

IMPLEMENTATION OF BUREAUCRATIC REFORM IN THE REGIONAL SECRETARIAT OF TERNATE CITY: EVALUATIVE ANALYSIS OF ORGANIZATIONAL CHANGES, PERFORMANCE, AND PUBLIC SERVICES

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ABSTRACT

This study aims to evaluate the implementation of bureaucratic reform in The Regional Secretariat of Ternate City focuses on three main aspects: organizational change, improvement of apparatus performance, and quality of public services. Bureaucratic reform is a systematic effort to realize effective, efficient, and accountable governance. A qualitative approach with case study methods is used to gain an in-depth understanding, through in-depth interviews, direct observation, and analysis of policy documents. The results of the study show that bureaucratic reform has encouraged organizational restructuring, work system improvement, and improved human resource competence. However, its implementation still faces challenges in the form of internal resistance, budget limitations, and suboptimal supervision. On the other hand, there is an improvement in employee performance and public perception of more responsive public services. The conclusion of this study shows that although the implementation of bureaucratic reform has not been fully optimal, it has had a positive impact on governance transformation in the Ternate City Regional Secretariat.

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INTRODUCTIONS

Bureaucratic reform is one of the national strategic agendas in order to realizing clean, effective, transparent, and accountable governance. In the midst of development dynamics and public demands to improve the quality of public services, bureaucratic reform is a must to improve the government administration system, improve the performance of the state civil apparatus, and strengthen public institutions.

Bureaucratic reform is the government's strategic effort to improve the state administration system to be more effective, efficient, transparent, and accountable. Since it was launched nationally at the beginning of the reform era, the bureaucratic reform agenda has continued to be a priority in realizing good governance. In the context of local

government, the implementation of bureaucratic reform is important because regional bureaucracy plays a direct role in public services and the implementation of policies that come into contact with the community.

The Ternate City Government, as part of the local government entity, also implements bureaucratic reform programs in accordance with the direction of national policy. The Ternate City Regional Secretariat, which acts as a coordination center for regional administration and policy, is one of the key institutions in carrying out the reform agenda. In this context, the implementation of bureaucratic reform not only touches structural and procedural aspects, but also has an impact on the mindset, work culture, and quality of public services provided to the community.

The Regional Secretariat of Ternate City is an important element in the structure of local government which has the responsibility of supporting the smooth running of the duties of regional heads, coordinating the organization of regional apparatus, as well as the formulation and control of regional policies. As a strategic institution, the Regional Secretariat has a central position in ensuring that bureaucratic reform runs in accordance with the direction and goals that have been set.

The implementation of bureaucratic reform in the regions is inseparable from various challenges. Factors such as resistance to change from within the bureaucracy, limited human resources, lack of budget, and weak monitoring and evaluation systems are often obstacles. On the other hand, the encouragement from the community towards faster, more transparent, and quality public services requires the regional bureaucracy to continue to improve and innovate.

Although various efforts have been made, such as structuring the organizational structure, implementing the merit system in ASN management, and digitizing services, the implementation of bureaucratic reform at the regional level, including in Ternate City, still faces various challenges. Obstacles such as internal resistance, limited human resources and budgets, as well as suboptimal supervision and evaluation, are factors that affect the effectiveness of the bureaucratic reform.

With this background, it is important to conduct an evaluative analysis of the implementation of bureaucratic reform at the Ternate City Regional Secretariat. This study seeks to examine the extent to which bureaucratic reform has brought real changes in organizational aspects, improved apparatus performance, and the quality of public services. This evaluation is expected to provide an objective picture of the achievements, obstacles, and potential improvements in the implementation of bureaucratic reform at the local level, especially within the scope of the Regional Secretariat.

Therefore, it is important to conduct an evaluative analysis of the implementation of bureaucratic reform at the Ternate City Regional Secretariat. This research will look at the extent to which organizational changes, improved performance of apparatus, and improvements in public services have occurred as a result of bureaucratic reform efforts. The results of this research are expected to provide constructive input for local governments in strengthening the bureaucratic reform agenda in the future.

METHOD RESEARCH

This research uses a descriptive qualitative approach, which aims to describe in depth the process of implementing bureaucratic reform in the Regional Secretariat of Ternate City. The qualitative approach was chosen because it allows researchers to understand the phenomenon holistically through the perspective of the actors directly involved in bureaucratic reform.

Research Location and Time This research was conducted at the Regional Secretariat of Ternate City, North Maluku Province. The research implementation time is planned for 3 months, namely from March to June 2025. **Research Informant**

Research informants are selected by purposive sampling technique, namely by setting certain criteria, including: (1). Structural officials (for example: Regional Secretary, Assistant, Section Head). (2). ASN employees within the

Ternate Regional Secretariat. (3). External parties (e.g., academics, NGOs, or the public who interact with the Secretariat bureaucracy)

Data Collection Techniques

Data collection techniques include: (1). In-depth Interview Conducted directly with key informants using semi-structured interview guidelines. (2). Observation. The researcher directly observed the activities and processes of the bureaucracy within the Regional Secretariat. (3). Documentation. Collect official documents related to bureaucratic reform, such as Regional Regulations, Mayor's Decrees, performance reports, and bureaucratic reform evaluation documents.

RESULT AND DISCUSSIONS

The Regional Secretariat of Ternate City (Setda) is a staff element that assists the Mayor in formulating policies and administrative coordination for the implementation of regional apparatus duties. The Regional Secretariat consists of several parts, including the Governance, Organization, Law, and General Sections. In the context of bureaucratic reform, the Regional Secretariat has a strategic role in encouraging changes in work culture, improving employee performance, and transparency and accountability of public services.

A. Implementation of Bureaucratic Reform at the Ternate City Secretariat

The implementation of bureaucratic reform in the Ternate City Secretariat is analyzed based on three main pillars in bureaucratic reform, namely: organization, human resources apparatus, and administration. Bureaucratic reform is one of the strategic agendas of the Indonesian government in realizing good governance. Since its launch through the Grand Design of the National Bureaucratic Reform in 2010–2025, local governments are required to implement the principles of efficiency, effectiveness, transparency, and accountability in public services and bureaucratic governance.

As the spearhead of policy implementation in the regions, the Regional Secretariat (Setda) has an important role in encouraging the implementation of bureaucratic reform. In Ternate City, bureaucratic reform is directed to improve the institutional system, improve the quality of state civil servants (ASN), and optimize government administration governance. However, the implementation of bureaucratic reform at the regional level often faces various challenges, ranging from limited resources, resistance to change, to weak internal evaluation and supervision systems. Some indicators that show that the implementation of bureaucratic reform in the Ternate City Regional Secretariat is not optimal include the overlapping of responsibilities between sections, the lack of internal service innovation, and the low use of information technology in the administrative process. In addition, changes in the bureaucratic work culture towards a more professional, open, and performance-oriented direction have also not been fully realized.

These factors show the importance of conducting a study on the implementation of bureaucratic reform within the Regional Secretariat of Ternate City. This research aims to understand the extent to which bureaucratic reform has been implemented, what factors support or hinder it, and what efforts can be made to increase the effectiveness of the implementation of bureaucratic reform in the future.

B. Organizational Structuring Aspects

The results of interviews and documents show that organizational restructuring has been carried out, in accordance with the Minister of Home Affairs and regional regulations. However, some parts are still not optimal in the division of tasks and functions (tupoksi), which leads to overlapping work. Bureaucratic reform is a strategic step by the government in creating governance that is clean, effective, and responsive to the needs of the community. One of the main pillars in bureaucratic reform is organizational structuring, which is an effort to simplify, clarify, and make effective the structure and function of government institutions to be more adaptive to changes and demands of public services.

At the regional level, including Ternate City, the implementation of bureaucratic reform is an obligation to realize efficient and professional local government. The Regional Secretariat (Setda) of Ternate City, as a staff element

that assists regional heads in formulating policies and administrative coordination, has an important role in ensuring a rational, proportional, and in accordance with the needs of development and community services.

However, in practice, the organizational structure at the Ternate City Secretariat still faces a number of problems. Based on initial observations and available documents, there is still an overlap of tasks between sections, inconsistencies between structures and workloads, and suboptimal utilization of institutional evaluation results. This has an impact on the effectiveness of coordination, clarity of authority and responsibility, and a slow decision-making process.

An unadaptive organizational structure can hinder efforts to reform the bureaucracy as a whole. Organizations that are too fat, inflexible, or not performance-based have the potential to slow down change. Therefore, it is important to examine the extent to which aspects of organizational structuring in bureaucratic reform have been implemented within the Regional Secretariat of Ternate City.

Through this study, it is hoped that a clearer picture can be obtained of the condition of the organizational structure of the Ternate City Secretariat, the obstacles faced in the organizational restructuring process, and the efforts that have been and need to be made to realize a lean, responsive, and oriented bureaucracy with quality public services.

C. Apparatus HR Arrangement

Human resource reform is carried out through training, position rotation, and merit system. But its implementation is not yet fully performance-based. The arrangement of apparatus human resources is a fundamental aspect in the implementation of bureaucratic reform in the Ternate City Regional Secretariat. Although there has been progress in several things, such as planning employee needs and using a digital-based staffing system, there are still many things that must be improved to realize a professional civil servant and a modern bureaucracy. Bureaucratic reform will not succeed without serious reforms in the HR sector. Bureaucratic reform is a strategic step taken by the government to create a cleaner, more effective, and responsive government system to the needs of the community. One of the main pillars in bureaucratic reform is the arrangement of Human Resources (HR) of the apparatus, which is the main driver of the success of the reform itself.

Within the Regional Secretariat (Setda) of Ternate City, the state civil servants (ASN) play a role as the backbone of implementing government administration tasks and internal services. Therefore, good management of human resources of the apparatus will greatly determine the success of bureaucratic reform as a whole.

The arrangement of apparatus human resources aims to; (1). Creating ASN that is professional, accountable, and service-oriented. (2). Ensure transparency and objectivity in the process of recruitment, promotion, and position mutation. (3). Improving employee competence and performance through training and career development. (4). Realizing an ASN management system based on the merit system, as mandated in Law No. 5 of 2014 concerning ASN.

Based on findings in the field and secondary data, the implementation of human resource arrangement at the Ternate City Secretariat has shown efforts towards improvement, but still faces a number of obstacles, including: (1). The performance assessment of ASN is still administrative and not based on measurable work achievements. (2). Rotation and mutation of positions have not fully followed the principle of meritocracy, so it still creates a perception of subjectivity. (3). Employee competency development through training and training has not been carried out evenly and periodically. (4). There is still limited use of information technology in personnel management such as SIMPEG (Personnel Management Information System).

Some of the challenges in structuring the human resources of the apparatus at the Ternate City Regional Secretariat include: (1). The old bureaucratic culture is still rigid and less adaptive to change. (2). Lack of budget and facilities for employee training and development. (3). Lack of human resources for personnel managers who understand the merit system as a whole. (4). It has not been consistently applied reward and punishment based on the performance of ASN.

To strengthen the implementation of bureaucratic reform in the aspect of human resources of the apparatus, the Regional Secretariat of Ternate City needs to do: (1). Strengthening the merit system in all aspects of ASN management. (2). Increasing the capacity of personnel human resources through technical training in ASN management. (3). Development of a transparent digital performance system based on output indicators. (4). Fair

application of rewards and punishments based on the results of performance evaluation. (5). Internalize ASN values (AKHLAK) in daily work culture.

The arrangement of apparatus human resources is a fundamental aspect in the implementation of bureaucratic reform in the Ternate City Regional Secretariat. Although there has been progress in several things, such as planning employee needs and using a digital-based staffing system, there are still many things that must be improved to realize a professional civil servant and a modern bureaucracy. Bureaucratic reform will not succeed without serious reforms in the HR sector.

D. Governance Arrangement

The digitization of services and administrative management has started through the use of e-office applications, but it is not evenly distributed. Governance is a crucial part of the the success of the arrangement of human resources apparatus at the Regional Secretariat of Ternate City. Orderly, clear, and digital governance will strengthen employee competence and productivity. Therefore, bureaucratic reform not only requires changes in terms of human resources, but also in terms of the work procedures that govern it.

Governance is an important part of bureaucratic reform that focuses on simplifying work procedures, implementing standard operating procedures (SOPs), and utilizing information technology to support the implementation of tasks efficiently, transparently, and accountably. Good governance will be the foundation for the apparatus (HR) to work systematically, directed, and performance-based. Therefore, the arrangement of governance and human resources of the apparatus are closely related in an effort to build a modern and professional bureaucracy.

Governance structure supports the management of human resources of the apparatus in several ways: (1). Provide clarity on work procedures for ASN through standard SOPs. (2). Reduce inefficient work practices and minimize room for deviation. (3). It makes it easier to measure ASN performance because the workflow has been standardized. (4). Encourage ASN to adapt to the use of information technology (e-office, SIMPEG, e-Kinerja). (5). Facilitate the implementation of work discipline and proportional division of duties.

In the context of the Regional Secretariat of Ternate City, the management arrangement has begun to be implemented through: (1). Preparation of SOPs for administrative services and coordination between **sections**. (2). The implementation of the e-office system and digital correspondence application. (3). Creation of work procedure manuals for specific positions.

However, this implementation has not been completely consistent. Some of the challenges that are still faced include: (1). Not all employees understand and implement SOPs in a disciplined manner. (2). Lack of training on the use of digital governance applications. (3). There are still duplication of tasks between units due to work procedures that have not been fully integrated. (4). Lack of supervision of the implementation of SOPs and work procedures.

The conditions of management that are not optimal have a direct impact on the management of human resources in the Ternate City Secretariat: (1). Employees become confused about non-standard workflows. (2). The performance of ASN is difficult to measure objectively because there are no clear work standards. (3). The absence of a strong governance-based work system causes the rotation of positions not to consider technical competence as a whole. (4). The lack of synergy between management and human resources hinders the creation of a professional work culture.

In order for the management arrangement to optimally support the arrangement of human resources of the apparatus, here are some recommendations: (1). Updating and socializing SOPs to all employees on a regular basis. (2). Technical training on digital governance and internal applications. (3). Monitoring and evaluation of the implementation of SOPs on a regular basis to measure the effectiveness and discipline of employees. (4). Integration of the management system with HR performance assessment, so that employees are motivated to work according to the procedure. (5). Encourage the wider use of information technology in reporting, archiving, and administrative processing.

E. Supporting and Inhibiting Factors of Bureaucratic Reform

Supporting Factors

The Regional Secretariat (Setda) of Ternate City is a staff element that has a role strategic in supporting the smooth running of the duties of the Regional Head, especially in policy formulation and coordination of government administration. As an administrative management center local government, the performance of the Regional Secretariat greatly determines the effectiveness and efficiency of public services and the implementation of development programs in Ternate City.

In the implementation of its duties and functions, there are various supporting factors that determine the success of the Ternate City Secretariat. These factors include competent human resources (HR), adequate budget support, appropriate use of information technology, and good cooperation between regional apparatus. In addition, the existence of clear internal regulations and policies is also an important factor in creating a structured and accountable work system.

The importance of identifying and understanding these supporting factors aims to improve the performance of the Regional Secretariat in supporting the vision and mission of the Ternate City Government, especially in order to realize good governance. Therefore, the study of the supporting factors of the Regional Secretariat is an important step to encourage the creation of public services that are effective, efficient, and responsive to the needs of the community.

The supporting factors for the Impediment to Bureaucratic Reform of the Ternate City Regional Secretariat are; (1). Commitment of regional leaders and regional secretaries to bureaucratic reform. (2). Availability of bureaucratic reform planning documents. (3). Technology support (albeit limited).

The Ternate City Regional Secretariat is an element of assisting regional leaders who function as a driving force in the implementation of local government. As an institution responsible for administrative coordination between regional apparatus, policy formulation, and administrative services to regional heads, the Regional Secretariat has a central role in supporting the achievement of regional development goals.

In order for these functions and roles to run optimally, there are a number of supporting factors that greatly determine the performance of the Regional Secretariat. These factors include the availability of competent human resources, adequate facilities and infrastructure, support information technology, an efficient bureaucratic system, and clear budget and regulatory support. Each of these factors is interrelated and contributes directly to the successful implementation of the tasks and functions of the Regional Secretariat.

In the midst of government dynamics and public demands for increasingly high public services, it is important to understand and identify the factors that are the main strengths of the Regional Secretariat. By understanding these supporting factors, the Ternate City Government can strengthen institutions in a targeted manner to encourage the creation of effective, transparent, and accountable governance.

Inhibiting Factors

Bureaucratic reform is a strategic step in realizing governance clean, effective, efficient, and accountable government. At the regional level, especially at the Regional Secretariat of Ternate City, the implementation of bureaucratic reform is the key to improving the quality of public services and strengthening institutions. However, in its implementation, various challenges and obstacles are still found, which hinder the achievement of the reform goals optimally. Some of these inhibiting factors include:

1. Human Resources (HR) Who Are Not Evenly Distributed in Competence

Although some apparatus already have adequate competence, there are still employees with low levels of technical and managerial ability. The lack of continuous training and uneven distribution of human resources causes the implementation of tasks not to run optimally.

2. Work Culture That Has Not Supported Change

One of the main obstacles is resistance to change. Many apparatus are still comfortable with the old work system and lack the spirit of innovation. The bureaucratic work culture that tends to be slow and formalistic hinders the acceleration of governance transformation.

3. Weak Inter-Section Coordination

The implementation of bureaucratic reform requires effective cross-sectional cooperation. However, in the Regional Secretariat, coordination between divisions still often encounters obstacles, both due to sectoral egos and lack of intensive communication.

4. Complex Systems and Procedures

Administrative procedures that have not been fully simplified or digitized make the public service process still run slowly. This is contrary to the principle of bureaucratic reform which emphasizes effectiveness and efficiency.

5. Budget Limitations and Supporting Facilities

The implementation of reform requires adequate budget support, technological infrastructure, and work facilities. However, the limitation of the regional budget and uneven allocation are obstacles in providing the necessary facilities and infrastructure.

6. Fluctuating Leadership Commitment

The success of bureaucratic reform is highly dependent on the commitment of the leadership. If the leadership does not consistently encourage and oversee the reform process, then its implementation tends to be stagnant. This commitment includes aspects of planning, supervision, and setting an example in work practice.

7. Lack of Continuous Monitoring and Evaluation

The implementation of bureaucratic reform is often not accompanied by a consistent and objective monitoring and evaluation mechanism. Without a clear oversight system, bureaucratic performance assessments become weak, making it difficult to make continuous improvements.

CONCLUSION

Based on the results of research and analysis on the implementation of bureaucratic reform in The Regional Secretariat (Setda) of Ternate City, can be concluded as follows:

1. The implementation of bureaucratic reform in the Ternate City Secretariat has been running, but it is not optimal. Reform has touched on aspects of organizational structuring, human resource management, and governance, but there are still various obstacles in its implementation comprehensively and sustainably.
2. In the organizational aspect, the institutional structure has been adjusted to the provisions of regulations, but there is still overlap of tasks between divisions and weak coordination across work units.
3. In the aspect of human resources of the apparatus, the implementation of reforms is still focused on administrative fulfillment, not fully performance-based. The training and capacity development of civil servants is still limited, and the mutation/rotation system has not run in a transparent and meritocratic manner.
4. In the aspect of governance, the use of information technology has begun to be implemented, such as e-office, but it is not comprehensive in all sections. Some SOPs have not been understood or implemented consistently by all employees.
5. Factors supporting implementation include leadership commitments and reform planning documents, while inhibiting factors include work culture conventional human resources, limited competent human resources, and weak evaluation and incentive systems.

6. Overall, the implementation of bureaucratic reform in the Ternate City Secretariat still requires strengthening managerial aspects, internal supervision, and the development of a work culture that is more adaptive to change.

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