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## Evaluation of Bureaucratic Reforms in Realizing World Class Government in Tuban

Denny Iswanto<sup>1</sup>, Ringga Ananta Putra<sup>2</sup>

<sup>1</sup>Program Studi Ilmu Administrasi Negara, Fakultas Ilmu Sosial dan Humaniora,  
Universitas Teknologi Surabaya

<sup>2</sup>Program Studi Perpajakan, Fakultas Ilmu Administrasi, Universitas Brawijaya  
Email: [dennyiswant@gmail.com](mailto:dennyiswant@gmail.com)

### Abstract

The purpose of this study is to evaluate the performance of bureaucratic reform in making changes to the system of government administration in the aspects of institutional (organization), management (business process), and human resources of the apparatus. Various studies show that local government bureaucratic reform tends to be slow due to various obstacles experienced, one of which is in Tuban Regency. Bureaucratic reform in the Tuban Regency Government is implemented based on eight areas of change to improve the quality of public services. However, there are still many obstacles faced, including the quality of apparatus resources, low accountability, and inadequate electronic-based government capabilities. This research method uses a qualitative method with a document study approach and uses secondary data analysis techniques, namely researchers using materials sourced from books, agency reports, and the internet to obtain data from relevant sources. The results showed that the bureaucratic reform in Tuban district has carried out performance evaluations based on the assessment of each program's achievement. In the aspect of building a clean and accountable bureaucracy, the SAKIP index is still low and experiencing a decline and the Anti-Corruption Behavior Index is low and still below the national average. The aspect of bureaucratic capability is assessed based on the SPBE index which is only 50% running and the ASN professionalism index is still in the low classification. Third, the aspect of excellent service is seen from the low public service index, which shows that there is still a gap between service recipients and the reality of services provided to the community. There needs to be a holistic improvement in bureaucratic reform efforts to realize a world-class government that is clean and accountable, a capable bureaucracy, and a bureaucracy that can provide excellent service.

**Keywords:** Evaluation; Bureaucratic Reform; World Class Government

### Abstrak

Tujuan penelitian ini adalah untuk mengevaluasi kinerja reformasi birokrasi dalam melakukan perubahan terhadap sistem penyelenggaraan pemerintah pada aspek kelembagaan (organisasi), ketatalaksanaan (business process) dan sumber daya manusia aparatur. Berbagai riset menunjukkan bahwa reformasi birokrasi pemerintah daerah cenderung lambat dikarenakan berbagai hambatan yang dialami, salah satunya di Kabupaten Tuban. Reformasi birokrasi pada Pemerintah Kabupaten Tuban dilaksanakan berdasarkan pada delapan area perubahan dalam rangka peningkatan kualitas pelayanan publik, namun masih banyak kendala yang dihadapi diantaranya adalah kualitas sumber daya aparatur, akuntabilitas yang masih rendah, serta kapabilitas pemerintahan berbasis elektronik yang belum memadai. Metode penelitian ini menggunakan metode kualitatif dengan pendekatan studi dokumen dan menggunakan teknik

analisis data sekunder, yaitu peneliti menggunakan bahan yang bersumber dari buku, laporan instansi dan internet untuk mendapatkan data dari sumber referensi yang relevan. Hasil penelitian menunjukkan bahwa reformasi birokrasi yang berjalan di kabupaten Tuban sudah dilakukan evaluasi kinerja berdasarkan penilaian masing-masing capaian program. Pada aspek pembangunan birokrasi yang bersih dan akuntabel dilakukan penialain atas indeks SAKIP yang masih rendah dan mengalami penurunan dan Index Perilaku Anti Korupsi yang rendah dan masih berada dibawah rata-rata nasional. Pada aspek kapabilitas birokrasi dinilai berdasarkan indeks SPBE yang baru berjalan 50% dan indeks profesionalitas ASN masih masuk dalam klasifikasi rendah. Ketiga, aspek pelayanan prima dilihat dari indeks pelayanan publik yang masih rendah sehingga menunjukkan masih adanya gap antara penerima layanan dengan realitas layanan yang diberikan kepada masyarakat. Perlu adanya perbaikan secara holistik terhadap upaya reformasi birokrasi dalam mewujudkan pemerintahan berkelas dunia yang bersih dan akuntabel, birokrasi yang kapabel dan birokrasi yang dapat memberikan pelayanan prima.

**Kata Kunci:** Evaluasi; Reformasi Birokrasi; World Class Government

## Introduction

The reformation period in Indonesia has been going on for more than two decades, which is a long enough time to hope that the condition of the bureaucracy, especially at the regional level, will change. Reform is needed because of changes in the global environment and bureaucratic pathology. Changes in the global environment are due to two things, namely the development of democracy which demands changing policy management, and the development of information technology which demands rapid decision-making (Purwanto, E.; Pramusinto, 2009). In addition, there is bureaucratic pathology in the perceptions and managerial style of bureaucrats, limited knowledge and skills in operational activities, violations of legal norms and laws and regulations, dysfunctional or negative behavior of bureaucrats, and internal situations in various agencies within the government (Wahono et al., 2019).

Bureaucratic reform is a movement to change the form and behavior of the bureaucracy, because the conditions are no longer liked or not under the needs of the times, either because they are inefficient, unclean, undemocratic, or no longer in line with the public interest (Wibawa, 2020). This view shows that bureaucratic reform was inspired by the emergence of disparities between the conditions/needs of society or the demands of the times and the ability of the bureaucracy to capture people's wishes and expectations. However, it is necessary to understand that one of the essences of bureaucratic reform is the demand for very basic changes to the government bureaucracy which has so far been seen as having the adaptability to the demands and needs of society.

The implementation of bureaucratic reform based on Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 has the goal of creating a professional government bureaucracy with adaptive characteristics, integrity, high performance, clean and free of bureaucratic pathology, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and code of ethics of

the state apparatus (Habibi, 2020a). On the other hand, the goal of Bureaucratic Reform is to build public trust (public culture building) and eliminate the negative image of the government bureaucracy by forming professional State Apparatuses, while the goal of bureaucratic reform is to realize an increase in the quality of public services to the community, and increase the capacity and accountability of bureaucratic performance through renewal of mindset and culture set of civil servants in the management of government affairs and government management systems (Afrilinda et al., 2022). Bureaucratic Reform is a strategic step to build the state apparatus to be more efficient and successful in carrying out the general tasks of government and national development. Therefore, basic, comprehensive, and systematic steps must be taken immediately so that the goals and objectives that have been set can be achieved effectively and efficiently. Reform here is a renewal process that is carried out in stages and continuously. The implementation of bureaucratic reform in Indonesia is mandated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010 – 2025.

The Grand Design of Bureaucratic Reform is a master plan that contains policy directions for implementing national bureaucratic reform for the 2010-2025 period. The Grand Design is divided into three stages, namely the Bureaucratic Reform Road Map (BRRM) 2010-2014, BRRM 2015-2019, and BRRM 2020-2024. In each stage of the Road Map, several targets and indicators of success are set (Pratiwi, 2015). BRRM 2020-2024 is outlined in Regulation of Minister of Administrative and Bureaucratic Reform Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Road Map which covers the scope of (1) Strengthening the government bureaucracy; (2) Implementation level, there are two implementation levels, national and institutional level; and (3) outcomes-oriented programs, both at the macro, meso, and micro levels (Kali, 2020).

The bureaucratic reform implementation plan is described in a bureaucratic reform road map which will serve as a guide for bureaucratic reform managers at the national level as well as government agencies to take concrete steps to improve the quality of the government bureaucracy. The grand design above is further elaborated through the Bureaucratic Reform Road Map by the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 37 of 2013 concerning Guidelines for Preparing the Road Map for Regional Government Bureaucratic Reform.

In Indonesia, before the reform process, there were several problems related to bureaucratic performance, such as delays in public services, bribery in permit services, convoluted administrative processes, and fat organizational structures that tended to be inefficient, and even wasteful in management. budget. All these problems are referred to as the pathology of the bureaucracy. The term bureaucratic pathology was first introduced by Caiden with the term bureau pathologies. In the study of Public Administration Science, to understand the various diseases inherent in a bureaucracy, causing the

bureaucracy to experience dysfunction. In fact, Public Administration scientists have long used the term bureaucratic pathology to explain various forms of bureaucratic disease, such as Gerald E. Caiden in 1991, Bozeman in 2000 from the United States, and Sondang P. Siagian in 1994 from Indonesia (Raffi et al., 2020). The pathology of bureaucracy in Indonesia seems to be included in the very severe category, because it has infected all levels of government organizations (executive, legislative, and judicial), both at the central level and at the regional level, the implication is that the performance of the bureaucracy in public services has not given satisfaction community (Andhika, 2017).

With such bureaucratic conditions, it is necessary to carry out holistic reforms that cover all elements of public organizations such as law, structure, procedures, policies, and organizational culture (Caiden, 1991). In Indonesia, changes that occur in the bureaucracy are very slow, when compared to business organizations. Of all the elements in the bureaucracy, the most difficult to change is the human resource aspect, because the mindset has been formed for so long, making it difficult to accept change. The bureaucratic reforms that have been implemented in Indonesia since 1998, with the birth of various laws such as Law Number 22 of 1999 (amendments have been made 4 times, now Law No 23 of 2014) concerning Regional Government, Law No. 73 of 2008 concerning Ombudsman of the Republic of Indonesia, Law Number 25 of 2009 concerning Public Services. All of these laws are intended to improve the performance of the bureaucracy to improve people's welfare, including by providing quality public services (Jefri, 2018).

For this reason, the bureaucratic reform approach that needs to be carried out to improve the behavior and performance of bureaucrat services in Indonesia is a holistic approach, namely reform that includes all elements of the bureaucracy, namely, elements of knowledge, skills, mindset of HR apparatus, bureaucratic structure, bureaucracy culture, bureaucratic facilities and infrastructure (Toha, 2020). This is in line with the bureaucratic reform roadmap stipulated by the Minister of Administrative and Bureaucratic Reform Regulation Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Road Map. The regulation states there are three goals of reform: (1) a clean and accountable bureaucracy, (2) an effective and efficient bureaucracy, and (3) a bureaucracy with quality public services (Yosinta Swarty Ganwarin et al., 2021). These three targets simultaneously will shape the quality of the bureaucracy towards World class government. World class government is the best recognition from various countries for setting quality standards in design, performance, quality, and customer satisfaction to ethical values, by looking at several indicators such as people's welfare and community satisfaction with the services provided by the government. The Indonesian government is certainly looking for the best steps to achieve this target, one of which is through the implementation of government bureaucratic reforms to increase the effectiveness, efficiency, and responsiveness of bureaucratic actors (Adiperdana, 2015).

This is in line with the roadmap for bureaucratic reform which stipulates eight areas of bureaucratic reform (Habibi, 2020b). The areas of change that are the goal of bureaucratic reform cover all aspects of government management. This can be seen in the table below.

**Table 1. Areas of Change in Bureaucratic Reform**

No.	Areas	Expected results
1.	Organization	Proper organization and proper size ( <i>right sizing</i> )
2.	Governance	Systems, processes, and work procedures that are clear, effective, efficient, measurable, and follow the principles of good governance
3.	Legislation	Regulations that do not overlap are harmonious and encourage the achievement of government performance
4.	Apparatus Human Resources	HR apparatus with integrity, neutral, competent, <i>capable</i> , professional, high-performing, and prosperous
5.	Supervision	Increasing the administration of government that is clean and free of KKN
6.	Accountability	Increasing the administration of government that is clean and free of KKN
7.	Public service	Excellent service according to the needs and expectations of society and the business world
8.	Apparatus mindset and culture set	Bureaucracy with high integrity and performance

*Source: (Habibi, 2020)*

Based on the table above, it can be seen that various dimensions support changes in bureaucratic reform, namely organizational management, statutory management, public services, strengthening supervision, performance accountability, human resources in the state civil apparatus, management, and change management.

Evaluation of the implementation of the Bureaucratic Reform policy can be seen based on the assessment of the Bureaucratic Reform index as follows:

**Table 2. Assessment of the Bureaucratic Reform Index**

No.	Government Level	2016	2017	2018	2019	2020
1.	Ministries/Agencies	65.78	71.91	72.14	73,91	74,93
2.	Provincial Government	41.61	63.67	62.73	64,23	64,28
3.	District/City Government	42.96	64.61	53.54	55.97	53.85

*Source: (Kemenpanrb, 2021)*

From the above data, it can be seen that in the implementation of bureaucratic reform at the ministries/institutions, provinces, and districts the City experienced fluctuations. Of the three categories, the index of bureaucratic reform in district/city local governments is the lowest. the bureaucratic reform system in the local government environment in Indonesia, both at the district/city level, has been slow. Several factors have contributed to the slowdown in bureaucratic reform at the regional (city/district) level, including the lack of understanding of the apparatus of bureaucratic reform and the quality of human resources (Danan et al., 2020). Thus there is a need for improvement and acceleration, there are several innovative leaders who support bureaucratic reform well. In addition, changes in bureaucratic culture must become the spirit of bureaucratic reform so that the implementation of bureaucratic reform is not only on paper. This change in bureaucratic culture must be implemented by all local governments.

The evaluation is guided by PANRB Ministerial Regulation Number 30 of 2018 concerning Amendments to PANRB Ministerial Regulation No. The fundamental change from the guidelines is the emphasis on the scope of evaluation down to work units that are not regulated in the previous guidelines. There are three goals and indicators for the success of bureaucratic reform that are expected from this bureaucratic reform, namely: (1) a clean and accountable bureaucracy; (2) a capable bureaucracy; and (3) a bureaucracy that can provide excellent service.

The purpose of the evaluation is to assess the progress of the implementation of the bureaucratic reform program to achieve the goal of creating a clean and accountable bureaucracy, an effective and efficient bureaucracy, and a bureaucracy capable of providing increasingly improved public services. In addition, this evaluation also aims to provide suggestions for improvement to improve the quality of bureaucratic reform within the Government, both at the provincial and district/city levels. One of the regions implementing bureaucratic reform is the Government of Tuban Regency. The Tuban Regency Bureaucratic Reform Index has increased in the last three years. On the other hand, the Tuban district government is also experiencing various obstacles including the quality of human resources and the not-yet-optimal realization of good governance and bureaucratic reform (Tuban Regency Government, 2021a).

**Table 3. Bureaucratic Reform Index for Tuban Regency 2018 – 2020**

Year	Mark	Predicate
2018	52.65	CC
2019	60.02	B
2020	60,40	B

*Source: (Tuban Regency Government, 2021b)*

From the data above it can be seen that the implementation of bureaucratic reform in Tuban Regency is still not optimal and has not had a significant impact on changes in

the existing bureaucracy. Because of this problem, the authors took the theme with the title Evaluation of the Implementation of Bureaucratic Reform in Tuban Regency.

## Method

This type of research in writing uses qualitative research with document studies. Documentation study is one way that qualitative researchers can get an overview from the subject's point of view through a written medium and other documents written or made directly by the subject concerned (Herdyansah, 2019). Documents can be in the form of writing, pictures, diaries, life histories, regulations, policies, or other documentation works. This study used secondary data analysis techniques, namely data analysis carried out on existing data without the need to conduct interviews, surveys, observations, and certain other data collection techniques. Researchers want to solve the problem by describing or describing the current state of the research object based on existing documents and describing it in the form of words and language obtained from observation and analysis of documents. The secondary data that the researchers used were the 2020-2024 Tuban Regency RPJMD documents, the 2021 Local Government Work Plan (RKPD), the 2022 RKPD, and data from the websites of several government agencies. Through this study, the researcher intends to describe events or phenomena following what happened, and the resulting data is in the form of written words from sources that researchers can account for relating to the evaluation of the implementation of local government bureaucratic reforms to increase performance accountability in the Tuban Regency Government systematically and according to facts and data.

## Result and Discussion

The results and discussion of this research will be analyzed using the Smart ASN 2024 concept developed by the Indonesian National Institute of Public Administration (LAN) which has three main indicators, namely integrity which is shown by a clean and accountable bureaucratic system, capable bureaucracy which is shown by global insight and the application of IT, a bureaucracy that is oriented towards public services to face challenges and anticipate changes (Mutiar Fauziah & Andri Wahyu Prasetyo, 2019).

### Clean and Accountable Bureaucracy

In the government bureaucracy, accountability is used to explain accountability for government actions and policies to the public which is the focus of public accountability (Sawir, 2022). Accountability is an ethical concept that is close to public administration and government which has a meaning that is sometimes used synonymously with the concepts of responsibility, accountability, blameworthiness, and liability. including other terms that are related to the hope of explaining one aspect of public administration (Zahri et al., 2022). The characteristics of an accountable government are (1) being able to present information on governance openly, quickly, and accurately to the public, (2)

being able to provide satisfactory service to the community, (3) being able to explain and account for each of its policies to the public, (4) being able to provide space for the community to be involved in the process of development and governance as well as (5) as a means for the public to assess government performance. Bureaucratic accountability is often used as a mechanism for managing public agents. Based on the 2020-2024 National Bureaucratic Reform Road Map, states that there are eight indicators in creating a clean and accountable government as follows:

**Table 4. Indicators of a clean and accountable government**

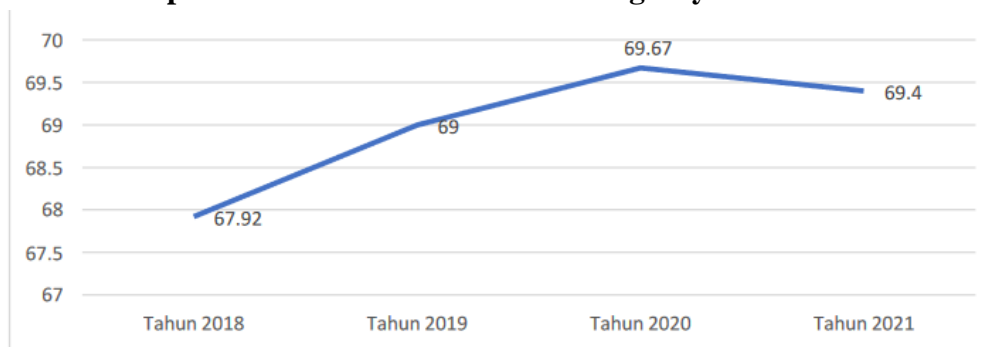
No.	Indicator
1.	Percentage of Anti-Corruption Behavior Index
2.	APIP Index Percentage
3.	SPIP maturity index percentage
4.	Government Agency Performance Accountability System (SAKIP) percentage
5.	BPK Opinion percentage
6.	Percentage of planning index
7.	Percentage of Legal Reform Index
8.	Goods and Services Management Index Percentage

*Source: (Kemenpanrb, 2021)*

The function of the bureaucratic accountability mechanism includes formal and organized relationships between superiors and subordinates with the need to follow mandatory provisions complied with as well as supervision and standardization of regulatory clarity to be implemented. To be able to see a clean and accountable bureaucracy can be seen from several indicators, the first is through an evaluation of the performance accountability assessment of government agencies (AKIP). Based on Presidential Instruction No. 7 of 1999 concerning Accountability of Government Agencies which states that it is obligatory for every Government Agency as an element of Government administration to be accountable for the implementation of basic tasks, it is deemed necessary to report accountability for the performance of Government agencies. SAKIP is a Government Agency Performance Accountability System, where this system is an integration of the planning system, budgeting system, and performance reporting system, which is aligned with the implementation of the financial accountability system. In this case, every organization is required to record and report every use of state finances and compliance with applicable regulations. The following is a graph of the AKIP values for Tuban Regency from 2018 to 2021.



**Graphic 1. AKIP scores for Tuban Regency for 2018-2021**



*Source: (Tuban Regency Government, 2022)*

From the graph above it can be seen that the AKIP value for Tuban Regency from 2018 to 2020 has increased. In 2021, it experienced a decrease compared to 2020, which was 0.27 points. The increase in the value of AKIP from year to year is influenced by the commitment of the Government of Tuban Regency in efforts to improve the implementation and strengthening of SAKIP, both at the Regional Government level and the Regional Apparatus Level, efforts to improve the information technology (IT)-based SAKIP application, as well as efforts to strengthen more comprehensive accountability on all Regional Devices.

Second, the assessment of the success of implementing a clean and accountable bureaucracy is through the assessment of the anti-corruption behavior index (IPAK). related to anti-corruption behavior in Indonesia, various efforts have been made by the Government to prevent corruption. The government draws up national policy directions through Presidential Regulation Number 54 of 2018 concerning the National Corruption Prevention Strategy which contains the focus and targets for preventing corruption which are used as a reference for ministries, agencies, local governments, and other stakeholders in implementing corruption prevention in Indonesia. In Presidential Regulation Number 59 of 2017 concerning the Implementation of Achieving the Sustainable Development Goals, it is stated that one of the global goals is strengthening an inclusive and peaceful society for sustainable development, providing access to justice for all, and building effective, accountable and inclusive institutions at all levels. To determine anti-corruption behavior, an indicator was developed, namely the Anti-Corruption Behavior Index (IPAK).

IPAK measures the level of permissiveness of society towards anti-corruption behavior which includes opinions on habits in society and experiences relating to public services in terms of bribery, graft/gratuity, extortion, nepotism, and nine anti-corruption values. IPAK scores range from 0 to 5. The closer to 5 the better. That is, people behave more anti-corruption. Based on the 2021 Government Agencies Performance Report (LKjIP) of Tuban Regency, the Anti-Corruption Behavior Index in Tuban Regency is 3.65.

**Table 5. Anti-Corruption Behavior Index**

Year	Mark
2020	3.64

*Source: (Tuban Regency Government, 2021a)*

The data above shows that the IPAK evaluation value for Tuban Regency still needs to be improved because it is still below the national average of 3.84. The results of the anti-corruption perception survey, which is an illustration of the integrity of service providers, show an index of 3.64 on a scale of 4. This condition indicates that the public still has a perception that the integrity of the service provider apparatus still needs to be improved. To further improve the quality of the bureaucracy and to further foster a culture of performance within the Government of Tuban Regency, various efforts are needed to improve on two main dimensions, namely the dimensions of perception and the dimensions of experience. The perception dimension aims to see judgments or opinions on anti-corruption behavior habits in society. Meanwhile, the experience dimension aims to look at anti-corruption behavior from the perspective of people's experiences when using or interacting with public services and other experiences.

Third, namely through an evaluation carried out by the Supreme Audit Agency (BPK) through a BPK Opinion assessment. Opinion is a professional statement by the examiner regarding the fairness of the financial information presented in the financial statements which is based on several criteria, namely (1) compliance with government accounting standards; (2) adequacy of disclosures (adequate disclosures); (3) compliance with laws and regulations; and (4) the effectiveness of the internal control system. Based on Law Number 15 of 2004 there are 4 (four) types of Opinions given by the BPK RI on the Audit of Government Financial Statements:

- a. Unqualified Opinion (WTP) or unqualified opinion: Stating that the audited entity's financial statements, present fairly in all material respects, the financial position, results of operations, and cash flows of certain entities by generally accepted accounting principles in Indonesia.
- b. Qualified Opinion (WDP) or qualified opinion: Declare that the financial statements of the entity being audited present fairly in all material respects, the financial position, results of operations, and cash flows of the entity by generally accepted accounting principles in Indonesia, except for the impact matters relating to the excluded.
- c. Unfair Opinion or Adverse Opinion: Stating that the audited entity's financial statements do not fairly present the financial position, results of operations, and cash flows of certain entities by generally accepted accounting principles in Indonesia.

- d. Disclaimer of opinion or Disclaimer of Opinion (TMP): Stating that the Auditor does not express an opinion on the report if the scope of the audit carried out is insufficient to form an opinion.

The main basis for the four types of opinion that can be given by BPK is the fairness of the presentation of Financial Report items by Government Accounting Standards (SAP). Based on the Regional Government Financial Report (LKPD) of Tuban Regency for the 2018 to 2022 Fiscal Year, the Audit Board of the Republic of Indonesia (BPK) obtained the title of Unqualified or WTP. This means that the audited entity's financial statements, present fairly in all material respects, the financial position, results of operations, and cash flows of certain entities by generally accepted accounting principles in Indonesia.

**Table 6. Opinion of BPK Tuban Regency 2018-2022**

Year	Value / Predicate
2018	WTP
2019	WTP
2020	WTP
2021	WTP

*Source: (Tuban Regency Government, 2022)*

### Capable Bureaucracy

Capability is a more specific set of skills, procedures, and processes that can leverage resources to competitive advantage (Baker & Sinkula, 2005). Capability is defined as an ability that has more than just skills in something that becomes a competitive advantage and masters the ability from a point of weakness. Capability describes the ability of an organization to use its resources, both tangible and intangible, to produce products in the form of goods or services. This capability only exists when these resources have been obtained and integrated according to their purpose, to carry out certain tasks, or several expected tasks. So that capability shows the ability of an organization to utilize or explore its resources (Sofyan Assauri, 2013).

Organizational capabilities emphasize the key role of strategic management in the proper adaptation, integration, and reconfiguration of internal and organizational skills, resources, and functional competencies so that there is compatibility with environmental changes (Teece, et al (Utomo, 2017). The implementation of bureaucratic reform to achieve a capable bureaucracy can be seen from several indicators as follows:

**Table 7. Indicators of a Capable Bureaucracy**

No.	Indicator
1.	Percentage of Institutional Index
2.	SPBE Index Percentage
3.	Archival Control Index Percentage

4.	State Civil Apparatus (ASN) Professionalism Index Percentage
5.	ASN Management Governance Index percentage
6.	Percentage of System Merit Index
7.	Percentage of Policy Quality Index
8.	Percentage of Change Leadership
9.	Percentage of Local Government Index
10.	Percentage of Financial Management Index
11.	Asset Management Index Percentage

*Source: (Kemenpanrb, 2021)*

The figure above shows that in outline there are 11 general indicators in seeing the success of building a capable bureaucracy as seen from the measurement of the 11 indices, but implementation in each ministry, institution, or region does not have to use all of the indicators above, it can be selected according to the development theme of each institution as a form of thematic bureaucratic reform. This index measurement aims to determine the extent to which changes in management arrangements have increased the effectiveness and efficiency of work systems, processes, and procedures.

The first indicator is the Electronic Based Government System (SPBE) index. SPBE is a government administration that utilizes information and communication technology to provide better services to the community. Public services in the current digital era are often associated with the use of digitalization as the transmission of information to and by other people in addition to more agile and real-time work processes (Mikkola & Valo, 2019). Digital systems are also considered to be more consistent in showing quality services compared to traditional services (Ramadhana & Sudrajat, 2020). SPBE is a reference in the integration of SPBE business processes, data, infrastructure, applications, and security to produce national integration. The conditions to be achieved through this SPBE are (1) Increasing the use of information technology in the process of implementing government management in ministries; (2) The creation of the use of integrated information technology that will result in the integration of business processes, data, infrastructure, and applications nationally; (3) Increasing the effectiveness and efficiency of government management processes; (4) Increased performance. The following is the SPBE index assessment data for Tuban Regency.

**Table 8. SPBE Index for Tuban Regency in 2022**

Year	Mark
2022	2,32

*Source: (Tuban Regency Government, 2023)*

Currently, the implementation of SPBE in Tuban Regency has only been running at around 50 percent and will continue to be developed. Based on the SPBE index assessment, Tuban Regency obtained a score of 2.32 on a rating scale of 1 to 5 in 2022.

the key to successful SPBE implementation is collaboration between stakeholders. The role of the leader is indispensable for intervention and setting performance targets for each work unit. The spirit of leadership aimed at the leadership must be able to be followed up by government officials under them. The need to optimally increase the use of e-government in service delivery, so that the service quality of the Tuban Regency Government can meet the expectations of stakeholder service users.

The second is the state civil apparatus or *Aparatur Sipil Negara* (ASN) Professionalism Index which is a statistical measure that describes the quality of ASN based on the suitability of qualifications, competence, performance, and discipline of ASN employees in carrying out their duties. The purpose of this assessment is to provide standards for Central Agencies and Regional Agencies in carrying out ASN Professionalism Index Measurements in a systematic, measurable, and sustainable manner. To realize the professionalism of civil servants, Law Number 5 of 2014 concerning the State Civil Apparatus has stipulated several changes in ASN management. This change has the consequence that every government agency is required to have human resources (ASN) with integrity and professionalism. The factors that influence the calculation of the ASN professionalism index are the competency level, performance level, and level of disciplinary violations of ASN employees.

**Table 9. 2020 Tuban Regency ASN Professionalism Index**

Year	Mark
2020	56

*Source: (Tuban Regency Government, 2021a)*

The data above shows that the average ASN professionalism index in the Tuban district is 56, meaning that the qualifications and competencies of ASNs in the Tuban district are still at a low level. There are still various main problems found including competency gaps, compensation gaps, performance, and indiscipline. It is necessary to improve the management of HR management by building a structured employee competency improvement system, redistributing employees according to competency and position evaluation, and optimizing the use of the personnel information system.

### **Bureaucracy That Can Provide Excellent Service**

Excellent service is an action or effort made by a particular company or organization to provide maximum service with the aim that customers or the public can get satisfaction with the services provided. Based on Law Number 25 of 2009 concerning public services, it is stated that excellent service is service that is fast, easy, certain, inexpensive, and accountable. To improve services, the government must carry out various efforts including preparing policies, preparing service standards, conducting public service satisfaction surveys, as well as submitting complaints, complaints, and appreciation.

The concept of good excellent service is based on 7A + S which is believed to be a complete concept where the goals and implementation of excellent service or excellent

service can be achieved which include Attitude, Ability, Attention, Action, Accountability, Appearance, and Sympathy (Cucun Supredi; Indra Kertati; Kunawi, 2023). To be able to evaluate services of the government, it can be seen from the excellent service indicators, namely through the public service index.

**Table 10. Indicators bureaucracy that can provide excellent service**

No.	Indicator
1.	Public Service Index Percentage
2.	Percentage of Community Satisfaction Index of Public Services

*Source: (Kemenpanrb, 2021)*

Based on the regulation of the minister for the utilization of state apparatus and bureaucratic reform No.17 of 2017, the Public Service Index or *Indeks Pelayanan Publik* (IPP) is an index used to measure the performance of public services within ministries, institutions, and local governments in Indonesia based on Service Policy Aspects, HR Professionalism Aspects, Infrastructure Facilities Aspects, Information Systems Aspects Public Services, Aspects of Consultation and Complaints and Aspects of Innovation. The preparation of IPP indicators is produced through crosses between six principles of good governance in public services (fairness, participation, accountability, transparency, efficiency, and accessibility) with six aspects of assessing agency performance in public services (service policy, infrastructure, consultation and complaints, HR professionalism, public service information systems, and service innovation. The following is the public service index value for Tuban Regency for 2020.

**Table 11. 2020 Tuban Regency public service index**

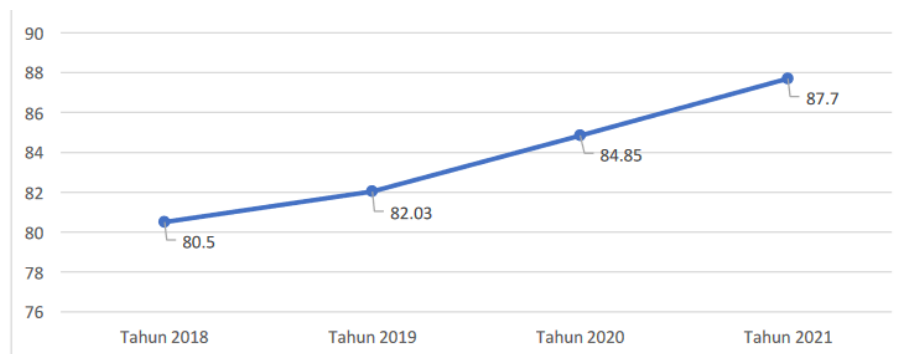
Year	Value
2020	3.53

*Source: (Tuban Regency Government, 2021a)*

The results of the service perception survey show an index of 3.53 on a scale of 4. The survey results show that there is still a difference or gap between the expectations of service recipients and the reality of the conditions of service received. Problems arise when it turns out that the reform efforts that have been carried out in a relatively comprehensive manner have not been able to produce the expected results. Several studies conducted still reveal no change in bureaucratic culture and bureaucratic behavior in public services (Dwiyanto, 2018).

On the other hand, the Tuban Community Satisfaction Index for the services provided by the Tuban district government has increased from 2018-2021. Here is the graph.

**Graphic 2. 2018-2021 Tuban Community Satisfaction Index for Public Service scores**



*Source: (Tuban Regency Government, 2021b)*

From the graph above it can be seen that the 2018-2021 Public Service IKM Value has increased continuously. The increase in the value of Public Services IKM from year to year shows the commitment of the Tuban Regency Government in terms of improving public services and the existence of community expectations for increased public service performance in all regional organization service units. The ability of government apparatus plays an important role in determining the quality of government public services. How does the government manage and equip ASN as human resources so that the government can provide excellent service to the community?

Improving the quality of public services in the Tuban district has not been supported by the determination of business processes and the quality of Human Resources that support the improvement of these public services. Improving the quality of the HR apparatus is needed to realize the goal of reform in creating a world-class bureaucracy (Zulyani, 2020). There are at least five criteria for world-class ASN, namely professionalism, integrity, public orientation, high service culture, and global insight. These five criteria need to be carried out by all ASNs on an ongoing basis to meet the demands of qualified ASNs qualifications to realize good governance in Indonesia (Septiani, 2020). accordance with the expectations of service users and stakeholders and also improve the quality of communication with service users so that they can make service improvements/innovations that are under the expectations of service users of the Tuban Regency Government. If this can be done effectively, the service quality index will be able to increase by itself.

## Conclusion

The challenge of the current government is to make bureaucratic reform successful as the main reference in national development to provide excellent quality services to the public, demanding a change in the paradigm of the government bureaucracy. Tuban Regency from 2017-2022 has implemented bureaucratic reform through three aspects which are its benchmarks, namely realizing a clean and accountable

bureaucracy, a capable bureaucracy, and a bureaucracy that can provide excellent service but is still not optimal, especially in the aspect of human resource capability.

Bureaucratic reforms that have been carried out in three main aspects have been implemented and evaluated by the achievements in each aspect. In the aspect of a clean and accountable bureaucracy, it is necessary to improve and accelerate the improvement of government accountability. This is important to control and prevent abuse of power so that the term "power tends to corrupt" can be avoided. In the aspect of a capable bureaucracy, it is still necessary to improve the electronic-based government system by increasing the availability of information technology infrastructure, involving information technology experts, and building a network of collaboration with the central government, the private sector, and other institutions to ensure that the system is safe, reliable, and integrated. On the indicator of ASN professionalism which is still low, it is necessary to build the spirit of ASN to continue to develop capacity through further education and training. continuous learning becomes a positive culture for ASNs.

The Tuban Regency public service index shows the aspect of realizing excellent service. The Tuban Regency public service index is still low so improvements are needed, including improving supporting facilities, improving and establishing clear SOPs, and increasing a culture of service and orientation to the public interest. Service improvement must also be carried out continuously to correct various errors that are often encountered and provide solutions to their solutions. For this reason, bureaucratic reform must be carried out seriously, consistently, institutionalized, gradually, and sustainably. Thus, it is expected to form a bureaucracy that can support and accelerate the success of impact-based development, namely reducing opportunities for corruption, increasing effectiveness, and increasing public trust in government.

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