

Performance of Bureaucratic Reform in Indonesia (Case Study in Banyumas Regency)

Denok Kurniasih¹, Wahyuningrat², Shadu Satwika Wijaya³, Paulus Israwan Setyoko⁴

Departement of Public Administration, Universitas Jenderal Soedirman Purwokerto, Indonesia

¹denok.kurniasih@unsoed.ac.id

²wahyuningrat@unsoed.ac.id

³shadu.satwika@unsoed.ac.id

⁴paulus.setyoko@unsoed.ac.id

Abstract Improving the performance of Bureaucratic Reform (RB) in Indonesia is a crucial agenda for improving governance. Since its launch in 2010, Bureaucratic Reform has become the primary foundation for transforming the Indonesian bureaucracy. The implementation of RB includes institutional restructuring, improving governance, enhancing the quality of human resources, and enhancing public services. Evaluation of the performance of bureaucratic reform is necessary to identify its weaknesses. As a measuring tool, the Bureaucratic Reform Index (IRB) is used to monitor RB achievements from year to year. In 2023, Banyumas Regency's IRB increased to 76.90, compared to 73.08 in 2022, placing it in the BB category. Although this improvement is significant, the A predicate has not yet been achieved, so continued improvement efforts are needed. This study used various methods such as field surveys, document studies, interviews, and Focus Group Discussions (FGDs). Data analysis techniques used included qualitative and quantitative approaches to assess the performance of bureaucratic reform in Banyumas Regency. The results of the data analysis show that Banyumas Regency has recorded several achievements in the implementation of RB, such as the improvement of the Government Agency Performance Accountability System (SAKIP) of Banyumas Regency, which recorded a score of 80.53 in 2023, indicating a good level of accountability. However, several challenges remain, such as the Legal Reform Index which is still low with a score of 57.55 out of 100, and the low development of the Integrity Zone with a score of 0.75 out of 3.5. In addition, the achievement of bureaucratic simplification is also inadequate, with a score of 2 out of 5, and the implementation of the Electronic-Based Government System (SPBE) is still low with a score of 1 out of 5, indicating limitations in bureaucratic digitization.

Keywords : Digital government, Bureaucratic Reform, Performance

I. INTRODUCTION

Bureaucratic Reform (RB) is a crucial agenda for improving the quality of governance in Indonesia, including at the district/city level. Since its national launch in 2010, the RB program has become a key foundation for bureaucratic transformation at various levels of government. Banyumas Regency, as one of the regions committed to implementing RB, needs to conduct a comprehensive evaluation of this program to ensure its effectiveness in achieving its intended goals. RB implementation in Banyumas Regency has been underway for the past several years, encompassing various aspects such as institutional restructuring, governance improvements, enhancing the quality of civil servant resources, and enhancing public services. However, there has been no comprehensive study evaluating the success of RB implementation in Banyumas Regency. This evaluation is crucial for understanding the extent to which reform efforts have brought positive changes to the regional bureaucracy and identifying areas that still require improvement. As a measurement instrument, the Bureaucratic Reform Index (IRB) has provided an overview of RB achievements in Banyumas Regency. The IRB measurement from 2018–2023 has undergone several changes in its assessment components. The value of the Bureaucratic Reform Index of Banyumas Regency in 2018 and 2019 with components according to the Regulation of the Minister of Administrative and Bureaucratic Reform Number 8 of 2019 shows that the value has increased from 66.68 to 68.76 with category B where the Absolute Interpretation Value Predicate is $B > 60 - 70$ Good, so it still needs a little improvement. The value of the Bureaucratic Reform Index (IRB) in 2020 was 69.07 with category B to 73.08 in 2022 with category BB. Meanwhile, in 2023 the IRB measurement is guided by the regulation of the Minister of Administrative and Bureaucratic Reform Number 9 of 2023 the value of the Bureaucratic Reform Index of Banyumas Regency in 2023 is 76.90 (Category BB).

Evaluation Results of the Bureaucratic Reform Index in Banyumas Regency

No	Assesment	Score	Value
A	RB General	100	66,92
B	RB Thematic	20	9,98
C	RB Index	120	76,90

Source: Kemenpan RB, 2024

In 2023, the Bureaucratic Reform Index (RB) reached 76.90 out of a scale of 120. The general RB component remained low at 66.92 out of a scale of 100, and the thematic RB component remained low, far below the 20-scale target of 9.98. Therefore, bureaucratic reform still requires attention and improvement, particularly in the performance of local government organizations, to create better governance. Bureaucratic reform is a systematic effort to change the structure, processes, and culture of government organizations to make them more responsive, transparent, and accountable.

In the modern context, the concept of dynamic governance is a relevant approach to understanding and guiding the implementation of bureaucratic reform. According to Neo and Chen (2007), dynamic governance is a framework that enables governments to adapt effectively to changes in the internal and external environment through three key capabilities: thinking ahead, thinking again, and thinking across. The concept of thinking ahead refers to the government's ability to anticipate future challenges and design proactive policies. In the context of Banyumas Regency, the implementation of thinking ahead can be seen in the strengthening of strategic planning that supports bureaucratic reform. This includes efforts to improve the quality of change management and the development of relevant regulations. Based on IRB data, the "Change Management" and "Legal and Regulatory Arrangement" components scored relatively low in the initial period (2018-2019). This situation indicates the need for improved long-term vision integrated into the reform agenda. Furthermore, thinking ahead can be translated into developing bureaucratic innovations to address challenges in the digital era. Research conducted by Vigoda-Gadot (2006) found that innovative bureaucracies tend to be better able to meet dynamic public demands. In Banyumas Regency, this initiative could focus on the digitalization of public services and technology-based accountability systems. Thinking again emphasizes the ability to evaluate existing policies and make changes as needed. This is relevant to the results-based evaluation approach in bureaucratic reform. IRB data for Banyumas Regency shows an increase in performance accountability scores and external corruption perception surveys from year to year. This demonstrates the importance of consistent evaluation of the implementation of reform policies and programs, including strengthening inter-agency coordination and increasing human resource capacity.

The thinking again approach is also relevant to institutional reform. Osborne and Gaebler (1992) in their book, *Reinventing Government*, emphasized the importance of transforming bureaucratic structures, which tend to be hierarchical, into more flexible and adaptive organizations. Banyumas Regency can adopt this approach by reviewing the organizational structure of the local government to better align with the needs of results-oriented public services. Thinking across involves cross-sectoral learning and sharing knowledge from best practices across regions. Effective bureaucratic reform requires collaboration between the government, the community, and the private sector. In Banyumas Regency, strengthening the "Improving the Quality of Public Services" component requires an inclusive approach that actively involves stakeholders in the decision-making process. For example, implementing a public-private partnership (PPP) model in public services can be a strategy for optimizing resources. Furthermore, a study by Fung (2006) shows that greater public participation in policy planning and evaluation can increase public trust in the government. In the Banyumas context, the continued improvement in external surveys of public services reflects the significant potential for expanding this participation as a key element in accelerating reform. Dynamic governance provides a framework that can support the study's objectives in evaluating the success of bureaucratic reform and formulating improvement strategies in Banyumas Regency: (1) Evaluation of the Success of Bureaucratic Reform Implementation: Dynamic governance provides a forward-looking (thinking ahead), reflective (thinking again), and cross-sectoral (thinking across) evaluation perspective. This approach can help identify success factors such as leadership commitment and policy adaptation; (2) Strategy for Improving the Success of Bureaucratic Reform: Thinking ahead-based strategies can focus on developing technological innovation and strategic planning. Thinking again emphasizes the need for continuous improvement through policy evaluation, while thinking across encourages collaboration to improve service quality and accountability. By applying the principles of dynamic governance, Banyumas Regency can increase the effectiveness of bureaucratic reform, not only meeting current needs but also addressing future challenges.

To improve the effectiveness of bureaucratic reform implementation, Banyumas Regency needs to identify the factors influencing success and the obstacles encountered. This includes aspects such as leadership

commitment, human resource quality, supporting infrastructure, and inter-agency coordination. A clear understanding of these factors will assist in formulating strategies that are more targeted and contextualized to the conditions and needs of Banyumas Regency. Based on the above issues, the research question can be concluded as follows: What is the current level of success of bureaucratic reform implementation in Banyumas Regency?

II. THEORITICAL FRAMEWORK

Ali Farazmand defines bureaucratic reform as a comprehensive transformation process aimed at building good governance through institutional capacity building, structural adaptation, and the development of sustainable administrative systems (Farazmand, 2010, 2012, 2018, 2022). This process is designed to effectively respond to global challenges and local needs, while maintaining democratic accountability and professional excellence. In Farazmand's view, bureaucratic reform encompasses not only technical and structural aspects but also fundamental changes in how the bureaucracy operates and interacts with its environment. This reform encompasses a comprehensive transformation involving changes to the administrative system, organizational structure, and bureaucratic culture. Farazmand emphasizes the importance of understanding bureaucratic reform in a global context, while still taking into account local conditions and needs. Bureaucratic reform must be able to integrate international standards and best practices with the specific needs of local communities. This reflects the reality that modern bureaucracies operate in an increasingly globally connected environment, yet must remain responsive to their local constituents. The concept of good governance, according to Farazmand, includes the development of strong institutional capacity, democratic legitimacy, responsiveness to public needs, and administrative effectiveness. Thus, good governance emphasizes not only efficiency and effectiveness but also the system's sustainability and adaptability.

Michael Barzelay provides an in-depth analysis of bureaucratic reform by comparing two paradigms: the bureaucratic and post-bureaucratic paradigms (Peters & Barzelay, 1996; Webb et al., 2020; Weimer et al., 1994). In the bureaucratic paradigm, Barzelay emphasizes that traditional bureaucracy focuses more on the organization's internal interests. This paradigm is oriented toward rules, procedures, and internal efficiency. Its organizational structure is hierarchical and rigid, with centralized authority and tight control. Operational principles include service standardization, functional specialization, and routine and stability. Performance measurement in this paradigm emphasizes inputs and processes, with particular attention to budget control and procedural compliance. In contrast, the post-bureaucratic paradigm presented by Barzelay focuses more on external needs, namely the public or customers. This paradigm emphasizes results-oriented and quality-oriented, as well as creating higher public value. The organization idealized within this paradigm is flexible, adaptive, and supports decentralization of authority and employee empowerment. Its operational principles emphasize innovation, cross-sector collaboration, and continuous organizational learning. Performance measurement in the post-bureaucratic paradigm is based on the achievement of results measured by value creation and customer satisfaction.

Stephen K. Bailey (1964), in his various works, offers a unique perspective on bureaucratic reform by emphasizing the importance of the ethical dimension in public administration. Bailey introduced three main dimensions, which he called the "Three Moralities of Public Administration": moral optimism, moral courage, and moral fairness. Moral optimism reflects confidence in the ability to bring about positive change and continuous improvement in public services. Moral courage emphasizes the importance of courage in risky decision-making and integrity in every action taken. Meanwhile, moral fairness focuses on fairness in public services, equal treatment for all, and government accountability to the public. Bailey emphasized that bureaucratic reform must be based on fundamental values, such as professional excellence, which demands high performance standards and innovation in service delivery. Furthermore, reform must also incorporate democratic values, which emphasize the importance of public participation, transparency, and bureaucratic responsiveness to community needs. The ethical aspect of reform is also very important, where integrity, honesty, and the public interest must be the main guidelines in every action taken by government officials. Bureaucratic reform, according to Bailey, involves structural changes that include decentralization of authority and reduction of rigid hierarchies, process reforms that emphasize the simplification of procedures and improving the quality of service, and cultural transformation that encourages the internalization of new values and professional ethics. Bailey also emphasized that a modern bureaucracy must possess three core competencies: technical competency, encompassing mastery of one's field and analytical skills; ethical competency, encompassing integrity and ethical decision-making; and democratic competency, encompassing an understanding of democratic values and the ability to collaborate with the public. According to Bailey, strong leadership, continuous capacity development, and active engagement with stakeholders are essential principles in implementing bureaucratic reform. This reform must address ethics at various levels, including the individual, the organization, and within the public service itself. To address these challenges, Bailey recommends strong

commitment from leaders, capacity building through ongoing training, and active support from stakeholders through broader public participation and effective communication. In conclusion, Bailey places a strong emphasis on ethics and democratic values in bureaucratic reform, distinguishing his approach from conventional bureaucratic reform. Bureaucratic reform, in his view, is not merely a matter of structural and technical change but also involves a fundamental transformation in values, ethics, and competency within the public service.

David Osborne and Ted Gaebler define bureaucratic reform as an effort to change the way government operates by adopting entrepreneurial principles (Nathan, 1995; D. Osborne & Plastrik, 2013; S. P. Osborne, 2006, 2010; S. P. Osborne et al., 2013). They emphasize the importance of a more responsive, efficient, and innovative government in serving the public.

Meanwhile, Christopher Pollitt and Geert Bouckaert (2011) describe bureaucratic reform as a series of changes aimed at improving efficiency, effectiveness, and accountability in the public sector. They highlight the need for a more modern and integrated approach to public management. B. Guy Peters (1996) states that bureaucratic reform is a process of adaptation and change in the structure and functions of government to meet new challenges. Peters emphasizes the importance of flexibility and adaptability in modern bureaucracies. Jan-Erik (2000) defines bureaucratic reform as the application of private sector management principles to the public sector, with the aim of increasing efficiency and effectiveness through decentralization, performance measurement, and increased accountability.

A study entitled "Narrative Policy of Bureaucratic Reform in Indonesia: Rules of Narrative in Mass Media" (Haryono et al., 2024) explains that the main problems faced in bureaucratic reform relate to corruption and slow public service delivery. The study could focus on exploring whether similar challenges are also faced in the local context of Banyumas and how they impact bureaucratic reform efforts in the region. Furthermore, oversight and government institutions play a crucial role in improving the bureaucracy. This opens up an opportunity to analyze the role of local institutions in Banyumas, such as the Regional Inspectorate or other oversight institutions, and evaluate their contribution to overseeing the more effective implementation of bureaucratic reform. Such an analysis would enrich our understanding of local dynamics within the broader context of bureaucratic reform.

A bureaucratic reform implementation model relevant to this study was also developed by Lin (2023) in his study entitled "Implementation of Bureaucratic Reform to Improve Public Services." The study findings that there are important dimensions to implementing bureaucratic reform, namely the organizational and human resource dimensions of the apparatus. Practical steps are also proposed in this article, such as the creation of a Bureaucratic Reform Team Decree. This will provide a clear legal basis for bureaucratic reform and facilitate coordination between the various parties involved. With a dedicated team, the organization can be more focused and directed in implementing the necessary reforms. Furthermore, creating an action plan for implementing bureaucratic reform and completing an evaluation sheet are crucial steps that can help identify strengths and weaknesses in the reform process. A detailed and measurable action plan is necessary so that each change can be evaluated periodically. This will also help local governments remain accountable to the public. Finally, monthly monitoring and evaluation of the implementation of bureaucratic reform will provide useful feedback for continuous improvement. Establishing an effective monitoring system can ensure that all steps taken in bureaucratic reform are implemented effectively and in accordance with the desired objectives.

III. METHOD

This study uses a mixed approach by integrating primary and secondary data to evaluate the implementation of bureaucratic reform in Banyumas Regency. Data collection was conducted through three main methods: document study, interviews, and focus group discussions (FGDs). The document study aimed to collect secondary data, such as the Bureaucratic Reform Index (IRB) value from official reports from the Ministry of Administrative and Bureaucratic Reform (PAN-RB) and other related documents. This secondary data was used to analyze trends in IRB achievements from year to year and identify policy changes that influence the success of the reform. To complement the secondary data, interviews and FGDs were conducted to explore the views of stakeholders, such as local government officials, heads of regional apparatus organizations (OPD), and the public, regarding the factors driving and inhibiting the implementation of bureaucratic reform. In data analysis, this study used two main approaches: Document Study and Participatory Policy Analysis (PPA). The document study was used to examine various regulations, performance reports, and survey results related to the implementation of bureaucratic reform. Trend analysis techniques were applied to the IRB data to observe patterns of change over time, thus identifying areas requiring further improvement. Meanwhile, the PPA approach, as proposed by Hajer & Wagenaar (2003), allows for the active participation of various policy actors. In this context, PPA is used to facilitate dialogic discussions between stakeholders, both governmental and non-governmental, to generate consensus-based strategic solutions.

To ensure the validity of the data obtained, this study applies the principles of validity and reliability through the use of triangulation. Triangulation is a data collection technique that combines multiple sources or methods to increase the credibility and accuracy of findings. In the context of this study, triangulation was conducted by simultaneously utilizing data from official documents, interviews, and focus group discussions (FGDs). Secondary data from document studies, such as the Bureaucratic Reform Index (IRB) report and related regulations, were verified with primary data obtained through stakeholder interviews and interactive discussions during the FGDs. This technique ensures that the resulting data are mutually supportive and provide a consistent picture of the implementation of bureaucratic reform in Banyumas Regency. Data validity is enhanced through content validity and construct validity. Content validity is ensured by using indicators that align with the bureaucratic reform assessment components based on official regulations, such as Regulation of the Minister of Administrative and Bureaucratic Reform Number 9 of 2023. Construct validity is achieved by ensuring alignment between the bureaucratic reform concept, the measured indicators, and the research objectives. Furthermore, to maintain data reliability, the data collection process is systematic and well-documented. Interview data is recorded and transcribed to avoid misinterpretation, while document data is obtained from reliable sources such as reports from the Ministry of Administrative and Bureaucratic Reform. Source and method triangulation techniques are used to strengthen the validity of the findings. Source triangulation is carried out by comparing information from several stakeholders, such as heads of Regional Apparatus Organizations (OPD), administrative staff, and community leaders, to ensure that the views obtained reflect the true reality. Meanwhile, method triangulation is applied by combining document studies, interviews, and focus group discussions (FGDs) to validate the analysis results from various perspectives. With this approach, the research not only produces valid and reliable data but also provides an in-depth understanding of the factors influencing the success and obstacles in implementing bureaucratic reform.

IV. RESULT AND DISCUSSION

Bureaucratic Reform Performance

The assessment of the bureaucratic reform index, based on general and thematic bureaucratic reform, provides a comprehensive overview of governance progress. General bureaucratic reform (RB) focuses on strengthening the overall work system and bureaucracy, while thematic RB is directed at achieving specific national priorities. Within the general RB aspect, the level of achievement of the work system for bureaucratic simplification is the main indicator. This includes evaluating the implementation of organizational streamlining, the transfer of structural positions to functional positions, and the effectiveness of faster and more accountable decision-making processes. This simplification aims to reduce the complexity of the bureaucratic structure, thereby increasing public service efficiency. Furthermore, the electronic-based government system (SPBE) index is also a crucial element. SPBE measures the extent to which digitalization has been implemented in administrative processes and public services, such as the implementation of e-office, e-budgeting, and integrated service portals. SPBE serves as the foundation for building a digital government that is transparent, innovative, and adaptive to public needs. The implementation of SPBE architecture policies complements the previous indicator by assessing the extent to which integrated information and communication technology designs are implemented to support governance. The SPBE architecture includes a system framework that ensures inter-agency interoperability, data consistency, and enhanced cybersecurity. The value of the government agency performance accountability system (SAKIP) is also a key measure in general RB. SAKIP reflects the ability of government agencies to plan, implement, and evaluate programs based on the principles of results-oriented budgeting. A high SAKIP indicates efficient resource use in achieving development targets. The success rate of developing an integrity zone also serves as an indicator for general RB. The integrity zone focuses on creating a corruption-free work environment and improving public services through the application of the principles of integrity, transparency, and accountability. The success of the integrity zone serves as a benchmark for the progress of bureaucratic work culture. In the thematic RB aspect, poverty alleviation is a primary focus. Bureaucratic reform is aimed at increasing the efficiency of poverty alleviation programs, such as social assistance and community empowerment. Evaluation is carried out on the speed, accuracy, and precision of program distribution. Investment realization is also a concern in thematic RB. A more responsive and efficient bureaucracy is expected to create a conducive investment climate, expedite business licensing, and facilitate investor access to information and services. Digitizing government administration, focusing on addressing stunting, is another priority in thematic bureaucratic reform. Addressing stunting requires cross-sector collaboration supported by an integrated data system to monitor intervention targets for pregnant women and toddlers, while simultaneously evaluating program impacts in real time. The level of use of domestic products is an indicator to measure the effectiveness of bureaucratic policies in encouraging preference for local products in government procurement of goods and services. This policy is expected to increase the domestic sector's contribution to the national economy. Inflation control is also included in the thematic bureaucratic reform

assessment. The government, through bureaucratic reform, is required to strengthen inter-agency coordination in monitoring prices of basic commodities, maintaining supply stability, and designing proactive policies to address inflationary pressures. Assessments of the general and thematic bureaucratic reform indices provide a holistic understanding of the achievements of bureaucratic reform. The general bureaucratic reform emphasizes strengthening fundamental work systems, while thematic bureaucratic reform assesses the bureaucracy's contribution to achieving national development priorities. Synergy between these two aspects is key to ensuring that bureaucratic reform is not only effective internally but also provides tangible benefits to society. The performance of the Banyumas Regency Government's bureaucratic reform in 2024 is explained as follows.

1. **Percentage of Organizational Structure Simplification** Percentage of Organizational Structure Simplification Measures the level of implementation of bureaucratic simplification policies in local governments. The assessment is carried out by the Meso Evaluator (Ministry of Administrative and Bureaucratic Reform) by monitoring and evaluating the implementation of Bureaucratic Reform policies. The percentage of organizational structure simplification is an indicator to measure the implementation of bureaucratic simplification policies in local governments. The evaluation is carried out by the Ministry of Administrative and Bureaucratic Reform (KemenPANRB) as the meso level evaluator. This process involves monitoring and evaluating the implementation of bureaucratic reform policies aimed at creating a leaner, more effective, and more responsive organizational structure to the needs of the community. The assessment includes the extent to which local governments have adjusted their organizational structures according to the reform guidelines and policies set by the central government. Banyumas Regency received a score of 77.1 in the evaluation of the level of implementation of organizational structure simplification, measured on a scale of 0-100. This score indicates that Banyumas is in the good category in implementing bureaucratic reform policies, particularly in simplifying the organizational structure to make it more efficient and adaptable to public service needs. This score reflects the region's performance in adapting to national policies monitored by the Ministry of Administrative and Bureaucratic Reform. This score indicates a good level of success in implementing bureaucratic reform policies, particularly in efforts to create a leaner and more efficient structure. This assessment reflects the extent to which Banyumas has met established standards, including the elimination or adjustment of echelon positions and the optimization of functions through functional positions. This achievement indicates that Banyumas has demonstrated a strong commitment to bureaucratic reform, although there is still room for further improvement.
2. **Level of Achievement of Work Systems for Bureaucratic Simplification.** Level of Achievement of Work Systems for Bureaucratic Simplification measures the level of implementation of work systems implemented after organizational structure simplification and job equalization. An assessment of the level of work system implementation was conducted at government agencies that had implemented organizational structure simplification. The RB evaluation results indicated that the Work System Achievement Level for Bureaucratic Simplification was 2, reflecting the low category on a 0-5 assessment scale. This indicates that the implementation of the work system intended to simplify the bureaucracy is still suboptimal. The bureaucratic simplification process, which was expected to create efficiency, has not yet had a significant impact. Therefore, more proactive and strategic steps are needed to accelerate this reform and significantly improve performance and public services.
3. **Government Internal Control System Maturity Level (SPIP).** Based on Kemenpanrb Decree No. 182 of 2024, the Government Internal Control System Maturity Index (SPIP) aims to measure the quality of the implementation of the Government Internal Control System at the local government level. This assessment was conducted by a Meso Evaluator, namely the Financial and Development Supervisory Agency (BPKP). The SPIP Maturity Level in the Banyumas Regency Regional Government reached 3.25, which is in the medium category on a 1-5 assessment scale. This achievement demonstrates that the organization has a fairly robust internal control system, although several weaknesses remain that need to be addressed. To achieve a higher level of maturity, improvements in the consistency of procedure implementation, compliance, and stricter oversight are required. These steps are crucial to ensuring a more effective and sustainable implementation of the SPIP, thus supporting more transparent and accountable government management.
4. **Success Rate of Integrity Zone Development Based on Kemenpanrb No. 182 of 2024,** the Integrity Zone Development Success Rate Index (ZI) aims to measure the extent of success in the development of Integrity Zones in work units that have obtained the WBK (Corruption-Free Area) or WBBM (Clean and Serving Bureaucratic Area) predicate on average over the past three years in local governments. This assessment was conducted by the Meso Evaluator, namely the Ministry of Administrative and Bureaucratic Reform. The Success Rate of Integrity Zone Development in the Banyumas Regency Regional Government was recorded at 0.75, which is in the very low category on a 0-3.5 assessment scale. This achievement indicates that efforts to develop Integrity Zones in the region are still far from optimal and have not succeeded in creating a corruption-free area as well as a clean and serving bureaucratic area adequately. These results emphasize the need for significant improvements, including increasing leadership commitment, strengthening a work

- culture with integrity, and more effective supervision. This effort is necessary to drive the development of the Integrity Zone towards a better direction and achieve the desired results.
5. Government Agency Performance Accountability System (SAKIP) Score. Based on Kemenpanrb Decree No. 182 of 2024, the Government Agency Performance Accountability System (SAKIP) Index aims to measure the quality of organizational performance management implementation to create a culture of strong organizational performance accountability and drive increased effectiveness and efficiency in regional budget (APBD) use. The assessment was conducted by a Meso Evaluator from the Ministry of Administrative and Bureaucratic Reform. The SAKIP score of 80.53 falls into the high category on a scale of 0-100. This achievement demonstrates that the organization has successfully implemented a performance accountability system, with appropriate performance measurement and consistent evaluation. However, there is still room for improvement, particularly in increasing the efficiency and effectiveness of programs to have a more direct impact on the community.
 6. Level of Implementation of the SPBE Architecture Policy. Based on Kemenpanrb No. 182 of 2024, the Level of Implementation of the Electronic-Based Government System (SPBE) Architecture Policy Index aims to measure the level of implementation of the National SPBE Architecture policy in regional governments. The assessment is conducted by a Meso Evaluator, namely the Ministry of Administrative and Bureaucratic Reform. The Level of Implementation of the SPBE Architecture Policy received a score of 1, which is categorized as low on the 0-5 scale. This reflects that the implementation of the SPBE policy is still in its early stages and has not yet had a significant real impact on government digitalization. To improve this score, more serious efforts are needed in terms of technological infrastructure, human resources, and policy alignment to create a comprehensive technology-based government system.
 7. Level of Archives Digitalization. Based on Kemenpanrb No. 182 of 2024, the Level of Archives Digitalization Index aims to measure the quality of implementation of archiving management in regional governments as part of the digital transformation of archiving. The assessment is conducted by a Meso Evaluator, namely the National Archives of the Republic of Indonesia. The Archives Digitization Level reached a score of 90.55, which is very high on a scale of 0-100. This indicates that the organization's archives digitization is very good and nearly perfect. This achievement exemplifies the success of leveraging technology to support efficient data storage and information access. Going forward, efforts must focus on maintaining this system to ensure it remains stable, secure, and capable of continuously evolving with technological advances.
 8. The Follow-up level on Public Complaints (LAPOR). Based on Kemenpanrb Regulation No. 182 of 2024, the Level of Follow-up on Public Complaints (LAPOR) index aims to measure the follow-up on public complaints submitted through SP4N-LAPOR! as feedback for continuous improvement in local governments. This assessment is conducted by Meso Evaluators from the Ministry of Administrative and Bureaucratic Reform. Currently, the level of follow-up on public complaints (LAPOR) is at 4, which is in the high category within the 1-5 scale. This high score indicates that the public complaint follow-up mechanism is functioning well, supported by a quick and appropriate response. This reflects the seriousness of the Banyumas Regency Government in addressing public aspirations and complaints. Nevertheless, efforts must continue to improve the quality of complaint resolution, particularly to strengthen public trust in this complaint system. With continued efforts, it is hoped that the existing complaint system will become more effective and able to provide satisfaction to the public.
 9. Policy Quality Index Based on Kemenpanrb Regulation No. According to Law No. 182 of 2024, the Policy Quality Index serves as a measuring tool for assessing the quality of public policies established by Regional Governments in the planning and evaluation process. This index covers aspects that indicate the extent to which the policy is well-designed and how effective its implementation is in providing tangible benefits to the public. The Policy Quality Index is assessed by a Meso Evaluator, namely the Public Administration Institute (LAN). However, although this index has been established as an important measure, it should be noted that the latest Bureaucratic Reform (RB) evaluation results do not yet include assessment results for the Policy Quality Index.
 10. Legal Reform Index Based on Kemenpanrb No. 182 of 2024, the Legal Reform Index aims to measure legal reform in Regional Governments by identifying and mapping regulations, re-regulating and deregulating rules, and strengthening the national regulatory system. The assessment is conducted by a Meso Evaluator (Ministry of Law and Human Rights). The Legal Reform Index reached a score of 57.55, which is considered low on the 0-100 scale. This indicates that legal reform efforts have not been fully effective in creating the desired changes. Many challenges remain, both in terms of regulation, law enforcement, and fair and transparent application of the law. To improve this index, a stronger commitment from various parties is needed to carry out structural and cultural reforms in the legal sector. Iqbal (2020) also highlighted the importance of strong and visionary leadership in the legal reform process. Failure to implement reforms is often caused by a lack of commitment from regional leaders to adopt and implement the formulated reform

- principles. Therefore, to accelerate legal reform in Banyumas, better synergy is needed between institutions, both at the regional government level and with other law enforcement agencies, such as the prosecutor's office and the police. This inter-institutional synergy can create a more coordinated and effective framework for implementing legal reform programs. Furthermore, there is a need to increase the capacity of human resources within relevant institutions, both in terms of understanding regulations and the ability to handle increasingly complex legal issues.
11. **Statistical Development Index.** Based on Kemenpanrb Decree No. 182 of 2024, the Statistical Development Index aims to measure the maturity of sectoral statistical administration in regional governments. The assessment is conducted by the Meso Evaluator (Central Statistics Agency). The Statistical Development Index with a value of 2.11 is in the moderate category on a scale of 1-5. This indicates that statistical development is underway, but still requires significant improvement, particularly in data quality, accuracy, and relevance. Increasing the capacity of human resources in the statistical field and strengthening supporting infrastructure will be key factors in accelerating the achievement of better and higher-quality statistical development. The statistical development index at the moderate level (2.11/5) indicates a lack of utilization of quality data for evidence-based decision-making. This is in line with Lin (2023), who emphasized the importance of data as a foundation for sustainable bureaucratic reform. In Banyumas, efforts need to be directed at developing a sound data collection and management system to support policy evaluation. The statistical development index at the medium level (2.11/5) reflects the suboptimal utilization of data as a tool for evidence-based decision-making. This situation indicates that despite the availability of data, its quality and management are still not optimal to support effective policy evaluation and decision-making. Poorly integrated or easily accessible data can lead to inaccurate decisions, ultimately hindering the process of more transparent and efficient bureaucratic reform.
 12. **Procurement Governance Index.** Based on Kemenpanrb Regulation No. 182 of 2024, the Procurement Governance Index aims to measure the quality of goods and services procurement governance in regional governments. The assessment is conducted by the Meso Evaluator (Government Goods/Services Procurement Policy Institute). Based on 2023 data, the Procurement Governance Index in Banyumas Regency was 62.93 out of 100, falling within the moderate category. This score reflects considerable efforts to increase transparency and accountability in procurement of goods and services, but there is still considerable room for improvement. Efficient and transparent procurement is crucial for preventing corruption and enhancing public trust. While progress has been made, deeper reforms are needed to achieve improved and optimal procurement governance. To improve this score, Banyumas Regency can prioritize strategic measures such as increasing transparency through an e-procurement system and strengthening oversight of the procurement process. Developing human resource (HR) capacity in technical and ethical procurement can also help improve the effectiveness and efficiency of the existing system. With stronger reforms, the quality of procurement governance can have a direct impact on improving public services and public trust in local government.
 13. **Merit System Index.** The Merit System Index assessment is conducted by Meso Evaluators (the State Civil Service Commission). The Merit System Index in Banyumas Regency scored 262 out of 410, classified as moderate. This figure indicates that the implementation of a meritocratic system has begun, but weaknesses remain in its implementation. The merit system plays a central role in human resource management in the public sector, where employees are selected based on competence, achievement, and performance. A strong meritocracy can reduce nepotism and promote professionalism, which impacts the quality of public services. To optimize the implementation of the merit system in Banyumas, steps need to be taken including improving employee recruitment and promotion mechanisms through a more transparent and objective performance-based evaluation process. Furthermore, improving the capacity and competence of human resources through ongoing training programs is crucial. Strengthening meritocracy and systematic human resource development can not only reduce inefficiencies but also improve the competitiveness and quality of public sector services, ultimately contributing to the overall success of bureaucratic reform. As Wahyurudhanto (2020) stated, improving human resource quality is highly dependent on employee placement and development based on competencies aligned with organizational needs. According to Pribadi (2021), a supportive organizational structure is crucial to ensuring that employees are placed in positions that enable them to make maximum contributions to organizational performance. Without a merit-based placement system, the bureaucracy will continue to be mired in inefficiency and decline in the quality of public services.
 14. **Thematic: Poverty Alleviation.** Poverty alleviation is a key focus of thematic bureaucratic reform. Bureaucratic reform is aimed at creating a governance system capable of supporting the implementation of poverty alleviation programs more efficiently and effectively. From 2022 to 2023, the number and percentage of poor people in Banyumas Regency decreased. The number of poor people fell from 220.47 thousand people (12.84%) in 2022 to 216.50 thousand people (12.53%) in 2023. This decrease indicates

improvements in reducing the poverty rate. This percentage indicates that despite the decrease, the figure still indicates that more than one in ten residents in Banyumas Regency live in poverty. Therefore, this poverty rate cannot be considered low and still requires further efforts to reduce it to a safer category. Meanwhile, in the thematic RB, the calculation of the achievement of impact indicators on the poverty alleviation theme is seen based on three assessment aspects: the current year's poverty rate; the current year's extreme poverty rate; and the poverty delta compared to the previous year. In the thematic RB poverty alleviation, the action plan has a value of 0.17, indicating that the planning is still not in-depth and needs to be adjusted to actual needs on the ground. However, the output achievement of 89.86 indicates that program implementation is progressing well and has achieved most of the planned targets. Unfortunately, the impact achievement is only 0.78, which is very low and reflects that although outputs are achieved, actual results in poverty alleviation are not yet significant. This highlights the importance of revising the action plan to be more focused and have a direct impact.

15. Theme: Investment Realization. Based on Statistics Indonesia (BPS) data, the investment value in Banyumas Regency increased from 1,637,794.41 million Rupiah to 1,993,592.12 million Rupiah from 2022 to 2023. This represents investment growth of approximately 21.7% in one year, reflecting increased investor interest and economic development in the region. With these values, the investment realization rate in Banyumas Regency can be considered high considering the size of the regency at the local level, especially when compared to other regencies in Central Java that may have lower investment levels. This value indicates that Banyumas Regency has strong investment attractiveness and has the potential to drive significant economic growth in the region. Meanwhile, the calculation of investment realization impact, based on Kemenpanrb Regulation No. 182 of 2024 at the Regency/City Government level, is based on two assessment aspects: current year investment realization and increased investment realization. This calculation will be classified according to the condition of investment realization in the current year. Classification is carried out by dividing the data into three clusters using statistical methods (quartile division; dividing the data into four parts, each of which will obtain three quartile values: Q1 = High Category, Q2 = Medium Category, and Q3 = Low Category). Meanwhile, the calculation of increased investment realization will be compared with the increase in investment realization nationally in each class.
16. Theme: Digitalization of Government Administration Focuses on Stunting Management. Based on SSGI data from 2022, the prevalence of stunting in Banyumas Regency was recorded at 16.6%. When compared to the stunting prevalence rates at the provincial and national levels, Banyumas Regency showed a lower rate. In Central Java Province, the stunting prevalence in 2022 reached 21.6%, while the national rate was 24.4%. This comparison indicates that Banyumas Regency has a better condition in terms of stunting prevalence compared to the average for Central Java and the national level. The decline in stunting rates in Banyumas Regency became increasingly visible in 2023. Based on simultaneous weighing data conducted in February 2023, the stunting prevalence in this regency fell to 11.35%. There were 10,932 toddlers out of a total of 96,276 toddlers indicated stunting (indicated stunting based on short and very short height) in 2023. This decline can be interpreted as the result of effective interventions and consistent health programs implemented at the local level, including simultaneous weighing through integrated health posts (Posyandu) throughout Banyumas Regency.

Bureaucratic Reform Index Evaluation

Bureaucratic reform indicators play a strategic role in ensuring that regional apparatuses work in alignment with the national and regional bureaucratic reform vision. The inclusion of bureaucratic reform indicators in regional apparatus performance agreements is crucial for integrating good governance principles, such as transparency, accountability, and effectiveness, into every government program and activity. This ensures that the bureaucratic reform agenda is not merely a policy document, but a true reference for the implementation of regional apparatus duties and functions. The urgency of integrating bureaucratic reform indicators into performance agreements lies in their function as a measuring tool and guide for performance. With clear and measurable indicators, regional apparatuses can establish work priorities that support bureaucratic reform goals. Furthermore, this integration also serves as an evaluation instrument to gauge the extent to which regional apparatuses have contributed to improving the quality of governance. This is highly relevant for creating a results-oriented work culture and encouraging accelerated bureaucratic reform achievements. The process of verifying the presence of bureaucratic reform indicators in regional apparatus performance agreements is a crucial step in ensuring commitment and consistency in the implementation of bureaucratic reform at the regional level. Banyumas Regency, as a region that continues to promote improvements in the quality of governance, needs to incorporate bureaucratic reform indicators into its performance agreements. Integrating bureaucratic reform indicators into performance agreements ensures that all regional apparatus have a clear focus on achieving bureaucratic reform targets. This encompasses various aspects, such as strengthening performance accountability, increasing transparency, simplifying bureaucracy, and optimizing digital-based

public services. With these indicators, regional apparatus are expected to make bureaucratic reform their primary focus in carrying out their duties and functions.

Bureaucratic simplification in Banyumas faces various challenges that hinder the achievement of a more efficient and responsive government system. A complex organizational structure is a key issue. For example, several departments and work units have overlapping duties, resulting in lengthy decision-making and public service delivery processes. This undermines administrative efficiency, as lengthy bureaucratic processes often result in slow responses to public needs. This aligns with the findings of Gorda and Anggreswari (2020), who emphasized that an inefficient organizational system will slow down government performance, particularly in public services, which require speed and accuracy. Furthermore, resistance to change is a significant obstacle to bureaucratic simplification. Civil servants (ASN) accustomed to old procedures are often reluctant to adapt to simpler work systems. This phenomenon, also found in research by Haryono et al. (2024), indicates that resistance to bureaucratic reform is a major challenge in the simplification process, as ASN tend to maintain the familiar status quo. The lack of adequate training on the benefits of bureaucratic simplification and ineffective communication in informing them of these changes exacerbate the situation. Without a clear understanding, ASN may perceive these changes as a threat to their jobs, rather than an opportunity to improve work systems. A third factor contributing to the low success of bureaucratic simplification is the lack of oversight and evaluation of the policy's implementation. Without a strict oversight mechanism, bureaucratic simplification efforts tend to be poorly measured and monitored. This can lead to half-hearted policy implementation or even complete failure. Research by Haryono et al. (2024) also suggested that weak oversight often causes bureaucratic reforms to not run according to their original objectives, which should be to create a more efficient and transparent government.

V. CONCLUSION

The implementation of Bureaucratic Reform in Banyumas Regency has achieved the "BB" category with a score of 76.9, indicating that in general the regency has made positive steps in improving governance to be more efficient, transparent and accountable. However, compared to the ideal target, Banyumas Regency has not yet achieved the A predicate, so that continuous efforts are needed to achieve further improvements. The evaluation results indicate several areas of success and challenges faced: In terms of success: (a) The Integrity Assessment Survey (SPI) and the Public Satisfaction Survey (SKM), with an SPI of 79.68 out of 100 and a SKM of 86.21 out of 100, indicate that the public has strong trust in the bureaucracy in Banyumas Regency. The high level of integrity among ASN strengthens the positive perception of the public towards the services and governance provided, being one of the main factors in the success of bureaucratic reform. (b) The Public Service Index in Banyumas Regency, which achieved a score of 4.4 out of 5, indicates that the services provided to the public have been running very well and efficiently. This achievement is supported by a very high Public Service Standards Compliance Rate of 96.98 out of 100, reflecting that all public service procedures and policies are implemented in accordance with established standards, ensuring that the public receives quality service. (c) The Public Complaints Follow-Up Rate of 4 out of 5 indicates that public complaint mechanisms, such as the LAPOR platform, are functioning well and receiving sufficient attention, ensuring that the public feels heard and their concerns are addressed promptly. (d) The very high Archives Digitization Index (90.55) indicates that digital transformation in archives management has been implemented very well, enhancing data efficiency and accessibility.

Regarding weaknesses and challenges: (a) Bureaucratic simplification in Banyumas Regency still scores 2 out of 5, indicating that the reform process to create efficiency has not been effective. This indicates that efforts to create simpler and more efficient bureaucratic management still need improvement. (b) The Development of an Integrity Zone scored 0.75 out of 3.5, indicating weak efforts to create a corruption-free bureaucracy. Leadership commitment and a culture of integrity in the workplace need to be strengthened to achieve a cleaner and more accountable bureaucracy. (c) The Legal Reform Index was recorded at 57.55 out of 100, while the Merit System Index recorded a score of 262 out of 410. Both indicate that despite reform efforts, improvements are still needed in the implementation of fairer regulations and a performance-based and more transparent civil servant recruitment and promotion system. (d) A score of 1 out of 5 for the implementation of the Electronic-Based Government System (SPBE) indicates that bureaucratic digitization is still not running well. The main challenges faced are the lack of synergy between agencies and limited information technology infrastructure. (e) The Statistical Development Index only reached 2.11 out of 5, indicating that data management is not yet fully optimal. The lack of an integrated data collection system and the suboptimal use of data mean that decision-making and planning are not always on target.

VI. ACKNOWLEDGMENT

This research on the performance of bureaucratic reform was conducted in collaboration between the Banyumas Regency Government and Jenderal Soedirman University, funded by a partnership. Therefore, the researchers would like to thank all parties who contributed to this research, including all components of the Banyumas Regency government and Jenderal Soedirman University for granting research permission.

REFERENCES

- Bryer, T. A., & Cooper, T. L. (2012). H. George frederickson and the dialogue on citizenship in public administration. *Public Administration Review*, 72(SUPPL.1), S108–S116. <https://doi.org/10.1111/j.1540-6210.2012.02632.x>
- Farazmand, A. (2010). Bureaucracy, Democracy, and Public Administration: Editor's Brief Introduction to the Symposium. *Public Organization Review*, 10(3), 205–207. <https://doi.org/10.1007/s11115-010-0139-y>
- Farazmand, A. (2012). The Future of Public Administration: Challenges and Opportunities-A Critical Perspective. *Administration and Society*, 44(4), 487–517. <https://doi.org/10.1177/0095399712452658>
- Farazmand, A. (2018). Handbook of bureaucracy. In *Handbook of Bureaucracy*. <https://doi.org/10.4324/9781315093291>
- Farazmand, A. (2022). Bureaucracy, Bureaucratic Politics, and Democracy. In *Global Encyclopedia of Public Administration, Public Policy, and Governance*. https://doi.org/10.1007/978-3-030-66252-3_3076
- Frederickson, H. G., & Frederickson, H. G. (2010). Social Equity and the New Public Administration. In *SOCIAL EQUITY AND PUBLIC ADMINISTRATION: ORIGINS, DEVELOPMENTS, AND APPLICATIONS*.
- Gorda, A. A. N. O. S., & Anggreswari, N. P. Y. (2020). Socialization strategy in bureaucratic reform. *Journal of Advanced Research in Dynamical and Control Systems*, 12(7). <https://doi.org/10.5373/IARDCS/V12I7/20202046>
- Haryono, B. S., Nugroho, A. A., Putera, F., & Noor, I. (2024). Narrative policy of bureaucratic reform in Indonesia: Rules of narrative in mass media. *Journal of Infrastructure, Policy and Development*, 8(1). <https://doi.org/10.24294/jipd.v8i1.2842>
- Iqbal, M. (2020). Bureaucratic Reform in Indonesia: Best and Bad Practice Perspective. *Asian Review*, 33(2). <https://doi.org/10.58837/chula.arv.33.2.2>
- Lin, M. (2023). Implementation of Bureaucratic Reform to Improve Public Services. *Journal of Business Management and Economic Development*, 1(01). <https://doi.org/10.59653/jbmed.v1i01.19>
- Nathan, R. P. (1995). Reinventing Government: What Does It Mean? *Public Administration Review*, 55(2), 213. <https://doi.org/10.2307/977192>
- Neo, B. S., & Chen, G. (2007). Dynamic governance: Embedding culture, capabilities and change in Singapore. In *Dynamic Governance: Embedding Culture, Capabilities and Change in Singapore*. <https://doi.org/10.1142/6458>
- Neo, B. S., & Chen, G. (2010). Dynamic Governance - Embedding Culture, Capabilities and Change in Singapore. In *Dynamic Governance - Embedding Culture, Capabilities and Change in Singapore*. <https://doi.org/10.1142/9789812771919>
- Osborne, D., & Plastrik, P. (2013). Banishing Bureaucracy : The Five Strategies for Reinventing Government. *JSTOR*, 28(2), 450–454. <http://eric.ed.gov/?id=ED423582>
- Osborne, S. P. (2006). The new public governance? In *Public Management Review* (Vol. 8, Issue 3). <https://doi.org/10.1080/14719030600853022>
- Osborne, S. P. (2010). The New Public Governance?: Emerging perspectives on the theory and practice of public governance. In *The New Public Governance?: Emerging Perspectives on the Theory and Practice of Public Governance*. <https://doi.org/10.4324/9780203861684>
- Osborne, S. P., Radnor, Z., & Nasi, G. (2013). A New Theory for Public Service Management? Toward a (Public) Service-Dominant Approach. *American Review of Public Administration*, 43(2), 135–158. <https://doi.org/10.1177/0275074012466935>

- Peters, G., & Barzelay, M. (1996). Breaking through Bureaucracy. *Public Administration Review*, 56(1). <https://doi.org/10.2307/3110066>
- Pribadi, U. (2021). Bureaucratic reform, public service performance, and citizens' satisfaction: The case of Yogyakarta, Indonesia. *Public Policy and Administration*, 20(2). <https://doi.org/10.13165/VPA-21-20-2-13>
- Siddiquee, N. A., & Mohamed, M. Z. (2007). Paradox of Public Sector Reforms in Malaysia: A Good Governance Perspective. *Public Administration Quarterly*, 31(3), 284-312. <https://doi.org/10.1177/073491490703100303>
- Wahyurudhanto, A. (2020). Critical Reorientation of Bureaucratic Reform and Good Governance in Public Sector Administration in Indonesia. *Webology*, 17(2). <https://doi.org/10.14704/WEB/V17I2/WEB17033>
- Webb, J., Schirato, T., & Danaher, G. (2020). Government and bureaucracy. In *Understanding Bourdieu*. <https://doi.org/10.4324/9781003118305-5>
- Weimer, D. L., Barzelay, M., Armajani, B. J., Miller, G. J., Osborne, D., & Gaebler, T. (1994). Breaking through Bureaucracy: A New Vision for Managing Government. *Journal of Policy Analysis and Management*, 13(1). <https://doi.org/10.2307/3325101>