laptops so that the creation of performance is assisted by other people. ASN employees also experience difficulties in using the BKN e-Performance application due to a lack of understanding of the procedures for using the BKN e-Performance application (Putra et al., 2023).

METHODS

The author uses qualitative descriptive techniques based on the objectives and challenges of the research (Abdussamad, 2021). This research was conducted at the Office of the Civil Service and Human Resources Development Agency of Southeast Minahasa Regency, which is a work unit that has adopted the BKN e-Performance Application policy. The research will be conducted from October to December 2024. The data in this study consists of primary data and secondary data (Nasution, 2023). Primary data comes directly from the field and is collected through informant interviews or observations. Direct interviews with previously selected informants are the main technique used to collect data. Secondary data is complementary to primary data. In the form of duties and functions of the BKPSDM of Southeast Minahasa Regency, the organizational structure of the BKPSDM of Southeast Minahasa Regency, and government regulations on ASN performance management. The focus of the research on the Implementation of the BKN e-Kinerja Application Use Policy in the Southeast Minahasa Regency Government can be seen using the George Edward III policy implementation model developed by Encep Syarief Nurdin, (2019) namely communication, resources, implementer attitudes and bureaucratic structure. The qualitative data analysis method or technique used in this study goes through three stages, namely data reduction, data presentation and preparation of conclusions and verification by referring to the concept of Miles and Huberman in Nasution, (2023).

RESULTS AND DISCUSSION

Southeast Minahasa Regency, with the center of government in Ratahan, is the result of the administrative division of South Minahasa Regency. This division process was completed and ratified in 2007, making Southeast Minahasa one of the regencies in North Sulawesi Province. Southeast Minahasa Regency consists of 12 Districts and 144 Villages/Sub-districts (135 Villages and 9 Sub-districts), Some areas have mountainous topography with an area of 730.63 km². The Human Resources and Personnel Development Agency is a regional apparatus that carries out the functions of personnel administration and human resource development in accordance with the provisions of laws and regulations and regional authority and is led by the Head of the Agency who is positioned under and responsible to the Regent through the Regional Secretary. Based on Regent Regulation Number 53 of 2022 concerning the Position, Organizational Structure, Duties and Functions and Work Procedures of the Minahasa Tenggara Regency Government Regional Apparatus, the BKPSDM's task is to assist the Regent in carrying out supporting functions for government affairs in the field of personnel management and development of human resources for the apparatus.

The policy for using the BKN e-Kinerja Application is implemented with reference to the Regulation of the Minister of PANRB Number 6 of 2022 concerning Civil Servant Performance Management, the government has implemented an ASN employee performance application system to manage the performance of all civil servants. This application aims to simplify and accelerate various processes related to personnel. One of its important features is integration with the State Civil Apparatus Information System (SIASN). This study uses the policy implementation theory of George C. Edwards III in Nurdin, (2019) which states that there are four important factors in policy implementation, namely communication, resources, disposition and bureaucratic structure.

Communication

Based on the results of interviews conducted by researchers, key informants (Head of BKPSDM, Head of Division, e-Kinerja Admin) stated that at the beginning of the use of the BKN e-Kinerja application, communication had been carried out to ASN through socialization carried out to all regional apparatus organizations according to the predetermined schedule. After the socialization was carried out, special socialization was also carried out for the Head of OPD and the Head of the General and Personnel Sub-Division, which was expected from the socialization, the Head of OPD and the Head of the general sub-division became an extension of BKPSDM so that they could socialize the use of the application to all ASN in their offices. BKPSDM also continues to facilitate OPDs that need assistance to socialize the use of the e-Kinerja application to ASN. In addition, it was explained that there is a WhatsApp group between BKPSDM and the Head of the General and Personnel Sub-Division which facilitates the exchange of information and communication between ASN.

In addition, it was explained that there is a WhatsApp group between BKPSDM and the Head of the General and Personnel Sub-Division. The results of the study showed that ASN in Southeast Minahasa Regency had used the e-Kinerja application, as evidenced by the progress of the use of the e-Kinerja application reaching 101% in early 2024, which explains that all ASN have used the BKN e-Kinerja application. The researcher's interpretation is that communication has been going quite well, meaning that the message conveyed by the policy implementer, namely BKPSDM, can be conveyed and received well by the target group, namely ASN. At the beginning of using the application, they found it difficult to understand because the one who socialized the use of the BKN e-Kinerja application was not from BKPSDM but from the Principal or Head of Administration. After BKPSDM explained it, the ASN understood and were able to use the application. Another obstacle is that there are ASN who cannot use a laptop/computer as a means of using the e-Kinerja application, and most of this is found in ASN who are 50 years of age and over and also ASN who are approaching retirement age.

For this reason, ASN who already understand help improve the performance of ASN who cannot. To understand a communication act, we need to pay attention to five main elements: the source of the message, the content of the message, the media used, the recipient of the message, and the effects caused by the message. Kincaid in Zahara, (2018) also stated that communication is like sharing information or ideas with others. The success of implementing a policy is very dependent on how well the policy message is delivered (Sepni et al., 2022). In addition to the content of the message itself, factors such as who delivers the message, the method of delivery, and the media used also greatly influence the effectiveness of communication. Factors that cause obstacles to the transmission process are caused by the fact that during socialization there are ASN who are unable to attend because they are not working or are temporarily carrying out outside duties or ASN do not understand how to operate computer/laptop media. So that the receipt of material regarding the e-Performance application cannot be understood.

Resources

Availability of resources is one of the requirements for success in implementing a policy. George C. Edward III argues that in addition to clear and consistent communication, the availability of resources is also very important in implementing a policy. Although the order is clear and all parties understand what to do, if it is not supported by sufficient resources, such as adequate manpower, equipment, information, or authority, then the implementation of the policy will be hampered and difficult to achieve its goals. The employees owned by BKPSDM in handling the use of the e-Performance application are adequate. The field that is responsible for the use of the BKN e-Performance application is the Performance Assessment and Discipline Field (Madhani et al., 2024). This field consists of the Head of the Field and several specific functional officials and functional officials.

The results of the study show that human resources in terms of quality and quantity at BKPSD have been fulfilled. It can be seen where BKPSDM employees can carry out socialization to existing OPDs, besides that they can also respond quickly to complaints from ASN and also the consultation services they provide at the BKPSDM Office. The success of implementing the e-Performance application is also supported by adequate facilities. Complete facilities will be the main support in achieving policy objectives. The facilities and infrastructure at the BKPSDM Office are adequate where each employee has been provided with a room and computer to work equipped with internet facilities. And to facilitate ASN who want to come to consult about the e-Kin application, they can be served directly in the consultation room. Other facilities that also play a role in the implementation of this policy are electricity and internet facilities.

The facilities and infrastructure are indeed adequate, but there is a place in one of the sub-districts called a blank spot, which does not have internet, namely the South Touluaan Sub-district. So ASN who work in that place when they want to report their monthly performance they have to go to another sub-district. The limitations of facilities including facilities and infrastructure have not been able to fully support the implementation of the policy of using the BKN e-Kinerja application where the internet used in the office is not yet independent, or still uses the internet provided by the Communication and Informatics Service, and there are also still areas that do not have internet. Limited internet access is a barrier for ASN in reporting their performance through the BKN e-Kinerja application.

The requirement to have a computer and a good internet connection is an absolute requirement to use this application. The results of the analysis show that the facilities provided for ASN are not adequate to support the policy of using BKN e-Performance as a whole. Successful policy implementation depends on accurate information and clear authority (Wahyudi & Wicaksono, 2024). Policy implementers must have a comprehensive understanding of the objectives of the policy and the actions that need to be taken. Formal authority will provide legitimacy for them to carry out their duties. The Head of BKPSDM is given the authority to lead the implementation of the policy. He can divide these tasks to each work field under his coordination, taking into account the expertise and responsibilities of each field. In the

implementation of this authority, it can be seen that the division of tasks is in accordance with the duties and functions of each field.

Disposition

Disposition refers to the willingness and commitment of implementers to implement public policies. In addition to having the necessary competencies, a strong will to implement policies is also very important. George C. Edward III emphasized that the success of policy implementation is not only determined by the extent to which policy implementers know what to do and are able to do it, but also by the willingness of policy implementers to have a strong disposition towards the policies being implemented (Widodo, 2021).

The implementation of the e-Performance application policy can be said to be successful where all employees in Southeast Minahasa Regency have used the BKN e-Kin application. However, the current obstacle is the delay in ASN reporting their performance through the BKN e-Kinerja application. The steps taken by BKPSDM are to require all ASN for all personnel services such as managing promotions, retirement, leave, KGB to attach a monthly e-Performance report. If they do not attach it, their personnel management will not be served. In addition, employees who have not reported their e-Performance, their monthly TPP will be withheld and will be disbursed after they report their performance through the e-Performance application. Another step is that BKPSDM has conveyed to ASN that the deadline for reporting BKN e-Performance is every 10th, so for ASN who have not filled in their e-Performance by the 10th of the current month, not only their TPP will be withheld but also the TPP of all employees in the agency/SKPD. It is hoped that with this policy, every OPD head and Kwpala Dinas will require every employee to fill in their e-Performance.

BKPSDM's commitment to go down to OPDs, fast response WhatsApp groups and provide consultation rooms at the BKPSDM Office which makes the implementation of the BKN e-Performance application run well. However, based on data in the first semester of 2024, there are still ASN who have not reported their monthly performance. The willingness, desire, and tendency of policy implementers to carry out a program seriously is called disposition. Positive disposition, when implementers support and are committed to the policy, will increase the likelihood of program success. Conversely, negative disposition, when implementers do not support or have different views, will hinder policy implementation and make it difficult to achieve goals. According to Edward III (Nurdin, 2019), many policies fall into the "zone of indifference". There are policies that are implemented effectively because they receive support from policy implementers, but other policies may directly conflict with the views of policy implementers or the personal or organizational interests of implementers. Tendencies may hinder implementation if implementers truly disagree with the substance of a policy.

Bureaucratic Structure

Implementation of the policy for using the BKN e-Performance application in the Minahasa Tenggara Regency Government based on the Regulation of the Minister of Empowerment of Apparatus and Bureaucratic Reform Number 2022 concerning ASN Performance Management. The SOP used in using the BKN e-Performance application is based on Permenpan RB Number 6 of 2022, and the guidebook used is based on the guidebook in the application. However, there are things that must have been implemented by BKPSDM but there are no rules yet. Such as the SKP model using Quantitative SKP, monthly assessment period, monthly performance reporting deadline, suspension of personnel services and TPP payments for ASN who have not reported their monthly performance. The draft has been made by BKPSDM but has not been approved by the authorized official. And for the delivery of information regarding technical matters of e-Performance, inform through the existing WhatsApp group consisting of the heads of general and personnel subsections of each OPD.

Based on the results of the study, it can be seen that there is no written SOP. This also makes ASN not serious about reporting their monthly performance because there are no written

rules issued by authorized officials regarding SOPs and rules for using the BKN e-Kinerja application, in addition, information is only obtained from the Head of the General and Personnel Sub-Division, not from BKPSDM directly. The author analyzes based on the absence of SOPs, including factors that cause the implementation of the policy for using the BKN e-Kinerja application in the Minahasa Tenggara Regency Government to not run well. Fragmentation is the division of responsibility for a policy between organizational units. Based on the results of observations and documentation, the Head of BKPSDM for Minahasa Tenggara Regency has divided tasks into fields according to the duties and functions that refer to the Regulation of the Regent of Minahasa Tenggara Regency Number 53 of 2022 concerning the Position, organizational structure, duties and functions and Work procedures for the Minahasa Tenggara Regency government apparatus.

According to George C Edward III Nurdin, (2019) that fragmentation is an effort to spread the responsibility of activities or work activities to several employees in work units to facilitate work and improve services. Based on the results of the study, it can be observed that fragmentation in the implementation of the e-Kinerja application usage policy has been running well. The role of BKPSDM as a policy implementer has been carried out well. The organizational structure at BKPSDM clearly illustrates the separation of duties and functions of each field and also the established coordination pattern places the Head of the Agency as the highest official where each part of the organization is connected by a chain of command directly to the Head of the Agency.

CONCLUSION

Policy implementation is an important stage in the public policy cycle. Based on the research and discussion that has been carried out, it can be concluded that the factors that cause the implementation of the policy on the use of the BKN e-Performance application in the Minahasa Tenggara Regency government environment have not run well. In the delivery of communication, there are three elements, namely transmission, clarity and consistency. The existence of miscommunication in ASN is caused by information conveyed by the Head of the General and Personnel Sub-Division, the Principal and KTU which has not been fully received and understood by ASN because the Head of the General and Personnel Sub-Division, the Principal and KTU cannot translate the material conveyed by BKPSDM to them. In addition, it is also caused by the absence of ASN during the implementation of the socialization held by BKPSDM. This causes ASN to be late in reporting their monthly performance and causes the implementation of the policy on the use of the BKN e-Performance application to not run well. Internet facilities are not adequate for each office and there are also sub-districts that do not have internet so that facility resources are a factor that causes the implementation of the BKN e-Kinerja application usage policy to not run well. BKPSDM as the policy implementer has tried various ways so that ASN is not late in reporting their performance, but the attitude of the policy target, namely ASN, is still indifferent so that there are still ASN who are late in reporting their monthly performance. SOPs and regulations regarding the use of the e-Kinerja application that have not been determined are also one of the causes of ASN being late in reporting their monthly performance because there are no standard binding regulations regarding awards and sanctions regarding the use of the BKN e-Kinerja application for ASN.

SUGGESTIONS

In order to improve, it is necessary to hold regular meetings between BKPSDM and the Head of OPD/Head of the General and Personnel Sub-section to avoid delays in reporting monthly performance. There needs to be basic training in the use of computers/laptops for ASN who do not understand how to use computers so that ASN who cannot operate computers can understand how to operate computers. There needs to be its own internet facility for each office in the Regent's office area and the creation of an internet network for blank spot areas so that ASN do not need to leave their place of duty to report their performance. SOPs and regulations regarding awards and sanctions for the use of the BKN e-Kinerja application should be immediately

established so that policies issued by BKPSDM that do not yet have a regulatory basis already exist and are binding.

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