Implementing Continuous Performance Management For Indonesian Civil Servants After The 2022 Ministerial Regulation: A Systematic Literature Review of Studies Published In 2022–2025

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Abstract.
Ministerial Regulation of Administrative and Bureaucratic Reform Number 6 of 2022 replaced the annual, administrative appraisal of Indonesian civil servants with a continuous cycle of planning, monitoring, performance dialogue, appraisal and follow-up, supported by the electronic performance application e-Kinerja. This study synthesizes empirical evidence on how this reform has been implemented. Following PRISMA 2020, five search strings retrieved 130 records; after removing duplicates and screening, 45 journal articles published between 2022 and 2025 were analyzed thematically. Most studies were qualitative case studies in district and municipal governments, and publication output rose sharply in 2024–2025. Seven themes emerged. The most frequent concerned the readiness of the e-Kinerja system and infrastructure (22 studies), reported benefits for transparency and accountability (18 studies), and limited employee capacity to formulate performance targets (16 studies). Critical findings show that digitalization has not automatically changed performance behavior, performance dialogue is rarely institutionalized, ratings remain vulnerable to formalism and leniency, and the link between ratings and performance-based allowances is not perceived as fair. The review recommends strengthening supervisors' coaching capacity, calibrating ratings across units and conducting more quantitative and comparative research.

Keywords: *civil service performance management; electronic performance appraisal; performance dialogue; public sector human resource management; systematic literature review.*

I. INTRODUCTION

Performance management has become a central instrument of public sector reform worldwide, based on the expectation that clear goals, measurement and feedback will improve the effectiveness of public organizations. The evidence for this expectation is mixed. A meta-analysis of performance management in public organizations found only a small average effect on performance, although the effect was considerably larger where management best practices were present [1]. Studies of local governments and public agencies show that performance information improves results only when managers actually use it for learning and decision-making, which depends on leadership, culture and the maturity of measurement systems [2-4]. Empirical work also links well-designed performance management to better organizational outcomes [5,6].

At the level of the individual employee, a century of research on performance appraisal suggests that attention to rating formats and accuracy has contributed little to performance improvement, whereas the purpose of appraisal, employees' reactions and the quality of feedback matter more [7]. Feedback interventions do not always improve performance and can even reduce it when they direct attention to the self rather than to the task [8]. Practitioners and scholars have therefore argued that formal appraisal systems are 'broken' because they have been reduced to administrative steps disconnected from the daily behaviors that drive performance, such as communicating expectations and providing continuous guidance [9,10]. Many organizations have responded by replacing annual ratings with frequent, development-oriented conversations between managers and employees [11,12]. In the public sector, employees' perceptions of appraisal fairness are shaped by participation, knowledge of the process and the relationship with the supervisor [13-15], and ratings are susceptible to cognitive biases such as anchoring and halo effects [16]. Negative reactions to appraisal among public employees are common [17].

Indonesia offers an instructive case. Its large civil service has undergone successive waves of bureaucratic reform, yet reforms have repeatedly produced unintended or limited outcomes [18,19], and human resource management at sub-national level, including performance management, has long been the weakest element of decentralization [20]. Law Number 20 of 2023 on the State Civil Apparatus reaffirms that civil service management must be based on qualifications, competence and performance [21]. Government Regulation Number 30 of 2019 had already moved appraisal from the earlier work-achievement model towards performance targets cascaded from organizational performance [22]. Ministerial Regulation of Administrative and Bureaucratic Reform Number 6 of 2022 then introduced a more fundamental shift [23]. Performance is no longer treated as an end-of-year rating but as a continuous cycle of planning, implementation, monitoring, coaching, appraisal and follow-up. Supervisors set expectations and hold regular performance dialogues with employees, work behavior is assessed against the core values of the civil service, and the whole cycle is documented in the national e-Kinerja application in line with the electronic-government policy [24]. The regulation applies to civil servants and, under related regulations, to government employees with work agreements [25,26].

The design of the 2022 regulation deserves brief explanation because it frames the findings of this review. Each employee's performance plan contains expected work results, derived from the supervisor's expectations and ultimately from organizational goals, together with work behaviors defined by the civil service core values. The supervisor is expected to monitor progress, provide feedback and hold performance dialogues throughout the year, rather than only at its end. At appraisal, work results and work behaviors are combined into a performance predicate on a five-level scale, and the regulation provides for the distribution of individual predicates to be related to the rating of organizational performance, so that a unit with weak results cannot rate almost all of its staff as very good. Appraisal results are intended to feed into rewards, development, career decisions and, in many regional governments, the performance-based allowance known as Tambahan Penghasilan Pegawai. In principle, therefore, the regulation embodies the shift from periodic evaluation to continuous performance management that the international literature advocates [10,11].

Since 2022, many case studies have examined how this reform is implemented in ministries, provincial governments and district offices. These studies are scattered across numerous national journals and use different frameworks, so their collective message is not yet clear. A systematic review is suited to synthesizing such a fragmented literature in a transparent and replicable way [27,28]. To the authors' knowledge, no systematic review has yet synthesized the evidence on the 2022 regulation. This study therefore addresses four questions: (1) What are the characteristics of research on the implementation of the 2022 regulation published in 2022–2025? (2) Which factors hinder or support implementation, including the use of e-Kinerja? (3) What benefits have been reported? (4) What research gaps and policy implications can be derived? The study contributes an integrated picture of reform implementation in a large developing-country bureaucracy and links Indonesian evidence to international debates on performance management and appraisal.

II. METHODS

2.1 Research design

The study is a systematic literature review reported in accordance with the PRISMA 2020 statement [29]. The review protocol specified the research questions, search strings, eligibility criteria and data-extraction fields before screening began.

2.2 Information source and search strategy

Searches were run in the SciSpace database, which indexes more than 280 million scholarly records, including Indonesian national journals. Five search strings in English and Indonesian were used, each limited to publications from 2022 to 2025. They concerned (1) the implementation of the 2022 regulation, performance targets and performance dialogue; (2) the challenges and effects of e-Kinerja; (3) the

implementation of performance targets in regional governments; (4) performance dialogue and supervisor feedback; and (5) obstacles related to the merit system and performance-based allowances. The full strings are listed in Appendix A.

2.3 Eligibility criteria

Records were included if they were journal articles published in 2022–2025; addressed performance management or appraisal of Indonesian civil servants under Government Regulation 30/2019 or the 2022 regulation, including e-Kinerja; reported empirical research or a relevant conceptual or literature analysis; and were set in Indonesian government agencies. Records were excluded if they were proceedings, repository items or articles with incomplete author or journal metadata; focused on the earlier 2011 appraisal regime; were community-service reports or software-design papers; examined general determinants of civil servant performance, merit-based careers or electronic government without addressing the performance management system; or duplicated a study already included (Table 1).

Table 1. Eligibility criteria

Inclusion criteria	**Exclusion criteria**
Journal article published 2022–2025	Proceedings, repository items, or articles with incomplete author or journal metadata
Addresses civil servant performance management or appraisal under Government Regulation 30/2019 and/or the 2022 Ministerial Regulation, including e-Kinerja	Focuses on the 2011 appraisal regime (work-achievement model)
Empirical study or relevant conceptual/literature analysis	Community-service report or software-design paper
Set in Indonesian government agencies	General determinants of performance, merit careers or e-government without addressing the performance management system; duplicate publication

2.4 Study selection

The five searches returned 130 records. After 38 duplicates were removed, 92 records were screened on title and abstract and 28 were excluded. The remaining 64 records were assessed for eligibility; 17 were excluded because of incomplete metadata or because they were not journal articles, and 2 because they reported the same study as another included article. Forty-five studies were included in the synthesis (Fig. 1).

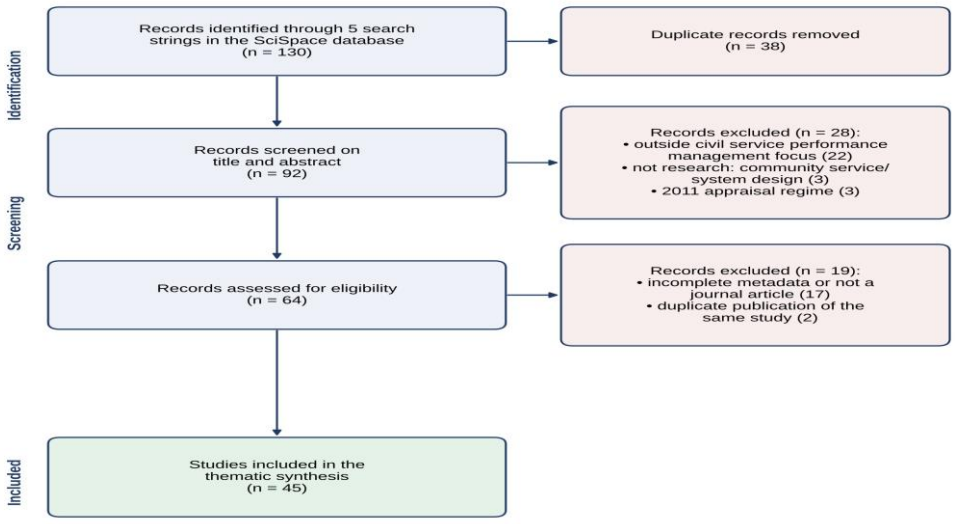


Fig. 1. PRISMA 2020 flow diagram of study selection

2.5 Data extraction and synthesis

For each study, the authors, year, journal, setting, method and main findings were extracted into a matrix (Table 3). Findings were coded inductively and grouped into themes using thematic analysis [30]. Themes were then mapped onto the stages of the performance management cycle defined in the 2022 regulation, and interpreted using Edwards III's model of policy implementation, which emphasizes communication, resources, implementer disposition and bureaucratic structure [31]. A study could contribute to more than one theme.

2.6 Methodological limitations

The search relied on a single aggregator database, so some articles indexed only in national portals may have been missed. Screening and extraction were based mainly on titles, abstracts and the summaries of findings available in the database, which limits the depth with which the methods of each study could be appraised. Because most included studies were brief descriptive case studies, no formal quality-appraisal score was assigned.

III. RESULT AND DISCUSSION

3.1 Characteristics of the included studies

Publication output increased sharply over the review period: three studies were published in 2022, six in 2023, and eighteen each in 2024 and 2025. This pattern coincides with the nationwide roll-out of the 2022 regulation and of the e-Kinerja application. Thirty-eight studies (84.4%) were qualitative, mostly descriptive case studies based on interviews, observation and documents. Four were quantitative [32-35], and three were conceptual or literature-based [36-38]. District and municipal governments were the dominant setting (31 studies), followed by central or vertical agencies (6), provincial governments (5) and national-level analyses (3). Seven studies were conducted in North Sumatra [39-45]. Table 2 summarizes these characteristics.

Table 2. Characteristics of the 45 included studies

Aspect	Category	Studies (n)
Year of publication	2022 / 2023 / 2024 / 2025	3 / 6 / 18 / 18
Method	Qualitative	38

Aspect	Category	Studies (n)
Setting	Quantitative	4
	Conceptual or literature-based	3
	District or municipal government	31
	Central or vertical agency	6
	Provincial government	5
	National-level analysis	3

Table 3 summarizes the setting, method, themes and main finding of each of the 45 included studies; the theme numbers refer to the thematic map presented in Table 4.

Table 3. Summary of the 45 included studies

Study	Setting	Method	Themes	Main finding (as reported)
Agusven et al. (2025) [46]	One-Stop Service Office, Tanjungpinang City	Qualitative	5, 6	Behavior ratings subjective, weighting opaque; motivation fell due to inconsistency.
Amalia (2025) [47]	Village Empowerment Office, Donggala Regency	Qualitative descriptive	1, 3	Competence gaps in motives and skills; low motivation and insufficient training.
Andika and Maulida (2022) [48]	Bappeda, Nagan Raya Regency	Qualitative case study	1, 2	Improved punctuality but not productivity; lack of IT skills, facilities and specific rules.
Augustinah et al. (2025) [49]	BKD, Sidoarjo Regency	Qualitative case study	1, 4, 7	Efficiency and transparency improved, but participation, feedback and behavior change lag.
Bukit (2023) [39]	BKD, Karo Regency, North Sumatra	Qualitative descriptive	1, 2	Appraisal satisfactory; inadequate infrastructure, mindset resistance, weak link to targets.
Farida et al. (2025) [50]	Deputy unit, central government agency	Qualitative (Edwards III)	4, 5, 6	Appraisal remains a formality: generic feedback, unclear indicators, disproportionate incentives.
Fikri (2025) [37]	National regulatory analysis	Qualitative (legal)	4, 6	Shift to cascading, agile work and continuous dialogue; transparency principle essential.
Gea et al. (2025) [40]	BKPSDM, Gunungsitoli City	Qualitative case study	1, 2	Raised motivation via target clarity; digital-literacy gaps, extra admin burden, less interaction.
Hartawan (2023) [51]	Ministry of Religious Affairs (planners)	Qualitative	4	Leader communication and SMART two-way performance dialogue are keys to effectiveness.
Hasanah (2024) [52]	Regional Secretariat, Nganjuk Regency	Qualitative descriptive	1, 6	Allowance improved motivation but not optimally; targets poorly measurable.

Study	Setting	Method	Themes	Main finding (as reported)
Herawati et al. (2025) [53]	Population Office, Serang City	Qualitative case study	2	Performance targets examined in relation to organizational goals and service quality.
Jaftoran et al. (2024) [54]	Population Office, Merauke, South Papua	Qualitative with Likert scale	1, 3	Resources, facilities, SOP clarity and effectiveness below standard in a new province.
Jaya et al. (2024) [55]	BKPSDM, Majalengka Regency	Qualitative descriptive	1, 2	Performance-target application considered fairly effective in identifying employee performance.
Karmini et al. (2024) [56]	BKPSDM, Kendari City	Qualitative	1, 2	Improved accuracy, transparency and data access; technical issues and training needs remain.
Kasmiati et al. (2025) [57]	Nunukan Sub-district Office (targets 2023–2024)	Qualitative	5, 7	Records show universal achievement while workload, discipline and motivation are weak.
Maulidiyah and Jaya (2024) [34]	Coordinating Ministry for Maritime and Investment	Quantitative (regression)	2, 4	Bureaucratic simplification and performance dialogue associated with higher performance.
Muhaimin et al. (2024) [58]	Regional Office of Religious Affairs, SE Sulawesi	Qualitative	2, 3, 7	Improved quality and capacity; hindered by understanding, competent staff and resistance to change.
Mukti and Noviyanti (2024) [59]	Kenjeran Sub-district, Surabaya	Qualitative	3, 4	Ineffective planning, discipline problems and leniency undermine objectivity.
Mutmainnah et al. (2023) [60]	Leadership Administration Bureau, Riau Islands	Qualitative	3, 4	Planning, staffing and communication effective in achieving targets.
Naibaho et al. (2025) [33]	Regional agencies, Batanghari (n = 187)	Quantitative (regression)	2	e-Kinerja use explained 36.2% of motivation and 32.9% of discipline variance.
Nauli et al. (2025) [61]	Ministry of State Secretariat	Qualitative descriptive	2	Digital system raised efficiency and accountability; literacy and integration gaps.
Niswaty et al. (2023) [32]	Rappocini Sub-district, Makassar (n = 52)	Quantitative (regression)	2	e-Kinerja application had a positive, significant effect on employee performance.
Nurahma et al. (2022) [62]	DPRD Secretariat, Pacitan Regency	Qualitative descriptive	1, 6	e-Kinerja and allowance did not raise commitment: IT gaps, errors, low allowance.
Nurdin et al. (2023) [38]	Public sector, national	Literature review	3, 5	Rater bias, unclear criteria and lack of feedback and coaching are recurring problems.

Study	Setting	Method	Themes	Main finding (as reported)
Pallawarukka (2023) [63]	Wajo Regency Government	Qualitative phenomenology	1, 5, 6	Allowance did not improve performance: misaligned targets, subjective ratings, complex entry.
Pandiangan et al. (2024) [41]	Office of Religious Affairs, Medan City (teachers)	Qualitative	1, 3	No socialization, training or performance dialogue; ratings do not differentiate performance.
Paramata et al. (2024) [64]	Pohuwato Regency Government	Qualitative descriptive	1, 2, 3	Greater transparency and objectivity; limited understanding, infrastructure and resistance.
Prasetyo and Riyadh UB (2024) [65]	BKD, Sidoarjo Regency	Qualitative descriptive	2, 4	Policy aligned with stakeholder expectations and facilitated supervisor–employee dialogue.
Rahim et al. (2025) [66]	Tenggarong Seberang Sub-district Office	Qualitative descriptive	1, 4, 7	Inconsistent use, system errors, no dedicated budget; leadership commitment decisive.
Rahmadani et al. (2024) [67]	BPKAD, Madiun Regency	Qualitative (Dunn's criteria)	1, 2	e-Kinerja met effectiveness, efficiency and sufficiency criteria but not responsiveness and appropriateness.
Rahmawati and Hermawati (2024) [35]	Magelang Regency (n = 6,545)	Quantitative (paired t-test, secondary data)	2	Performance dimension of professionalism index rose 4.47% after e-Kinerja.
Rauf et al. (2024) [68]	BKPSDM, Bandar Lampung City	Qualitative	1, 3	Employees not mastering online target formulation; reliance on third-party servers.
Ria et al. (2025) [69]	Transportation Office, Malang Regency	Qualitative	1, 3	Annual plan–agreement–target cycle; local application plagued by errors.
Robiyandi et al. (2025) [70]	Bukit Biru Village, Kutai Kartanegara	Qualitative	1, 3	Limited training, low understanding and inconsistent participation; leadership commitment supports.
Rodliyanto et al. (2025) [71]	BKD, Sidoarjo Regency	Qualitative case study	1, 2	Integration and data-synchronization problems; improved accountability and transparency.
Rohman (2024) [36]	Government agencies (conceptual)	Qualitative/conceptual	4	Meeting supervisor expectations through dialogue and feedback is the core of the new system.
Saputra and Heliyani (2024) [72]	BKPSDM, Payakumbuh City	Qualitative descriptive	5, 7	Low commitment, reluctance culture, subjectivity, administrative focus and overlapping systems.
Sitorus and Tarigan (2022) [42]	BPKAD, North Sumatra Province	Qualitative	1, 3	Online targets not yet optimal; low competence and responsibility among employees.

Study	Setting	Method	Themes	Main finding (as reported)
Suharto and Heriyanto (2025) [73]	BKD, West Kalimantan Province	Qualitative case study	5, 6, 7	360° feedback improved transparency and fairness; resisted by seniors and hierarchical culture.
Sulhan and Umar (2025) [74]	Contract employees (PPPK), West Sumbawa (13 informants)	Qualitative case study	4, 5	Work agreements seen as an annual formality without dialogue; contract anxiety.
Tairas et al. (2024) [75]	Education Branch Office, Tomohon–Minahasa	Qualitative	1, 2, 3	Efficient, transparent rewards and enforced attendance; feature misunderstanding persists.
Tampubolon et al. (2024) [43]	Population and Village Agency, North Sumatra Province	Qualitative	3, 4	No standard goal-setting procedure; targets emphasize time over quality; employees not involved.
Wawointana et al. (2024) [76]	Revenue and Finance Agency, Tomohon City	Qualitative	1, 3	Login, network and power problems; limited understanding of indicators and discipline.
Zebua et al. (2025) [44]	BKPSDM, Gunungsitoli City	Qualitative descriptive	3	Planning follows the 2022 regulation, but employees' understanding of target formulation is limited.
Zega et al. (2025) [45]	Sitolu Ori Sub-district, North Nias	Qualitative descriptive	2, 6	Faster reporting and more objective allowance payments; technical and literacy constraints.

3.2 Thematic map

Seven themes emerged from the synthesis. Table 4 lists the themes, the number of studies contributing to each and the stage of the performance management cycle to which each theme mainly relates.

Table 4. Themes identified and their main link to the performance management cycle

No.	Theme	Studies (n)	Main stage of the cycle
1	Readiness of the e-Kinerja system and infrastructure	22	Planning to appraisal (application)
2	Reported benefits: transparency, accountability, efficiency, motivation	18	Whole cycle
3	Employee capacity to formulate performance targets	16	Planning
4	Supervisor role, performance dialogue and feedback	12	Coaching
5	Objectivity and formalism of ratings	8	Appraisal
6	Links with performance-based allowances and compensation	8	Follow-up
	Organizational culture and commitment	6	Whole cycle

A study may contribute to more than one theme.

3.3 Theme 1: Readiness of the e-Kinerja system and infrastructure

This was the most frequent theme (22 studies). Reported problems included login failures, unstable internet connections and power outages that forced employees back to manual reporting [76], limited technological infrastructure and resistance to moving from manual to digital procedures [39,64], recurring system errors and inconsistent use across staff [66], and weak integration with the personnel information system [71]. Applications developed by regional governments were also affected by frequent errors and maintenance [69]. At village and sub-district level, limited training and inconsistent participation reduced the value of the system [48,70]. Among religious-education teachers in Medan, the application was used without adequate socialization or training and was hampered by limited information-technology skills [41]. Dependence on third-party servers and late reporting by older employees were noted in Bandar Lampung [68], and network errors and a mismatch between job descriptions and appointment decrees were reported in Pacitan [62]. In Wajo, the complexity of data entry even undermined the performance-based allowance policy [63]. Similar constraints were described in other settings [40,42,47,52,54-56,67,75].

3.4 Theme 2: Reported benefits

Eighteen studies reported benefits, chiefly greater transparency, accountability, accuracy and easier access to performance data [45,56,61,71,75]. In Kendari, both supervisors and employees experienced benefits in accuracy and transparency [56], and in North Nias the system made allowance payments more objective [45]. The quantitative evidence is limited but consistent in direction. E-Kinerja use had a positive effect on employee performance in a Makassar sub-district office (n = 52) [32]; it explained 36.2% of the variance in motivation and 32.9% of the variance in work discipline among 187 civil servants in Batanghari [33]; and the performance dimension of the civil service professionalism index rose by 4.47% after implementation among 6,545 civil servants in Magelang [35]. A study at a coordinating ministry found that bureaucratic simplification and performance dialogue together were associated with higher performance [34]. Other studies reported that implementation improved the quality and capacity of civil servants, motivation, the alignment of individual targets with organizational goals, or the effectiveness of appraisal procedures [39,40,53,55,58,65,67]. Several of these benefits, however, concern administrative efficiency and attendance discipline rather than substantive performance improvement; in Nagan Raya the system raised punctuality but not productivity [48].

3.5 Theme 3: Employee capacity to formulate performance targets

Sixteen studies found that employees' ability to formulate performance targets based on supervisors' expectations and measurable indicators is still limited [44,47,58,68]. In Gunungsitoli, performance planning formally followed the regulation, but many employees did not understand how to prepare their targets according to the guidelines [44]. At a North Sumatra provincial agency, there was no standard procedure for setting goals, targets emphasized timeliness rather than quality, and employees were not involved in formulating them [43]. Competence gaps in motivation and skills were identified in Donggala [47], and ineffective planning was reported in Surabaya [59]. Some offices nevertheless reported effective planning and coordination [60], while a literature review identified unclear standards and criteria as a recurring problem [38]. Similar findings emerged in other settings [41,42,54,64,69,70,75,76].

3.6 Theme 4: Supervisor role, performance dialogue and feedback

Twelve studies identified the supervisor as the decisive actor. Under the 2022 regulation, meeting the supervisor's expectations becomes the main orientation of individual performance, and the elaboration of those expectations through dialogue and feedback is described as 'the spirit' of performance management [36]. Two-way communication and dialogue meeting SMART criteria were identified as keys to effective implementation [51], and the regulation was reported to facilitate dialogue between employees and superiors [65]. Regulatory analysis likewise emphasizes continuous dialogue and agile work arrangements [37]. Practice, however, often falls short. In a central agency, supervisors' feedback was generic and non-specific,

making appraisal procedural rather than developmental [50]. Teachers in Medan reported no performance dialogue to agree on work results and assessment standards [41]. In Sidoarjo, e-Kinerja improved efficiency but did little to foster participation and feedback [49]. Government employees with work agreements in West Sumbawa regarded their agreements as an 'annual formality' devoid of dialogue, which created anxiety about contract renewal [74]. Communication gaps in planning and the importance of leadership commitment were also reported elsewhere [43,59,66], whereas one provincial bureau reported effective communication and coordination [60].

3.7 Theme 5: Objectivity and formalism of ratings

Eight studies documented problems of rating objectivity. In a central agency, appraisal remained 'a mere formality' because indicators were unclear and incentives were not proportional to actual performance [50]. In Payakumbuh, implementation was hindered by low commitment, a culture of reluctance to give critical ratings, subjectivity, an administrative focus, inaccurate behavioral indicators and overlapping appraisal systems [72]. In Medan, ratings did not differentiate between teachers' work results and therefore could not be used to track progress [41]. The most striking evidence comes from a sub-district office in Nunukan, where performance-target records for 2023 and 2024 showed universal achievement in quantity, quality and time, while observation revealed imbalanced workloads, irregular discipline and low motivation; the authors describe appraisal as a ritual that conceals institutional stagnation [57]. Leniency driven by personal closeness was reported in Surabaya [59], rater bias was identified in a literature review [38], and perceived favoritism reduced motivation in Tanjungpinang [46]. As an alternative, a 360° feedback mechanism in West Kalimantan improved transparency and fairness, although it faced resistance from senior officials and a hierarchical culture [73].

3.8 Theme 6: Links with performance-based allowances and compensation

Eight studies examined the link between ratings and the regional performance-based allowance. Digital reporting made allowance calculations faster and more objective [45,52], and in Nganjuk the allowance improved motivation, although not optimally, because targets were poorly measurable and leadership commitment was limited [52]. In Wajo, the allowance did not improve performance because individual targets were not aligned with those of superiors and the regional government, ratings lacked objectivity and employees focused on fulfilling working hours rather than results [63]. In Pacitan, the allowance and e-Kinerja together failed to increase commitment, partly because the allowance was considered low and not commensurate with workload [62]. Civil servants in Tanjungpinang regarded performance-based compensation as positive in principle, but found behavioral ratings subjective and the weighting and feedback mechanisms opaque; their initial motivation declined because of inconsistent ratings [46]. Regulatory and regional studies stress transparency and fairness as preconditions [37,50,73].

3.9 Theme 7: Organizational culture and commitment

Six studies highlighted organizational culture. Limited understanding and commitment, shortage of competent staff and resistance from employees accustomed to the old system hindered implementation in a regional office of the Ministry of Religious Affairs [58]. Low commitment and a culture of reluctance weakened appraisal in Payakumbuh [72], and leadership commitment and organizational routines determined e-Kinerja success in Kutai Kartanegara [66]. Researchers in Sidoarjo recommended building a reflective, recognition-oriented workplace culture with reciprocal feedback so that the digital system changes behavior [49]. Hierarchical culture and seniority norms limited multi-source feedback in West Kalimantan [73], and leadership that preserves stability rather than growth was observed in Nunukan [57].

3.10 Discussion

The synthesis reveals a gap between policy design and implementation. In design, the 2022 regulation is consistent with contemporary thinking that performance management should be continuous, developmental and dialogue-based [7,10,11]. In practice, most studies concentrate on the technical stages of

the cycle, namely writing performance targets and operating the application. The coaching stage, where performance dialogue should take place, and the follow-up stage are the least studied and the most often reported as weak. Many agencies therefore appear to remain at the stage of administrative compliance rather than using performance information for improvement [2,77]. International evidence suggests that this matters: performance management systems produce meaningful gains only when accompanied by management practices that support learning [1,3].

In Edwards III's terms [31], the most frequently reported constraints concern resources (infrastructure and competence) and communication (socialization and training). These are relatively easy to address through investment and capacity building. The weaker elements, however, are disposition and structure: supervisors' willingness and ability to coach, and structural mechanisms such as rating calibration, dialogue standards and appeal procedures. These elements determine whether ratings are credible. The Nunukan, Payakumbuh and Medan cases suggest that, without them, the new system can reproduce the leniency and formalism of the old one [41,57,72]. Research on public sector appraisal shows that leniency and cognitive biases are widespread [16], that perceived fairness depends on participation and the supervisor relationship [13,15], and that negative reactions undermine acceptance [14,17]. When almost all employees receive 'good' or 'very good' ratings, ratings lose their ability to discriminate and cannot support allowance, career or talent decisions. This explains why performance-based allowances in several regions have not improved performance [46,62,63].

The digital dimension deserves particular attention. E-Kinerja has clearly improved transparency, documentation and attendance discipline [33,56,75], which is consistent with the public value attributed to e-government [78]. Yet several studies warn that digitalization can intensify the administrative burden, reduce face-to-face interaction and encourage employees to focus on recording activities rather than achieving results [40,48,49,63]. Technology is therefore a necessary but not sufficient condition. Its contribution depends on whether it is used to support dialogue and learning, which mirrors the international finding that performance information has value only when it is used [2,3].

These findings can be integrated into a simple implementation framework. At the planning stage, the critical enabler is the capacity of employees and supervisors to translate organizational goals into measurable expectations; where this capacity is lacking, targets default to activity counts and timeliness [43,44,68]. At the monitoring and coaching stages, the critical enabler is the supervisor's disposition and skill to hold genuine dialogue; where dialogue is absent, the system becomes a reporting ritual [41,50,74]. At the appraisal stage, the critical enabler is a structure that protects rating credibility, such as calibration, multi-source input and the link between organizational and individual ratings; without it, leniency prevails [57,72,73]. At the follow-up stage, the critical enabler is a perceived fair connection between ratings and consequences, including allowances; where ratings are not trusted, incentives lose their motivational effect [46,52,63]. Across all stages, the e-Kinerja platform and organizational culture act as cross-cutting conditions that can either support or merely digitize existing routines [40,49,58]. The framework suggests that improvement efforts should move from the technical layer, which most agencies have already addressed, to the managerial and cultural layers.

The review also has theoretical implications. First, it supports the argument that the effectiveness of performance management depends less on system design than on how managers use it [2,3,7]. The Indonesian evidence adds that, in a hierarchical bureaucracy, the supervisor's role is amplified: when performance is defined as meeting the supervisor's expectations [36], the quality of the supervisor's goal-setting and feedback becomes the main determinant of whether the system is developmental or merely compliant. Second, the findings extend research on appraisal fairness to a context where ratings are tied to monthly allowances. Fairness perceptions then affect not only satisfaction with appraisal [13,14] but also the perceived legitimacy of pay, which may explain why motivation first rises and then falls when ratings are inconsistent [46]. Third, the findings suggest that digital performance systems can create the appearance of

accountability while leaving underlying practices unchanged, a phenomenon similar to the unintended outcomes observed in earlier public sector reforms in Indonesia [18,19].

Methodologically, the evidence base remains thin. Qualitative single-agency studies dominate, and only four quantitative studies were found, three of them cross-sectional. Evidence on the effects of the reform on organizational performance and public service quality is therefore weak. Comparative studies across regions, longitudinal designs and analyses of large-scale e-Kinerja data are needed to test whether the new system improves performance, as has been done in other countries [4-6]. Future research should also focus specifically on performance dialogue and follow-up, on government employees with work agreements, whose numbers are growing [74], and on how hierarchical culture conditions the success of reforms [18,19].

The review has practical implications. Supervisors need training as performance coaches, and dialogue should be scheduled at least quarterly rather than left to discretion. Regional personnel agencies should provide hands-on support in formulating targets with measurable indicators and should ensure reliable networks and help-desk services. Rating calibration across units, multi-source feedback and transparent appeal mechanisms can strengthen credibility [46,73]. Finally, allowance schemes should be linked to calibrated ratings, so that financial incentives reward genuine differences in performance.

IV. CONCLUSION

This systematic review synthesized 45 studies published in 2022–2025 on the implementation of Indonesia's 2022 regulation on civil servant performance management. Research output grew rapidly in 2024–2025 and is dominated by qualitative case studies in district and municipal governments. Seven themes emerged. The most frequent concerned e-Kinerja readiness (22 studies), reported benefits (18 studies) and employee capacity to formulate performance targets (16 studies). The consistently reported benefits are greater transparency, accountability, data accuracy and discipline, and the few quantitative studies point in a positive direction. The main weaknesses lie in the coaching and follow-up stages: performance dialogue is rarely institutionalized, ratings remain prone to formalism and leniency, and links between ratings and allowances are not perceived as fair. The reform's success therefore depends less on technology than on supervisors' coaching capacity, credible rating structures and a performance-oriented culture. Future research should use quantitative, comparative and longitudinal designs and focus on performance dialogue and follow-up.

For practice, the review points to four priorities. Supervisors should be trained and assessed as performance coaches, with dialogue scheduled at least quarterly and documented in e-Kinerja. Regional personnel agencies should provide hands-on support for formulating measurable targets and ensure reliable networks and help-desk services. Agencies should calibrate ratings across units and apply the link between organizational and individual ratings, supported by multi-source feedback and transparent appeal procedures. Finally, performance-based allowances should be tied to calibrated ratings so that they reward real differences in performance. For research, the priorities are quantitative and comparative designs across regions, longitudinal analyses of e-Kinerja data, and studies that focus explicitly on performance dialogue, follow-up and contract employees. Such evidence would allow policymakers to judge whether the 2022 reform is achieving its intended shift from administrative compliance to continuous performance improvement.

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APPENDIX

Appendix A. Search strings (publication years 2022–2025)

(1) How has the implementation of PermenPANRB Number 6 of 2022 on civil servant performance management (SKP, dialog kinerja) been evaluated in Indonesian government agencies?

(2) What are the challenges and effects of the e-Kinerja electronic performance appraisal system for Indonesian civil servants (ASN)?

(3) Bagaimana implementasi Sasaran Kinerja Pegawai (SKP) berdasarkan Permenpan RB Nomor 6 Tahun 2022 pada instansi pemerintah daerah?

(4) How does performance dialogue (dialog kinerja) and leader feedback affect civil servant (ASN) performance in Indonesia?

(5) What are the obstacles of performance management for State Civil Apparatus in Indonesian local governments: merit system, performance-based allowance (TPP), SKP?

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