

EVALUATION OF GENERAL BUREAUCRATIC REFORM POLICIES WITHIN THE KUTAI KARTANEGARA REGENCY GOVERNMENT

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ABSTRACT

This study aims to evaluate the implementation of General Bureaucratic Reform in the Kutai Kartanegara Regency Government using William N. Dunn's evaluation framework. Bureaucratic reform is a national strategic agenda within the 2010–2025 Grand Design to build a clean, accountable, capable and service-oriented bureaucracy. Data were collected through interviews, observations and a review of official documents from the Ministry of State Apparatus and Bureaucratic Reform (KemenPANRB), and were subsequently analysed using a descriptive qualitative approach based on Dunn's six evaluation criteria: effectiveness, efficiency, adequacy, fairness, responsiveness and accuracy. The main novelty of this evaluation of the General Bureaucratic Reform (RB) policy in the Kutai Kartanegara Regency Government (Kukar Regency Government) lies in the shift in focus from upstream administrative assessment towards agile, high-integrity performance-based governance (SAKIP) to support the 'Golden Indonesia 2045' vision. The research findings indicate positive achievements in the simplification of organisational structure (score of 100.45 per cent), yet weaknesses remain, such as in the development of the Integrity Zone (0.5), SPI (67.14 per cent) and SAKIP (65.93 per cent). Effectiveness remains partial, efficiency is low due to weak digital integration, adequacy and equity are insufficient, bureaucratic responsiveness is limited, and the relevance of policies does not yet fully align with local needs. This study offers practical contributions in the form of strategic recommendations for improvement, whilst also expanding the application of the Dunn framework at the regional level.

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INTRODUCTION

Bureaucratic reform has been established as a strategic agenda throughout the era of the Grand Design of Bureaucratic Reform 2010–2025 through Presidential Regulation No. 81 of 2010, which aims to build a national bureaucracy that is clean, accountable, capable, and service-oriented (government that serves) (Aditya Ari Nugroho

et al., 2021). In Kutai Kartanegara Regency (Kukar), these efforts have been adopted through the formulation of a bureaucratic reform roadmap for the 2021–2025 period and regional apparatus work plans, further enriched by collaboration with academic institutions such as Universitas Brawijaya and Universitas Kutai Kartanegara in designing regional bureaucratic strategies. This approach emphasizes structured institutional roles, measurable planning, and the internalization of bureaucratic reform values as the foundation for local government transformation (Ho & Im, 2015).

Despite ongoing implementation, there remains a significant gap between quantitative achievements and the quality of bureaucratic transformation. This is evidenced by the 2021 PMPRB Index score of Kutai Kartanegara Regency at 61.29 (category “B”), indicating progress while still revealing issues such as uneven internalization of policies and the suboptimal role of OPD bureaucratic reform teams (Fred, 2020). Both academically and in practice, this situation creates an urgent need for deeper and more systematic evaluation of general bureaucratic reform at the regency level, particularly through the use of well-established conceptual frameworks, in order to produce sharper and more applicable strategic recommendations (Rusyianto, 2024; Astuti et al., 2024).

Efforts to simplify the bureaucracy, including OPD restructuring and job equalization, have been initiated based on Ministerial Regulation of PAN-RB No. 17/2021 and No. 25/2021. The Kukar Regency Government has implemented the initial stages of proposing new organizational structures and positions, which have been approved by both provincial and central governments. In addition, the Regent has emphasized institutional strengthening and the improvement of human resource quality as the foundation for achieving bureaucratic reform outcomes, through accelerated policy formulation, systematic monitoring, and well-communicated approaches across all regional apparatuses (Jahija, 2025).

Research on the Department of Mining and Energy of Kutai Kartanegara Regency (2004) revealed several forms of “bureaucratic pathology,” such as low accountability and responsiveness, unequal treatment in service provision, formalistic leadership styles, and ineffective inter-sectional coordination (Saavedra & Gutierrez, 2020). These findings reinforce the importance of holistic evaluation that is not limited to quantitative data or formal policies, but also explores institutional aspects, work culture, and interactions among public officials.

Within the corpus of public policy evaluation, William N. Dunn’s framework—comprising six main criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness—has been widely applied in various local government contexts in Indonesia (Ulansari et al., 2025). For example, the evaluation of the GISA program in Bogor Regency employed all six indicators to assess the extent to which population administration awareness initiatives were successful (Astuti et al., 2024); similarly, research on the implementation of SPBE in Sukabumi applied Dunn’s framework to measure policy effectiveness and responsiveness in digital governance (Hajnal et al., 2018a). Therefore, the use of Dunn’s framework to evaluate General Bureaucratic Reform in Kutai Kartanegara rests on strong theoretical foundations and empirical experience.

This study explicitly formulates the research question as follows: How is the policy evaluation of General Bureaucratic Reform within the Kutai Kartanegara Regency Government based on William N. Dunn’s evaluation framework? The research objective is to examine the evaluation of General Bureaucratic Reform policy in Kutai Kartanegara Regency using Dunn’s framework. The study adopts a descriptive qualitative approach, integrating primary data (in-depth interviews and evaluation documents from the Ministry of Administrative and Bureaucratic Reform) and secondary sources (scholarly literature and regulations), in line with a descriptive qualitative research strategy grounded in both literature review and field data.

The scientific contribution of this article lies in the systematic application of Dunn’s public policy evaluation framework within the context of local bureaucratic reform, particularly in Kutai Kartanegara Regency. The novelty includes: (a) a structured evaluative measurement of local General Bureaucratic Reform, (b) a synthesized integration of primary data and up-to-date literature to generate holistic evaluative insights, and (c) an analytical perspective based on the latest Bureaucratic Reform concept, which has shifted from the former eight areas of change to the General and Thematic Reform model encompassing a total of 20 indicators. Accordingly, this article offers both theoretical and practical contributions to the field of public policy evaluation and regional bureaucratic reform.

METHOD

The research method employed in this study is descriptive qualitative research, as the research data consist of qualitative information presented in the form of narrative descriptions. This approach is intended to obtain in-depth data that can reveal general conditions relevant to the research objectives. The purpose of this study is to examine how the policy evaluation of General Bureaucratic Reform within the Kutai Kartanegara Regency Government is conducted using the evaluation framework proposed by William N. Dunn.

To support the research methodology, data collection techniques applied in this study include:

- a. Library research, namely the collection of information and data through various research works, books, journals, and other references related to the topic under discussion;
- b. Observation, conducted by directly visiting the research site and observing conditions without participating in the activities carried out by the research subjects;
- c. In-depth interviews, conducted systematically and sequentially with parties who understand and are knowledgeable about field conditions; and
- d. Documentation, which involves collecting data by recording information, gathering relevant documents, photographs, and audio or visual records.

The technique for selecting research informants uses key informants, who serve as the main subjects for extracting relevant information and for cross-checking data validity. In considering the research topic, a researcher must take into account various existing aspects. The following informants were involved in explaining the implementation of the Bureaucratic Reform Policy within the Kutai Kartanegara Regency Government:

1. The Head of the Organization and Governance Division of the Regional Secretariat of Kutai Kartanegara;
2. Coordinators of each General Bureaucratic Reform section for every indicator.

This study also employs data analysis techniques by describing and analyzing the collected data, which are then organized into narrative form. Once the data have been gathered, the subsequent steps involve processing and implementing the data through simplification into a format that is easier to read and interpret.

RESULTS AND DISCUSSION

Policy Evaluation of General Bureaucratic Reform within the Kutai Kartanegara Regency Government According to William N. Dunn

General Bureaucratic Reform in Kutai Kartanegara Regency represents the implementation of the national bureaucratic reform agenda as stipulated in the Grand Design of Bureaucratic Reform 2010–2025. At the regional level, this policy is realized through the formulation of the 2021–2025 Bureaucratic Reform Roadmap, which emphasizes the simplification of organizational structures, improvement of civil service (ASN) management quality, strengthening of performance accountability, and acceleration of digital transformation. The results of the Ministry of Administrative and Bureaucratic Reform's Evaluation Worksheet (Lembar Kerja Evaluasi/LKE) indicate that Kutai Kartanegara achieved a very high score in organizational structure simplification (100.45%), reflecting the regional government's strong commitment to reorganizing the bureaucracy to be leaner and more responsive. However, achievements in other aspects—such as the development of Integrity Zones (Zona Integritas/ZI), which received a score of 0.5 (fair category)—indicate persistent challenges in internalizing integrity values and anti-corruption culture.

In addition, the results of the Integrity Assessment Survey (Survei Penilaian Integritas/SPI), which placed Kutai Kartanegara at a score of 67.14, suggest a relatively high vulnerability to corrupt practices. The Government Agency Performance Accountability System (SAKIP) score of 65.93 also indicates that performance indicators have not yet fully met the SMART principles. These findings demonstrate that bureaucratic reform in Kutai Kartanegara still faces a gap between normative commitments and implementation practices. This condition is consistent with the study by Gafar et al. (2022), which found that although integrity zone development efforts exist in various regions, the level of internalization of bureaucratic integrity values remains relatively low. Thus, the General Bureaucratic Reform policy

in Kutai Kartanegara can be understood as progressive in intent, yet still requiring fundamental improvements in governance, integrity, and accountability.

According to the author's analysis, the General Bureaucratic Reform policy in Kutai Kartanegara exhibits a duality of outcomes: success in organizational restructuring accompanied by weaknesses in the internalization of integrity and accountability values. High achievement in organizational structure simplification reflects formal governmental commitment; however, low scores in integrity zone development and SPI results indicate that the substantive essence of reform has not been fully understood or implemented by civil servants. This reveals a gap between normative policy formulation and on-the-ground practice, which should constitute the core of bureaucratic reform.

Evaluation of General Bureaucratic Reform Policy According to William N. Dunn Effectiveness

The effectiveness of General Bureaucratic Reform implementation in Kutai Kartanegara has not yet been fully optimal. Several programs have achieved success, such as institutional restructuring, but other outcomes—such as follow-up on public complaints—received a score of only 1.5. This indicates a discrepancy between policy objectives and actual results. Research findings also emphasize that the effectiveness of public policy is highly dependent on the ability of local governments to internalize performance indicators into everyday practices.

Effectiveness is also influenced by the quality of cross-organizational coordination among regional apparatus organizations (OPD). Uneven internalization of bureaucratic reform values in Kutai Kartanegara demonstrates that success in one indicator is insufficient to ensure overall effectiveness. In line with Mursalin et al. (2024), bureaucratic reform effectiveness at the regional level is often constrained by weak inter-OPD coordination and limited commitment from regional leaders to drive systemic change.

According to the author, the effectiveness of bureaucratic reform in Kutai Kartanegara remains partial. Success in organizational simplification is not aligned with the low score for public complaint follow-up. Based on Dunn's concept, effectiveness is measured not merely by formal indicator achievement, but by the attainment of overall policy objectives. The author's analysis suggests that effectiveness has not yet been achieved because the policy places greater emphasis on administrative compliance rather than on improving the quality of public services.

Efficiency

From the efficiency perspective, evaluation results indicate potential inefficiencies in budget utilization and action plan planning that has not yet been fully integrated. For instance, in the SPBE (Electronic-Based Government System) aspect, a score of 0.5 indicates suboptimal digitalization of bureaucratic processes. This finding is consistent with Bahagia (2025), who found that SPBE implementation in Sukabumi also encountered obstacles related to system integration and efficient resource use.

Furthermore, low efficiency is reflected in the suboptimal implementation of performance management systems linked to budget management. As a result, the achievement of bureaucratic reform indicators is often disproportionate to the costs incurred. According to Pratama and Yuwono (2022), the efficiency of public policy at the regional level is strongly influenced by consistent implementation of transparent and accountable performance-based budgeting.

In the author's view, the efficiency of bureaucratic reform in Kutai Kartanegara has not yet been optimally achieved. Low SPBE scores and budgeting inefficiencies indicate that resource utilization has not been commensurate with outcomes. Under Dunn's framework, efficiency requires a proportional relationship between inputs and outputs. The author argues that inefficiencies persist, particularly due to the lack of integrated digital systems that should serve as a primary means to reduce costs and accelerate service delivery.

Adequacy

In terms of adequacy, several policies have not sufficiently addressed existing problems. Low SPBE scores and weak integrity zone implementation indicate that policies have not adequately met the demands of modern governance and corruption prevention. This condition aligns with Wulandari (2023), who emphasized that bureaucratic digitalization is an absolute requirement in the Society 5.0 era, yet many regions remain technically and culturally unprepared.

Policy adequacy can also be measured by its ability to meet public expectations regarding service quality. In the context of Kutai Kartanegara, suboptimal technology-based services suggest that existing policies are insufficient to address the complexity of public needs. Consistent with Lestari (2023), policy adequacy at the regional level is often constrained by limited technological infrastructure and insufficiently competent human resources to manage digital systems.

According to the author, the adequacy of bureaucratic reform policy in Kutai Kartanegara remains weak, as it has not fully addressed society's complex needs for modern public services. Low achievements in SPBE implementation and bureaucratic integrity confirm that the policy is insufficient to resolve structural problems. In Dunn's framework, adequacy assesses the extent to which a policy solves the problem at hand. The author's analysis indicates that policies in Kutai Kartanegara tend to be partial and insufficiently holistic, thus failing to fully meet public expectations.

Equity

Equity in the context of bureaucratic reform is reflected in the merit system and ASN human resource development. Evaluation results show that employee mapping into talent pools and competency assessments remain limited, potentially creating inequalities in career development. Winoto and Handayani (2022) emphasize that equity in local bureaucracy must be strengthened through policy leadership that ensures equal opportunities for all civil servants.

Unequal distribution of career development opportunities can weaken ASN motivation and reduce public service quality. According to Khaliq (2023), a weak merit system hampers vertical mobility within the civil service, ultimately creating an unfair and potentially discriminatory bureaucracy.

The author concludes that equity in Kutai Kartanegara's bureaucratic reform still faces serious obstacles, particularly in merit system implementation. Limited talent pool mapping and competency assessments create unequal career opportunities that affect work motivation. In Dunn's framework, equity emphasizes the fair distribution of policy benefits. The author argues that insufficient transparency and consistency in ASN promotion systems mean that Kutai Kartanegara's bureaucracy has not yet reflected principles of equity in human resource development.

Responsiveness

Local government responsiveness remains a major weakness, particularly in managing public complaints. Low scores on complaint follow-up indicators show that the regional government has not been fully responsive to public needs. Kusuma (2023) demonstrates that increased bureaucratic responsiveness is directly correlated with higher public satisfaction with services.

Responsiveness also reflects the extent to which local governments can adapt policies to dynamic societal needs. Rahman (2021) found that low responsiveness often stems from rigid bureaucratic structures that are slow to respond to changing public demands. This condition is also evident in Kutai Kartanegara, where feedback loop mechanisms in public service delivery have not functioned optimally.

According to the author, bureaucratic responsiveness in Kutai Kartanegara remains very limited. Low scores in complaint follow-up indicate ineffective feedback mechanisms. Under Dunn's concept, responsiveness measures the extent to which policies respond to citizens' needs. The author's analysis suggests that the regional government remains trapped in rigid bureaucratic patterns, thus failing to respond quickly and adaptively to public aspirations.

Appropriateness

Policy appropriateness relates to the relevance of reform programs to regional needs. Some policies are considered appropriate, such as organizational structure simplification; however, shortcomings remain in accommodating local societal dynamics through SPBE and corruption prevention measures. Hawari and Kartini (2023) emphasize that post-pandemic bureaucratic policy appropriateness depends heavily on regional capacity to adapt strategies to local conditions.

Furthermore, appropriateness is also measured by synchronization between regional and national policies. In the case of Kutai Kartanegara, although normative alignment exists, on-the-ground implementation has not fully

matched local community needs. According to Rinaldi (2023), public policy appropriateness can only be achieved through harmonization between central policy directions and specific local realities.

In the author's assessment, the appropriateness of bureaucratic reform policy in Kutai Kartanegara remains inconsistent. While organizational simplification is considered appropriate, weak SPBE implementation and corruption prevention efforts indicate a misalignment between policy design and regional needs. From Dunn's perspective, appropriateness refers to policy suitability in addressing the problems faced. The author concludes that insufficient synchronization between national policy frameworks and local needs has resulted in bureaucratic reform policies in Kutai Kartanegara not yet being fully on target.

CONCLUSION

This study confirms that the implementation of General Bureaucratic Reform in Kutai Kartanegara Regency has achieved several important outcomes, particularly in the simplification of organizational structures, which has succeeded in creating a leaner and more responsive bureaucracy. Nevertheless, a number of fundamental weaknesses remain, especially in the development of Integrity Zones, the public complaint handling system, and the implementation of the Electronic-Based Government System (SPBE), which has not yet functioned optimally. These findings indicate that bureaucratic reform in Kutai Kartanegara continues to face a gap between normative policy frameworks and implementation practices.

Based on the evaluation framework of William N. Dunn, the effectiveness of bureaucratic reform in Kutai Kartanegara remains partial, as formal achievements have not been accompanied by improvements in the quality of public services. Efficiency has not been fully attained due to limited digital integration and disproportionate budget utilization. Policy adequacy is still considered low because it has not sufficiently addressed the complex needs of society, while the equity dimension reveals weaknesses in the merit system governing ASN career development. Bureaucratic responsiveness remains limited, as reflected in the low rate of follow-up on public complaints, and policy appropriateness has not yet fully aligned with local needs, despite positive steps in organizational restructuring.

Accordingly, this study offers practical contributions in the form of strategic recommendations, including the need to strengthen the internalization of integrity values, accelerate digital transformation through SPBE, reinforce the merit system to ensure fairness in ASN career development, and establish more adaptive response mechanisms to public aspirations. From an academic perspective, this research expands the application of Dunn's evaluation framework at the local government level, enriches the literature on bureaucratic reform in Indonesia, and offers a new perspective for examining gaps between policy formulation and implementation.

Limitation

This study also has limitations, primarily due to its focus on General Bureaucratic Reform and its reliance on evaluation data from a specific period. Therefore, future research is recommended to examine Thematic Bureaucratic Reform, conduct longitudinal studies to assess policy sustainability, and incorporate the perspectives of service users to obtain a more comprehensive understanding.

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