

The Role Of Leadership In Enhancing The Effectiveness Of Civil Servant Performance Management: An Evaluation Of Permenpanrb No. 6 Of 2022 In The Bekasi City Government

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Abstract

The effectiveness of implementing Ministerial Regulation (PermenPANRB) Number 6 of 2022 concerning the Performance Management of the State Civil Apparatus (ASN) emphasizes the pivotal role of leadership through a process-based approach. This study employs a qualitative research method, with data collected through in-depth interviews. The findings indicate that policy implementation has not yet reached its full potential, facing various obstacles across systemic, human resource, and organizational culture dimensions. From a process-oriented perspective, leadership effectiveness is manifested in three core dimensions: the ability to direct, the capacity to motivate and inspire, and the implementation of continuous performance monitoring. Effective leadership facilitates dialogic communication, boosts employee motivation, and encourages performance improvement through adaptive monitoring mechanisms. Nonetheless, certain hurdles remain. Consequently, it is essential to strengthen leadership capacity, refine technical regulations, and foster a collaborative work culture to further enhance the effectiveness of ASN performance management.

Keywords: Policy Effectiveness; Leadership; ASN Performance Management; Performance Dialogue; Bureaucratic Reform.



INTRODUCTION

Public policy is a strategic instrument that plays a central role in directing, controlling, and evaluating the entire process of government administration to ensure it remains effective, accountable, and performance-oriented (Kharani & Irfani, 2025). In this context, public policy is understood not merely as a regulatory product but as a series of integrated processes encompassing planning, implementation, and evaluation. Consequently, the quality of a policy is determined by the extent to which it addresses the real needs of society and aligns with national development goals. Furthermore, sound policy formulation must be grounded in an evidence-based approach, supported by accurate data, comprehensive analysis, and stakeholder participation. Additionally, the application of good governance principles such as transparency, accountability, effectiveness, and efficiency is a crucial factor in ensuring optimal policy implementation. A clear performance measurement system also plays a role in assessing program achievements, while robust oversight mechanisms are necessary to minimize potential deviations and ensure consistency in field execution.

In a broader framework, efforts to improve the quality of public policy are inseparable from Indonesia's bureaucratic reform agenda. Bureaucratic reform emphasizes the importance of enhancing the capacity and performance of the State Civil Apparatus (ASN) as the primary actors in policy implementation. ASN members are required to possess high levels of competence, integrity, and professionalism to perform their duties effectively and responsively to the dynamic needs of the community (Mozin et al., 2025).

Performance assessment serves as a vital instrument in human resource management within the public sector to measure the extent to which ASN personnel carry out their duties and responsibilities effectively (Fadhillah et al., 2025). A sound performance assessment system provides clarity regarding targets, indicators, and work standards, thereby fostering increased accountability and professionalism among ASN. Moreover, performance assessment functions as an internal control tool that helps ensure all administrative processes align with regulations and that organizational goals are achieved optimally (Fadhillah et al., 2025).

Aligned with the previous discussion, performance assessment is an essential part of the public policy cycle, particularly during the evaluation stage. Through this system, the government can assess the effectiveness of policy implementation at the operational level. Therefore, the integration of high-quality public policy and an effective performance assessment system is key



to supporting bureaucratic reform and realizing accountable, transparent, and result-oriented governance.

The government established Ministerial Regulation (PermenPANRB) No. 6 of 2022 as a strategic step to transform the ASN performance assessment system into one that is more measurable, objective, and result-oriented. This policy underscores the importance of the linkage between performance planning, execution, monitoring, and continuous evaluation. Accordingly, the performance assessment system is expected to drive increased ASN productivity and support the more effective achievement of organizational objectives.

Nevertheless, in its implementation, this policy still faces various challenges within the government environment. One of the primary issues is the sub-optimal objectivity in the performance assessment process. Assessments remain susceptible to subjectivity, such as prejudice and personal proximity between superiors and subordinates, potentially resulting in evaluations that do not fully reflect actual employee performance (Prasetyo & Riyadh UB, 2023). This condition indicates a gap between the normative objectives of the policy and practices in the field.

Furthermore, Fadhillah et al. (2025) explain that although the ASN performance assessment system in Indonesia has undergone various developments through policy updates, its implementation is still confronted with complex and multidimensional challenges. From a technical perspective, limited information technology infrastructure remains a major constraint, particularly in supporting digital-based and integrated performance evaluation processes. On the other hand, a bureaucratic organizational culture that tends to be hierarchical and conservative triggers employee resistance to the new assessment system. This impact is reflected in low active participation from employees and uncertainty in the application of performance evaluation standards that should be implemented consistently.

These issues are further exacerbated by the problem of objectivity in the assessment process (Fadhillah et al., 2025). Evaluations influenced by the subjectivity of superiors or personal bias lead to results that lack transparency and accountability. Additionally, sub-optimal oversight mechanisms make it difficult to fully account for performance assessment results. If this condition persists, it not only risks lowering employee motivation but can also hinder the effectiveness of PermenPANRB No. 6 of 2022 in realizing a performance management system that is fair, objective, and oriented toward improving the quality of public services.



Moreover, Muhaimin et al. (2024) assert that the implementation of ASN performance management based on PermenPANRB No. 6 of 2022 is also faced with various constraints stemming from individual and organizational factors. A primary issue is the low level of understanding and commitment among employees regarding the importance of performance management as part of efforts to enhance professionalism and accountability. This condition is worsened by the limited availability of human resources with adequate competence in managing performance effectively, resulting in planning, monitoring, and evaluation processes that have not been carried out optimally.

Additionally, the lack of socialization and training regarding the new policy has led to employees not fully understanding the intended mechanisms and objectives of performance management (Muhaimin et al., 2024). An organizational culture that tends to maintain old patterns and resistance to change are also significant inhibiting factors (Muhaimin et al., 2024). Consequently, the transformation of a performance management system that should be result-oriented and based on performance dialogue has not yet functioned effectively. Therefore, more systematic efforts are needed to increase HR capacity, strengthen organizational commitment, and encourage a shift in work culture to ensure optimal policy implementation.

The various constraints outlined by previous researchers demonstrate that the implementation of ASN performance management based on PermenPANRB No. 6 of 2022 is not only influenced by systemic aspects but is also highly dependent on leadership factors. The role of leadership through performance dialogue mechanisms is a determining factor in the successful application of the system regulated by PermenPANRB No. 6 of 2022. While performance dialogue functions as an instrument for oversight and performance development, in practice, it may not run optimally and risks becoming a mere administrative formality. Therefore, the issue that needs to be examined in this study is the extent of the effectiveness of Ministerial Regulation (PermenPANRB) No. 6 of 2022 in improving the quality of ASN performance management, specifically viewed through the lens of leadership's role in driving sustainable performance planning, monitoring, evaluation, and follow-up. The leader's role is increasingly vital as a key actor in accelerating employee performance. Leaders are tasked not only with setting targets but also with ensuring that every employee is capable of reaching those targets through effective monitoring and evaluation mechanisms. Performance dialogue becomes the primary instrument that must be optimized to ensure that work flexibility does not diminish accountability.



THEORETICAL STUDY

Public policy is fundamentally the primary instrument employed by the government to achieve specific objectives within state administration. From a classical perspective, Dye explains that public policy encompasses everything a government chooses to do or not to do (Anggara, 2016). This implies that both active measures and the decision to refrain from action carry policy consequences that impact society. In line with this, Dewi (2022) asserts that public policy consists of decisions made by public authorities that are binding upon the general public. Consequently, public policies must be formulated by parties possessing legitimacy and a mandate from the people, as these policies essentially represent the collective public interest.

In its application, the success of a policy is inextricably linked to the aspect of effectiveness as a primary assessment indicator. Referencing Dunn, to determine whether a policy has been properly targeted, one of the dimensions utilized is effectiveness (Fauzi et al., 2023). This indicates that effectiveness serves as a crucial benchmark in evaluating the extent to which public policy generates an impact aligned with established goals.

Furthermore, effectiveness is used to assess the degree of success a policy achieves in reaching its intended targets. According to Ratminto and Winarsih (2005), effectiveness refers to the level of attainment of organizational goals, whether in the form of short-term targets, long-term objectives, or the overall organizational mission. Thus, a policy can be deemed effective if the results achieved align with pre-planned objectives. Therefore, the measurement of effectiveness focuses not only on the final outcome but also on the extent to which the policy provides a tangible contribution toward achieving goals in a systematic and targeted manner.

The concept of effectiveness possesses a broad scope, as it is influenced not only by internal organizational factors but also by the surrounding external environment. Effectiveness is fundamentally closely related to the success rate in achieving desired goals or outcomes (Ratminto & Winarsih, 2005). In this regard, effectiveness is also viewed as a dimension of productivity oriented toward achieving optimal performance. Amalo (2019) explains that effectiveness reflects success in meeting targets comprehensively, covering aspects of quality, quantity, time, and the utilization of resources such as personnel and budgets. Consequently, effectiveness does not merely evaluate the final result but also considers efficiency and the optimization of all resources utilized in the goal attainment process.

Martani and Lubis, as cited in Amalo (2019), explain that one approach to measuring effectiveness is the process approach. This approach prioritizes assessing the extent to which



program implementation runs effectively through internal organizational activities, including work mechanisms, coordination flows, and the systems employed. In other words, effectiveness is measured not only by the end result but also by the quality of the processes occurring within the organization. A structured and coordinated process that operates according to established standards significantly determines the success of achieving organizational goals. In this context, leadership plays a central role. Leaders are key actors responsible for directing, controlling, and ensuring that all organizational processes run optimally and remain aligned with set objectives. The success of an organizational process is heavily influenced by a leader's ability to manage resources, build effective communication, and create synergy between work units.

Furthermore, Azmy (2021) explains that leadership is an individual's ability to marshal various attributes such as skills, behavior, instinct, and attitude to create conditions that enable subordinates to collaborate effectively in achieving common goals. Thus, leadership pertains not only to formal positions or titles but also to how a leader is able to influence, motivate, and mobilize organization members so that all work processes function effectively and remain goal-oriented.

Leadership carries primary obligations that extend beyond administrative functions to include strategic roles in mobilizing the organization. Azmy (2021) explains that a leader is responsible for mandating, unifying, directing, guiding, and mentoring followers. Through these roles, leaders are expected to serve as exemplars, allowing organization members to emulate the attitudes, behaviors, and work ethics demonstrated. Consequently, leadership functions as a driving force that ensures all organizational elements move in unison toward the attainment of established goals.

Moving beyond providing direction, leadership also plays a vital role as an organizational catalyst. In this capacity, leaders do not merely direct work but also encourage innovation and strengthen collaboration among individuals and units. Andreansyah and Muttaqien (2025) emphasize that effective leadership creates a conducive environment for the emergence of new ideas and productive cooperation. Therefore, leadership becomes a key factor in navigating organizational dynamics and enhancing sustainable performance.

Leadership is inherently more than technical ability or the formality attached to a position; it encompasses broader dimensions such as moral aspects, communication skills, and the role in shaping organizational work culture. Marselino and Priyatmono (2025) assert that leadership is not solely about power or formal authority but is a process of positively influencing others to



achieve shared goals. Thus, the essence of leadership lies in a leader's ability to build trust, provide inspiration, and mobilize organization members voluntarily and with full commitment.

Leadership effectiveness reflects a leader's ability to direct, motivate, and inspire team members to work optimally in achieving organizational goals (Suharno et al., 2025). Furthermore, leadership effectiveness is also gauged by the extent to which the leader's role impacts employee performance. To ensure this, a monitoring mechanism is required to oversee program execution and employee performance periodically. In this study, the evaluation of PermenPANRB No. 6 of 2022 is conducted using the perspective of leadership effectiveness based on a process approach. The primary focus of the assessment is directed toward how the leadership role is exercised in the implementation of the policy, specifically within the context of ASN performance management.

Leadership effectiveness in this study is measured through several key dimensions: the leader's ability to direct, motivate, and inspire employees, as well as the execution of periodic performance monitoring. The ability to direct relates to the extent to which a leader can provide clarity of purpose and work guidelines. Meanwhile, the aspects of motivation and inspiration reflect the leader's role in fostering work spirit and active employee engagement. Furthermore, monitoring is conducted to ensure that performance execution proceeds according to plan and to identify potential obstacles early. Thus, the policy evaluation focuses not only on the final outcome but also on the quality of the leadership process that occurs during policy implementation. This approach is expected to provide a more comprehensive overview of the extent to which the policy effectively improves the performance of ASN employees.

RESEARCH METHODOLOGY

This study employs a qualitative method to analyze the effectiveness of leadership roles through performance dialogue as an instrument for employee supervision and coaching (Fauzi & Hakim, 2024). A qualitative approach was selected for its capacity to provide an in-depth understanding of the phenomena under investigation, particularly regarding leadership dynamics and organizational interaction processes. Moleong (2017) posits that qualitative research seeks to comprehend a phenomenon holistically within its natural context; thus, it cannot be isolated from its encompassing background and conditions. Consequently, this approach enables the researcher to capture reality comprehensively and contextually. Furthermore, the qualitative method was chosen due to its naturalistic and descriptive characteristics, allowing research



findings to be presented in a systematic, coherent, and easily understood manner (Sugiyono, 2018). Through this approach, the researcher can provide a detailed depiction of how leadership processes are executed, specifically in the implementation of performance dialogue as part of employee performance management. This descriptive approach also affords the researcher the flexibility to explore field findings profoundly.

In this study, data sources consist of both primary and secondary data. Primary data were obtained through interviews with relevant informants, providing a direct account of leadership practices and the implementation of performance dialogue. Meanwhile, secondary data were gathered from various documents, reports, and archives related to the research object (Fauzi et al., 2023). The combination of these two data types is expected to consolidate the validity and depth of the research analysis. The data analysis technique in this study is conducted systematically through the processes of collection, categorization, and processing of the acquired data. Murdiyanto (2020) explains that qualitative data analysis focuses on the structured process of tracking and organizing information to generate relevant meaning. Subsequently, the collected data are analyzed in depth, studied, and interpreted to be formulated into research findings (Moleong, 2017). Through these stages, the research is expected to provide a clear, structured, and comprehensive overview of leadership effectiveness in employee performance management.

RESULTS AND DISCUSSION

A process approach to evaluating leadership effectiveness provides a more comprehensive perspective in understanding the success of public policy implementation. It focuses not only on output achievements but also emphasizes the leadership dynamics in directing, mobilizing, and controlling the organization throughout the policy process. In the context of implementing Ministerial Regulation (PermenPANRB) Number 6 of 2022 concerning ASN Performance Management, leadership functions not merely as an administrative instrument, but as a key mechanism that determines the quality of the implementation process. The research findings indicate that leadership effectiveness is formed through the interaction between the ability to direct, motivate, and inspire, as well as conducting performance monitoring.



Leadership as a Direction Process

The ability to direct serves as the primary foundation of leadership effectiveness, particularly in ensuring that policies can be translated into operational work practices. Research findings show that effective leaders tend to prioritize communication patterns that are repetitive, dialogic, and based on goal clarification. The direction process is conducted not only formally through meetings or briefings but also through routine interactions that allow for continuous alignment of understanding. As expressed by an informant, *"through performance dialogues conducted routinely, at least once a week."*

This pattern indicates that direction is not static but is continuously updated following work dynamics. Furthermore, the effectiveness of direction is also determined by the extent to which the leader can create a participatory space, *"the leader provides an opportunity for all team members to convey the ongoing process and the obstacles encountered."*

In this context, direction functions not only as an instruction but also as a means of coordination and team consolidation. Additionally, several informants emphasized the importance of work system clarity, *"what is to be achieved, the method of achievement, targets, and expectations for each team are communicated beforehand."*

Nevertheless, the research findings also indicate disparities in the effectiveness of leadership communication, *"sometimes it is difficult to understand."* This suggests that the effectiveness of direction heavily depends on the leader's adaptive communication skills, including adjusting communication styles to subordinate characteristics and task complexity.

Leadership in Building Employee Motivation and Inspiration

The dimensions of motivation and inspiration reveal that leadership effectiveness is largely determined by the quality of the relationship between leaders and employees. In this study, effective leaders do not only act as work directors but also as figures capable of building a supportive and humanistic work climate. A familial approach (*pendekatan kekeluargaan*) becomes one of the dominant strategies in building emotional proximity, *"creating a familial atmosphere so that the relationship between superior and subordinate is not rigid."*

This approach is reinforced by personal attention toward employee conditions, *"providing attention to team members who are sick or experiencing misfortune."* Moreover, the leader's direct involvement in work also becomes a significant source of motivation, *"providing guidance and being involved in the execution of the work."* In this context, motivation is not built through

instructions alone but through participatory and collaborative leadership practices. The strengthening of motivation is also carried out through appreciation mechanisms, *"offering gratitude and praise, as well as gifts at certain moments."*

Furthermore, the inspirational dimension of leadership is reflected in the leader's role modeling, *"the leader must be a role model for their subordinates."* Interestingly, however, this study also found that employee motivation does not fully depend on the leader. One informant stated, *"the most important thing is self-motivation... supported by a leader with commitment and integrity."* These findings indicate that effective leadership functions as an enabler that strengthens employees' intrinsic motivation rather than replacing it.

The dimension of inspiration in this study points toward the leader's role as a value bearer within the organization. Exemplary behavior becomes the primary instrument in building trust and leadership legitimacy. Several informants highlighted the leadership characteristics that serve as sources of inspiration, *"the leader is a disciplined person, has a sense of curiosity, and wants to keep learning."* Additionally, integrity and consistency of behavior are vital factors, *"becoming an exemplar to be followed due to integrity, performance, and good behavior."*

In the context of public organizations, inspiration is also built through collaborative practices, *"encouraging all team members to get involved so that collaboration is established."* However, there are dynamics indicating that the source of inspiration does not always originate from the leader's personal vision, *"there is no leader's vision; what exists is the vision and mission of the Mayor."* This shows that in government organizations, leadership often operates within a larger institutional vision framework, so the leader's role is more about internalizing and operationalizing that vision.

Leadership as a Monitoring Process

Monitoring is a dimension that strengthens the process approach, as it functions as both a control mechanism and a reflection of policy execution. Research findings show that monitoring is conducted systematically through both formal and informal approaches. Monitoring is carried out directly and interactively, informants explained that monitoring involves *"asking each team member directly."* The relatively high frequency of monitoring indicates a commitment to performance control, *"at least once a month, or even more frequently through task supervision."* The evaluation indicators used are also multidimensional, involving *"discipline, quality of work results, speed, attitude/behavior, and initiative."*



More importantly, monitoring is followed by collaborative corrective actions, *"identifying the root of the problem and seeking solutions together."* This indicates that monitoring functions not only as a control tool but also as a means of organizational learning, allowing for continuous improvement in policy implementation. Overall, this study confirms that the effectiveness of implementing PermenPANRB Number 6 of 2022 is not solely determined by the clarity of policy design or the completeness of performance assessment instruments, but is highly influenced by the quality of leadership in managing the implementation process. Effective leadership is reflected in its ability to direct, motivate, inspire, and conduct continuous monitoring of employee performance. Thus, leadership serves as the primary bridge between normative policy and field implementation practices.

The process-based leadership effectiveness approach used in this study provides an important contribution to enriching the perspective of public policy evaluation, particularly in the context of bureaucratic reform. This approach demonstrates that policy success is measured not only by the final result but also by how the leadership process is able to create interactions that are adaptive, participatory, and oriented toward continuous improvement. Therefore, strengthening leadership capacity, enhancing the quality of performance dialogue, and establishing a collaborative work culture are essential prerequisites for optimizing the implementation of ASN performance management policies.

CONCLUSION

Based on the research findings, it can be concluded that the implementation of Ministerial Regulation (PermenPANRB) Number 6 of 2022 concerning ASN Performance Management has not yet been fully optimal and continues to face various challenges within both systemic and human resource aspects. A pivotal factor significantly influencing the success of this policy implementation is leadership effectiveness in managing the performance management process. Through a process-based approach evaluated across three dimensions—namely the ability to direct, motivate and inspire, and conduct periodic performance monitoring—it is demonstrated that the capacity to direct plays a vital role in providing clarity of objectives and work guidelines, although in practice, obstacles remain regarding communication that is not yet fully understood by all employees. Meanwhile, the dimension of motivation and inspiration indicates that humanistic, participatory, and role-model-based leadership is capable of enhancing employee engagement and morale. Furthermore, the monitoring dimension serves as both a control



mechanism and a means of organizational learning that facilitates continuous improvement in performance execution.

FUTURE DIRECTIONS / SUGGESTIONS

Based on these findings, comprehensive improvement efforts are required across regulatory, implementation, and future research development aspects:

1. **Regulatory Aspects:** PermenPANRB Number 6 of 2022 needs refinement through more operational technical guidelines, particularly concerning performance dialogue mechanisms, output and outcome-based indicators, and the strengthening of objective, integrated digital assessment platforms to enhance transparency and accountability.
2. **Implementation & Leadership Aspects:** Capacity building is necessary, specifically regarding performance communication, the internalization of a collaborative and result-oriented work culture, and the optimization of monitoring as a tool for organizational coaching and learning, supported by a fair and consistent reward and punishment system.
3. **Future Research:** It is suggested to employ quantitative or mixed-method approaches to strengthen the generalization of findings, develop comparative studies across various institutions, and conduct in-depth investigations into the influence of leadership styles, the role of digital technology, and organizational culture factors in supporting the effectiveness of ASN performance management.

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