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## **Evaluation of Local Government Bureaucracy Reform's Policy in Pesawaran Regency, Lampung Province, Indonesia**

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### ***Abstract:***

*This research aims to (1) understand why bureaucratic reform in the Regional Government of Pesawaran District, Lampung Province has not been successful, and (2) propose an effective model as a recommendation for improving the realization of regional government bureaucratic reform policies in Pesawaran Regency, Lampung Province. The method employed in this research is qualitative, utilizing the theoretical approach of the CIPP Model (Context, Input, Process, and Product) by Stufflebeam to uncover and discuss issues arising from the implementation of Regional Government Bureaucratic Reform Policy Evaluation in Pesawaran Regency, Lampung Province. The study uses qualitative analysis to answer the research problem formulation derived from the execution of the bureaucratic reform policy evaluation in Pesawaran Regency. All data were directly obtained from field informants through interviews and document studies. The results conclude that the bureaucratic reform policy in Pesawaran Regency has not been successful due to the policy implementation being merely formal administrative (context) without the support of a conducive organizational environment (input) and effective governance (process), and the broad scope of bureaucratic reform policy evaluation has not been implemented comprehensively (product). A solution model is proposed for the reasons behind the reform policy failure in Pesawaran Regency, Lampung Province, which includes Leadership, Reward and Punishment, Capability, Systematic and Collaborative approach, Digitalization, Proportional and Consistent efforts, and Responsiveness. These elements should be implemented mutually and inclusively.*

**Keywords:** *Evaluation, Policy, Bureaucratic Reform, Regional Government.*

## **1. Introduction**

The Indonesian state, established as a unitary republic under the 1945 Constitution, comprises a government structure divided into central and regional sections. The regional government, an integral part of the unitary state system, plays a crucial role in realizing the objectives of the Republic of Indonesia, as stated in the preamble to the 1945 Constitution (Tiopan & Kurniawan 2023). This is evident from the regional government's direct interaction with the community in implementing government functions, underlining its strategic importance in achieving national unity (Reid et al., 2010).

The execution of regional government in the Unitary State of the Republic of Indonesia is governed by a series of laws. The administration of regional government is interdependent, suggesting that the principles of regional government administration are complementary and cover each other in managing regional affairs

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and the regional government itself. This is because the administration of regional government cannot solely rely on one principle of regional administration, especially considering that government affairs cannot be entirely divided, and there will inevitably be remnants according to the dynamics and development of the regional community.

The bureaucratic reform approach is implemented to enhance the behavior and service performance of Indonesian bureaucrats through a holistic approach (Anggraeni 2016). This encompasses all elements of bureaucracy: elements of knowledge, skills, mindset of Human Resources (HR) apparatus, bureaucratic structure, bureaucratic culture, and bureaucratic facilities and infrastructure (Yuliawati & Prasetyo 2019). This aligns with the preparation of a bureaucratic reform roadmap, stipulated in a policy through the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 11 of 2015. This roadmap guides the execution of bureaucratic reform policies at the central government level through ministries and institutions and at the regional government level, namely provincial and district/city governments.

The Bureaucratic Reform Roadmap, regulated in the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 11 of 2015, should be implemented at both the central government level and the regional government level. By 2019, it is anticipated that quality governance that is clean and free from corruption, collusion, and nepotism will be realized. Additionally, it is hoped that public services will align with community expectations, and the Indonesian nation will advance and compete in increasingly global dynamics, with improved capacity and accountability of bureaucratic performance (Adi 2018). The HR apparatus is expected to become more professional, with a mindset and culture that reflect higher integrity and performance (Sugiarti et al., 2021).

Pesawaran Regency, an administrative region in Lampung Province, was established in 2007 through Law Number 33 of 2007. It was formerly part of the South Lampung administrative region. Under Regional Regulation Number 2 of 2021 concerning the 2021-2026 Medium Term Development Plan, Pesawaran Regency serves as a buffer area for the capital of Lampung province, directly adjacent to Bandar Lampung City. Comprising marine islands and mountainous areas with a high level of community heterogeneity, it is a region with tourism potential. Pesawaran Regency was an initial destination for population movement in 1905, known as the colonysatiepoof. This population movement resulted in a mix of cultures from local residents (Malays) and immigrants (Central Javanese), leading to potential acculturation and the emergence of new cultures.

The implementation of the bureaucratic reform policy began with the preparation of the 2016-2020 Bureaucratic Reform Road Map in 2016, guided by the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 37 of 2013. In the initial stages of implementing Bureaucratic Reform in Pesawaran Regency, the focus was on institutional change and the human resource apparatus. Changes in these areas are expected to catalyze changes in other areas.

The Mechanism and Implementation of Pesawaran Regency Bureaucratic Reform will be executed in stages according to the Pesawaran Regency Bureaucratic Reform work plan for 2016-2020. In 2019, the Pesawaran Regency Government conducted an independent assessment of the implementation of Pesawaran Regency Bureaucratic Reform, resulting in a score of 47.32, categorized as "C". In 2020, changes were made to the evaluation of the implementation of bureaucratic reform, leading to the issuance of PANRB regulation number 26 of 2020 on Guidelines for evaluating the implementation of bureaucratic reform, replacing PANRB regulation number 14 of 2014. The change necessitates adjustments to the assessment indicators in both the leverage component factors and the outcome component factors.

## **2. Theoretical Background**

Public policy theory is the output or result of state government administration, alongside results in the form of legislation, public goods, and public services (Hill & Hupe 2002). Essentially, every individual or society member encounters public policy from birth (e.g., requiring a birth certificate) until death (e.g., requiring death information, and in some cases, burial permits and grave levies) (Koliba et al., 2017).

Public policy, directly and indirectly, frames citizens' lives. This framing essentially provides norms and rules for shaping and maintaining people's behavior in social life, government, nation, and state (Hamdi 2014).

Public policy, or government policy, is a goal-oriented action and a set of actions taken over time in response to policy needs that describe government activities. These activities can be active or passive in addressing a problem (Talebi & Rezania 2020). Public policy serves as a means and framework for implementing government functions and describes the direction and content of government functions implementation, influencing government environment development (Robinson 2020). The public policy process is the stage for creating public policy, typically carried out in five stages: agenda making, formulating policy alternatives, policy determination, policy implementation, and assessment and evaluation.

Therefore, implementation can be viewed as a process conducted after setting a goal, situated between policy formulation and policy evaluation. Wibowo (2004) asserts that policy implementation contains a top-down logic, deriving from abstract or macro alternatives. In contrast, policy formulation, in its pure sense, is a process with a bottom-up logic, starting with mapping needs or accommodating environmental demands, followed by seeking alternative solutions.

Key words derived from several definitions of evaluation proposed by experts include "process" or "activity", "measurement", "information", and "decision". The evaluation still involves scientific processes or procedures akin to research. Research is part of the evaluation process, but not all research is evaluation, as it may not be used to gather information for decision-making. In this sense, research has a narrower

meaning than evaluation, as not all research is evaluative, while all evaluations are a form of research.

Evaluation is a type of research, also known as evaluation research. From an objective perspective, evaluation research is useful for assessing an object such as a program or activity. Arikunto stated that evaluation research generally aims to ascertain the end of a policy program to determine a recommendation for previous policies, ultimately determining future policies. In evaluation, other terms are known, namely assessment, measurement, and research (Arikunto 2014).

Wirawan (2011) stated that evaluation is research conducted to collect, analyze, and present useful information about the evaluation object, assess it by comparing it with evaluation indicators, and the results are used to make decisions regarding the evaluation object. If related to program evaluation, it can be said that the program is an evaluation object whose assessment is compared with indicators or assessment standards (Visentin et al., 2020).

Johnson defines program evaluation as the use of research procedures to systematically investigate the effectiveness of intervention programs. Evaluation is "the systematic application of scientific methods to assess the design, implementation, improvement, or outcomes of a program" (Santo et al., 2022). Thus, summarily, program evaluation is an evaluation conducted in relation to a program (Johnson 2000).

### **3. Methodology**

The research design, according to Creswell (2014), starts with the selection of a topic and paradigm. Paradigms in human and social sciences advance assumptions about the social world, how science should be conducted, and what constitutes legitimate problems, solutions, and "proof". Paradigms encompass both theories and methods. Two widely discussed paradigms are qualitative and quantitative.

A qualitative study is designed to understand a social or human problem based on building a complex, holistic picture, formed with words, detailed reporting of informants, and conducted in a natural setting. On the other hand, a quantitative study investigates a social or human problem, based on a theory composed of variables, measured with numbers, and analyzed with statistical procedures to determine if the predictive generalizations of the theory hold true.

Quantitative researchers view reality as objective and independent of the researcher, something that can be measured objectively using a questionnaire or instrument. Qualitative researchers, however, view reality as constructed by the individuals involved in the research situation, meaning multiple realities exist in any given situation. The qualitative researcher needs to faithfully report these realities, relying on the voices and interpretations of the informants.

These two research paradigms, qualitative and quantitative, are rooted in different traditions. Quantitative thinking originates from the empirical tradition established by authorities such as Comte, Mill, Durkheim, Newton, and Locke. The qualitative paradigm, on the other hand, is seen as a constructivist or naturalistic approach, an interpretive approach, or a post-positivist or postmodern perspective.

#### **4. Empirical Findings/Result**

One element of total reform is the demand for granting broad autonomy to districts and cities. Such a demand is reasonable, for at least two reasons. First, excessive central government intervention in the past has resulted in low capability and effectiveness of regional governments in encouraging the development process and democratic life in the regions. The excessive direction and need for legislation from the central government causes regional initiatives and initiative to tend to be low so that regional governments often make compliance with regulations as a goal, not as a tool for providing services to the community.

Bureaucratic reform is one of the government's efforts to achieve good governance and carry out fundamental reforms and changes to the government administration system, especially regarding institutional (organizational) aspects, management, organizational culture, mindset and human resources of the apparatus. Through bureaucratic reform, an effective and efficient government administration system is being structured. Bureaucratic reform is the backbone of changes in national and state life.

In short, bureaucratic reform is defined as an effort to carry out fundamental reforms and changes to the government administration system in order to realize good government governance. The aim of bureaucratic reform is to realize good governance with officials with high integrity, productivity and excellent service in order to increase public trust.

#### **Context**

The starting point for the reform era began with the dynamics of the monetary crisis in 1997-1998 which had an impact on the emergence of turmoil in various areas of life, including bureaucracy. The government's failure to fend off the onslaught of the monetary crisis at that time led society to move to demand massive reform of all systems of national and state life. This phenomenon was later touted as the starting point of the era of reform that has been running to date, which continues to echo improvements in all field to meet demands for reform. Including bureaucracy, because bureaucracy is one of the keys to the success of a nation-state in realizing its noble ideals. Bureaucracy is the foundation of various government activities in many ways, especially in providing services to the people. Good service provides opportunities for improvement in every line of national and state life.

Bureaucratic reform is a need that needs to be met in order to ensure the creation of improvements in government governance. Good governance is the main prerequisite

for implementing national development. The quality of government governance will greatly influence the implementation of national development programs. The better a country's governance, the faster the wheels of national and regional development will turn. To ensure effective management of bureaucratic reform, the Government has issued Presidential Regulation Number 81 of 2020 concerning Grand Design. Bureaucratic Reform 2010-2025 which is a guideline for bureaucratic reform planning documents that can be understood and implemented by all parties and stakeholders with 3 (three) stages of target implementation planning periods.

According to the results of an interview with the Regional Secretary of Pesawaran Regency, it was stated that: The implementation of the Bureaucratic Reform policy evaluation carried out in the regional government of Pesawaran Regency from 2019 until now is a policy mandate from the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia, while the results of the assessment have not met expectations because the level of understanding of policies is not felt to have a direct impact on local governments, both economic and political, (Interview results June 2023).

The results of the interview are supported by Wahab's (2001) opinion, stating that an action leads to a goal proposed by a person, group or government in a certain environment in connection with certain obstacles while looking for opportunities to achieve the goal or realize the desired target. Thus, public policy is a series of actions that have certain objectives, are oriented towards the public interest (society) and aim to overcome problems, fulfill the desires and demands of all members of society (Jatmikowati 2021). Evaluation of bureaucratic reform policies also includes all government actions, whether carried out or not carried out by the government. The success of a policy really depends on the support of the aspects that support the policy process. Thus, public policy is a process of policy making by the government or power holders that has an impact on the wider community (Birkland 2019). Public policy is an interesting study in political science. However, the concept of public policy is more emphasized in studies of state administration. This means that public policy is only considered as a policy-making process carried out by the state by considering several aspects (Bozeman 2007). In general, public policy can be defined as a policy or decision made by the authorities (in this case the government) which may involve other stakeholders related to the public, the process of making which roughly always starts from formulation to evaluation. From a political point of view, public policy may be considered as one of the results of long debates that occur in the realm of the state with actors who have various interests (Ndou 2004). Thus, public policy is not only studied as a policy-making process, but also the dynamics that occur when the policy is made and implemented.

According to the results of an interview with the Inspector at the Pesawaran Regency inspectorate, he stated that: The bureaucratic reform policy in Pesawaran Regency has not yet understood the benefits of the organizational changes needed, so that in implementing bureaucratic reform in the Pesawaran Regency Regional Government it has not been able to change the attitude of the apparatus in a better direction, because This policy needs to be supported by good resources in its implementation, even

though in reality the implementation of the bureaucratic reform policy in Pesawaran Regency is a form of compliance with the implementation of Central Government policies which is still a formality (Interview results in June 2023).

The results of the interview show that government bureaucratic reform is an effort to reconstruct, reorient, revitalize and develop government bureaucracy from aspects of the system, individuals, government institutions and government environment. In principle, the renewal of government bureaucracy from the perspective of organizational and management theory aims to develop government organizations to realize legitimacy, health, growth, personality and organizational image in achieving state government goals. Meanwhile, fundamental, gradual and integral renewal of government bureaucracy concerns aspects of objectives, systems, individuals, institutions and the environment.

The meaning contained in the terminology of policy reform is actually not only textual, but more contextual, because it changes from time to time. The meaning is not homogeneous. This means that the meaning in reality can vary according to the dynamics of socio-economic and political actions that occur around us and the perceptions that people give to it. Thus, reforming policy is adjusting decisions on a number or series of choices that are related to each other which are intended to achieve goals. Meanwhile, the policy environment is the background conditions or events that cause the emergence of an "issue" (problem), a policy that influences policy actors and the policy itself. Thus, the effectiveness of a public policy reform will be influenced by policy actors, the public policy itself (level and content), and the policy environment.

In an effort to improve the government system in Indonesia, the state's task has changed from just routine, regular and administrative tasks, but to building national competitive advantages. Public policy not only regulates life with its citizens, but also builds organizational capacity both in the regular and national spheres to become organizations capable of competing with global capacity, through reform in all fields. The policy dimension is very important because of its position as a determinant of what is to be done. What will be done must be based on certain problems, needs or aspirations. It is not true that a policy is decided or issued without any real problems, needs or aspirations, of course it cannot be based on problems or needs created by certain parties to fulfill their interests. Because the policy in question is public policy, what is emphasized is the problems, needs and aspirations of the public that should be served.

### ***Input***

In implementing bureaucratic reform policies, it basically involves very broad aspects of life. In the life of the nation and state, the government has the functions of empowerment, development, regulation and service. Therefore, an appropriate policy formulation is needed according to the needs of society. The implementation of bureaucratic reform policies implemented in 8 (eight) areas of change encourages the government to be responsive to current social changes in society. For this reason, sufficient information is needed in the formulation and implementation of policies so

that they have an impact on the desires and needs of the community. In order to realize the goals and expected results, it is necessary to have an effective strategy in its implementation so that the implementation steps take place as expected.

According to the results of an interview with the Head of the Organizational Section of the Regional Secretariat of Pesawaran Regency, it was stated that: Implementation of Reform in Pesawaran Regency was only implemented in 2016, later than targeted by the Central Government where in 2011, all ministries and institutions (K/L) as well as the government The Regional Government (Pemda) is targeted to have a commitment to implementing the bureaucratic reform process, so that in 2014, gradually and sustainably, K/L and Regional Government will have the power to start the process, and by 2025, a professional and high integrity government bureaucracy can be realized . (Interview results in June 2023).

In 2016, the Pesawaran Regency Government prepared a Road Map for Bureaucratic Reform 2016-2020. The preparation of the Road Map was guided by the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 37 of 2013 concerning Guidelines for preparing a Road Map for Regional Government Bureaucratic Reform which is the embodiment of the implementation of long-term Bureaucratic Reform. medium-sized Pesawaran Regency, but in its implementation the policy was not stipulated in the Regent's Regulation, so there was no legitimacy for Regional Officials to implement the Bureaucratic Reform Road Map.

The leverage component consists of 3 (three) aspects, namely the Fulfillment Aspect, Results Between Areas of Change, and the Reform Aspect. These lever categories are part of measuring the level of success of 8 (eight) areas of change in bureaucratic reform, namely: change management, policy deregulation, organization, governance, human resources, accountability, supervision and public services. The fulfillment aspect is to measure the level of compliance with policies which includes the implementing work team, road map as well as planning policies and monitoring systems for policy implementation. The intermediate results are relevant assessments of each change indicator implemented in 8 (eight) change areas. Meanwhile, the reform aspect is a sub-component in the lever component to measure the level of implementation of bureaucratic reform policies. Meanwhile, the results component is the impact of efforts or programs/activities that have been carried out by ministries/institutions/regional governments in realizing the targets of Bureaucratic Reform.

According to the results of an interview with the Regional Secretary of Pesawaran Regency, it was stated that: In an effort to increase the success of the target area of bureaucratic reform in Pesawaran Regency, the regional government made various regulations regarding program design and resources, the plans prepared have been implemented but have not shown significant progress. well, and tends to move slowly, so it is necessary to encourage several areas of bureaucratic reform suggestions that have not yet been implemented (Interview results in June 2023).



The aim of evaluating bureaucratic reform policies is to realize good governance with officials with high integrity, productivity and excellent service in order to increase public trust. Then, according to the results of an interview with the Head of the Pesawaran Regency Regional Planning and Development Agency, he stated that: Bureaucratic reform policy planning has taken into account the results of previous policy evaluations, policy planning has been set as the target of mission 1 of the Pesawaran Regency RPJMD for 2021-2026, (Results of interviews in June 2023).

Based on the results of the interview, information was obtained that policy implementation had been implemented as an objective of mission 1 of the Pesawaran Regency RPJMD for 2021-2026 by taking into account the results of previous policy evaluations to be included in determining regional strategic policies. This shows that there are strategic developments in policy compared to the initial implementation of the policy in 2019 or the implementation of the RPJMD in 2016-2021. The implementation of bureaucratic reform policies has not yet become a concern for policy makers in determining regional planning

## **5. Conclusions**

Based on the research framework that is based on the problems and phenomena that occur, after being described, analyzed and integrated through the CIPP model theoretical approach, (Context, Input, Process and Product) Stufflebeam, it can be concluded as follows: Regional Government Bureaucratic Reform in the Regency Pesawaran has not been successful due to the following: Context Dimensions; a) Evaluation of policies for implementing bureaucratic reform in Pesawaran Regency has only been implemented since 2019 without the support of guidelines for measuring implementation policies at the regional level until 2020; b) The mismatch between the orientation of central policy needs and the orientation of regional policy needs is caused by the resistance of the regional government organizational environment in Pesawaran Regency to policy objectives; c) The policies formulated are still oriented towards fulfilling the lever component in evaluating the achievements of the fulfillment aspect, not yet oriented towards the reform aspect or policy implementation.

Input Dimensions; a) Policy planning is still partial or still oriented towards the needs of each government agency unit; b) The assumptions used are still formal normative based on recommendations from evaluation results carried out in previous periods; c) Socio-cultural, socio-political and socio-economic aspects that influence organizational environmental conditions are not a concern in improving policies in Pesawaran Regency; d) There is no systematic effort to collaborate supporting resources; e) The Pesawaran Regency bureaucratic reform policy planning was prepared without involving community participation either directly or indirectly; f) Pesawaran Regent Regulation 63 of 2021 concerning the Road Map for Pesawaran Regency Bureaucratic Reform 2021-2026 has not been used as a reference in preparing program activities for regional apparatus in Pesawaran Regency

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