

**Performance Planning of Civil Servants in Local Government: A Study at the Regional Personnel and Human Resource Development Agency (BKPSDM) of Bogor City**

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**ABSTRAK**

Penelitian ini mengkaji proses perencanaan kinerja pegawai negeri sipil (ASN) di Badan Kepegawaian dan Pengembangan Sumber Daya Manusia Daerah (BKPSDM) Kota Bogor. Dengan menggunakan pendekatan studi kasus kualitatif, penelitian ini mengkaji sejauh mana rencana kinerja selaras dengan tujuan lembaga, terukur, dan mendukung akuntabilitas individu. Temuan penelitian mengungkapkan bahwa meskipun instrumen perencanaan kinerja seperti SKP (Sasaran Kinerja Pegawai) telah diimplementasikan secara formal, masih terdapat tantangan dalam upaya mengurutkan tujuan organisasi, menyelaraskan target individu, dan mengintegrasikan umpan balik ke dalam tinjauan kinerja. Penelitian ini menawarkan wawasan untuk meningkatkan kualitas perencanaan sebagai landasan reformasi birokrasi dan tata kelola berbasis kinerja.

**Kata kunci:** perencanaan kinerja, pegawai negeri sipil, SKP, administrasi publik, Kota Bogor

**ABSTRACT**

*This research investigates the performance planning process of civil servants (ASN) at the Regional Personnel and Human Resource Development Agency (BKPSDM) of Bogor City. Using a qualitative case study approach, the study examines the extent to which performance plans are aligned with institutional objectives, measurable, and supportive of individual accountability. Findings reveal that while performance planning instruments such as SKP (Employee Performance Targets) are formally implemented, challenges persist in cascading organizational goals, aligning individual targets, and integrating feedback into performance reviews. The study offers insights into improving planning quality as a foundation for bureaucratic reform and performance-based governance.*

**Keywords:** performance planning; civil servants; SKP; public administration; Bogor City

**INTRODUCTION**

Performance planning is a critical component of public sector governance,

serving as the basis for measuring, evaluating, and improving the performance of civil servants. In Indonesia, the State Civil Apparatus Law (Law No. 5 of 2014)

mandates a performance management system based on planning, monitoring, evaluation, and reward/punishment mechanisms. Within this framework, **performance planning** (perencanaan kinerja) becomes the initial and most strategic stage, as it defines the direction, clarity, and relevance of an ASN's duties to institutional goals.

Bogor City is among the local governments committed to strengthening performance-based bureaucracy. Through the Regional Personnel and Human Resource Development Agency (BKPSDM), the city government has adopted various tools such as e-SKP (electronic Performance Targets), SAKIP, and performance-based budgeting to improve governance effectiveness. However, the effectiveness of performance planning at the individual ASN level remains a subject of concern, particularly regarding alignment with broader institutional priorities and the feasibility of targets.

Despite regulatory frameworks, planning often becomes a formalistic exercise—documents are filled out but rarely guide actual behavior. This disconnect raises critical questions: Are performance plans truly aligned with strategic objectives? Do civil servants understand and use performance targets as

work guidance? How is planning quality monitored and improved?

This study seeks to answer these questions by conducting a case study at BKPSDM Kota Bogor. As the institutional locus for ASN development and performance systems, BKPSDM plays a central role in translating strategic visions into measurable individual outputs. The study aims to analyze the content, process, and perceived usefulness of performance planning among civil servants in this agency.

Theoretically, the research draws upon Goal-Setting Theory (Locke & Latham, 2002) and Public Performance Management Theory (Poister, 2003), both of which emphasize the importance of specific, challenging goals and their alignment with organizational outcomes. By examining the quality and implementation of ASN performance planning in an urban local government, this study contributes to the literature on performance management and offers policy recommendations for strengthening the accountability of public servants in Indonesia.

## **METHOD**

This study uses a qualitative case study approach to investigate the practice and perceptions of ASN performance

planning within the Regional Personnel and Human Resource Development Agency (BKPSDM) of Bogor City. This method enables in-depth exploration of processes, meanings, and contextual factors influencing performance planning.

Data collection was conducted through semi-structured interviews, document analysis, and observation. A total of 10 informants were selected purposively, including echelon III and IV officials responsible for planning, evaluation, and human resource management. Additional respondents included staff members directly involved in drafting SKP documents.

Documents reviewed included strategic planning documents (Renstra), annual performance plans (RKPD and Rencana Kinerja Tahunan), SKP records, and internal performance evaluation reports. Observations were also carried out during internal performance coordination meetings held by BKPSDM in 2021. The study focused on data generated between January and December 2021, with particular attention to the use of the e-SKP system and its integration with institutional planning.

Data analysis followed a thematic coding approach using the Miles and Huberman (1994) model: data reduction, data display, and conclusion drawing.

Codes were developed around themes such as alignment, measurability, clarity, feedback, and institutional support. Validity of the research was ensured through triangulation between interview, document, and observational data. Member checking was also applied by validating findings with key informants.

Ethical considerations included obtaining informed consent from participants, maintaining confidentiality, and ensuring voluntary participation. No identifying personal information is reported. This methodological design enables the researcher to generate rich, contextualized insights into how performance planning is implemented, perceived, and potentially improved within a dynamic local governance environment.

## **RESULTS AND DISCUSSION**

### **3.1 Alignment between Individual and Organizational Goals**

The analysis of SKP documents and strategic plans revealed a partial alignment between individual targets and institutional goals. While top-down indicators such as RPJMD and Renstra are formally cascaded into departmental plans, several staff-level SKPs were found to contain vague or redundant indicators. Respondents noted that the SKP preparation process often lacks participatory discussion,

resulting in targets that do not fully reflect job realities or institutional priorities.

### **3.2 Clarity and Measurability of Performance Indicators**

Many performance indicators used in the SKP are qualitative and lack clear measurement standards. For example, terms like “menyelesaikan tugas tepat waktu” or “memberikan pelayanan yang baik” appear frequently but without quantified benchmarks. Informants expressed confusion about how to evaluate such targets objectively. This suggests a need for improved training in formulating SMART (Specific, Measurable, Achievable, Relevant, Time-bound) indicators.

### **3.3 Role of Supervisors in Planning**

Supervisors play a critical role in guiding performance planning, yet their involvement varies significantly. Some supervisors provide feedback and support during the SKP preparation, while others treat the process as a routine obligation. Interviews revealed that some staff prepare SKPs without meaningful review or coaching. This undermines the developmental potential of performance planning.

### **3.4 Institutional Support and System Utilization**

BKPSDM has introduced the e-SKP system to digitize and standardize performance documentation. However, the system is still perceived as burdensome by some users due to interface complexity and limited technical support. Moreover, while e-SKP facilitates administrative monitoring, it is not yet integrated with competency development tools or reward systems. This reduces its impact as a performance management instrument.

### **3.5 Employee Perceptions and Recommendations**

Civil servants interviewed generally acknowledged the importance of performance planning, but felt that the current process is overly bureaucratic. Many expressed the need for more dynamic formats, periodic feedback, and alignment with actual job challenges. Recommendations from respondents include: simplifying SKP templates, increasing supervisor engagement, and using performance outcomes in coaching and promotion decisions.

These findings indicate that while regulatory compliance has been achieved, substantive quality and engagement in planning remain weak. A cultural shift from administrative compliance toward

meaningful performance dialogue is necessary to improve the effectiveness of ASN performance planning in Bogor City.

## **CONCLUSION**

This study demonstrates that while performance planning for civil servants in Bogor City is formally conducted, its substantive quality remains uneven. The partial alignment between individual SKPs and institutional objectives, unclear indicators, and inconsistent supervisor involvement all contribute to a planning process that is more administrative than strategic.

Improving performance planning requires strengthening the capacity of civil servants in formulating SMART indicators, enhancing supervisor coaching roles, and integrating feedback loops into the performance cycle. Furthermore, technological systems like e-SKP should be optimized to support not only documentation but also strategic planning, monitoring, and career development.

Institutional efforts to instill a culture of performance dialogue and goal clarity must be supported by leadership commitment and structured performance management frameworks. Bogor City's

experience provides valuable lessons for other local governments in Indonesia seeking to shift from compliance-based planning toward performance-driven bureaucracy. Future research may explore comparative practices across departments, longitudinal changes in planning quality, or the integration of SKP outcomes with training and promotion decisions.

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