

Bureaucratic Reform in Indonesia: From "Public Administration" to "Public Management"

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ABSTRACT

Indonesia has continued to experience increasingly complex, global developments and requires change. However, there has been no reform in the government sector that is needed to anticipate these developments, especially regarding public administration. The aim of this research is to analyze the public administration reform in Indonesia, specifically to identify the barriers and opportunities for effective governance in the face of these changes. The research method used is a qualitative research method, and literatures study for gathering the data. Content analysis is employed as the technique to analyze and understand the meaning of the collected texts or document. The research results show that government institutions no longer monopolize the roles that have previously been the authority of the government. Therefore, the public administration paradigm needs to be reformed starting from government to the governance process. The government needs to increase management capacity and change the culture towards a new public management direction. In the systems paradigm, the government is encouraged not to focus on systems and procedures, but to be more performance oriented and work by emphasizing an entrepreneurial spirit.

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INTRODUCTION

Government reform refers to the process of revising and improving the administration system to make it more effective and efficient (Horhoruw et al., 2012). It involves identifying and addressing weaknesses, implementing new strategies, and aligning responsibilities for better coordination and implementation. There are literatures on the general impacts of moving from "Public Administration" to "Public Management," such as increased efficiency, accountability, and citizen satisfaction such as Robinson (2015) and Thye Woo (2017). However, specific case studies or empirical evidence showing how these reforms have impacted public services, governance, and citizen interaction in Indonesia could be limited. This gap could be filled by conducting

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field research or case studies within Indonesian public institutions. The study intends to evaluate the success of Indonesia's transition from "public administration" to "public management," pinpoint obstacles to execution, examine political and cultural factors, and gauge the effects of the reforms on public services and governance. It also aims to add to the body of knowledge on bureaucratic change by offering policy recommendations.

The need for public administration reform is crucial in carrying out value transformation and ensuring a functioning public administration across all levels of government (Robinson, 2015;Thye Woo, 2017). The Global Initiative for Public Administration Reform (GIPAR) focuses on data-informed reform, improving coordination and implementation mechanisms, and alignment. This is essential to maintaining an effective and efficient public administration system. In Indonesia, bureaucratic reform is necessary to move from "public administration" to "public management" because government operations must become more responsive, efficient, and accountable (Muluk, 2021; Pengestika, 2020).

Rigid hierarchies and a procedural emphasis define the old model of public administration, which has frequently resulted in corruption, inefficiencies, and a lack of creativity in the provision of public services. According to the World Bank, Indonesia's public sector has been hampered by bureaucratic inefficiency, which ranked the nation 73rd out of 137 in the Global Competitiveness Index (2017–2018) for government efficiency (Horhoruw et al., 2012). Adopting "Public Management" principles—which prioritize results-oriented approaches, performance management, and increased flexibility—aims to help Indonesia better serve its residents' needs and raise the standard of its public services. The National Medium-Term Development Plan (RPJMN) 2020–2024 of Indonesia, which places a high priority on bureaucratic reform to accomplish sustainable development objectives and raise public confidence in governmental institutions, also supports this change Indo.

In Indonesia, the process of changing the current bureaucratic system into one that is more responsive, transparent, and efficient is known as public administration reform. Many people believe this is essential because of worries about corruption, bad government, and the slow pace of growth (Turner et. al., 2020). Numerous scholarly investigations have examined the obstacles and prospects for reforming public administration in Indonesia, encompassing the gradual establishment of governmental institutions, enhancing transparency and accountability, and fostering civil society involvement (Sarpan, 2012; Nurati, 2016). These efforts have lasted over several decades, during which time a number of legislative and regulatory changes have been made to address problems such an overabundance of personnel and professors, subpar work output, and insufficient training for public servants (Aziz et al., 2021; Novriando, 2020; Reza et al., 2020). According to Limba, (2019), government changes can enhance human development and economic progress in addition to lowering corruption and raising the standard of governance.

However, considerable institutional change as well as continued support from civil society organizations and other stakeholders may be necessary for the successful implementation and durability of these reforms (Sutojo, 2015). Based on the results of the research above, it shows that there is a gap in the implementation of public administration in Indonesia. Development developments, community demands, and

technological developments have not been followed by the culture and behavior of the government bureaucracy, so there is a need for a paradigm shift in public administration in Indonesia.

Public administration paradigm shift from old government to the new public management (Robinson, 2015). Ideologically, this change has been to restore the public administration to the ultimate goal of serving the public interest without reserve. Thus, all public administration techniques from the past should be totally revised because they do not align with the current political climate or a fresh approach to implementing a democratic state (Thye Woo, 2017). In general, the public administration in Indonesia is still far from expectations. However, there are some local governments have the right vision for the region and promote the welfare of its people with the birth of the policies and political decisions are productive, pro-people. Moreover, these decisions are also implemented and on the right target. In addition, efforts to strengthen the institutional capacity of public administration in the area are also being built.

At the macro level, it appears that the central government does not have a grand design, road map, and benchmarking a strong and clear strategy regarding sustainability good governance and bureaucratic reforms in the absence of willpower and serious commitment from the government (Barker & Barker, 2020). However, in some cases, the government improves Institutionalization in order to enhance the ability of the administration to achieve common goals. Therefore, in order to accomplish these aims, the government must enhance management capabilities and shift cultural norms to support new public management (Austra & An, 2019). In the paradigm system, governments are encouraged to not focus on the systems and procedures, but more performance-oriented and work with emphasis on the spirit of entrepreneurship. The spirit of reinventing government from Osborne and Ted Gabler is "the spirit which seeks to transform the economic resources from low productivity levels towards higher levels of productivity" (Schneider, 2017)

The recent developments give Public Administration has locus and a clearer focus. The locus of this study is a public organization, while the focus of attention is the public affairs, and how the issue is resolved by the instrument of public policy. However, over time, public administration scientists' anxiety does not stop here (Andrews, 2014a; Hughes, 2012). In the book of Owen E. Hughes (1998), entitled public management and administration is the thinking that triggers the need for a change in the defining of public administration.

There are major obstacles in the way of Indonesia's bureaucracy's ability to effectively rule and provide public services. Inefficiency, corruption, and an overabundance of red tape are common features of the system that impede decision-making and erode public confidence. Traditional public administration's inflexible, hierarchical structure has created a culture that is resistant to change, which makes it challenging to put critical reforms into place. In addition, these problems are made worse by regional differences and the complicated interrelationship between the federal and municipal administrations, which results in inconsistent service quality across. The absence of openness and accountability makes modernizing the bureaucracy even more difficult, which emphasizes how urgently complete reform is needed to move toward a public management model that is more dynamic and results-oriented.

If in the previous period in question is the meaning of public in public administration which is then shifted from the state administration became public administration, Hughes started the discussion by proposing to use the term public management rather than public administration (Andrews, 2014a). Responding to these issues, some thinkers then submit their ideas, such as: Managerialism, new public management, market-based public administration, and the post-bureaucratic paradigm. However, the most phenomenal of course thought Osborne and Gaebler (1992) concerning entrepreneurial government that is written in their book that became a best-seller, *Reinventing the Government* (Schneider, 2017). Their idea was later adopted widely in different countries after the Clinton-Gore administration in the United States to adopt successfully (Ahmeti & Kosovo, 2017). In addition to the U.S., the idea to develop a paradigm in the discipline of public Managerialism Administration states also occur in Europe, particularly in England when the pressure on the limited budget for the provision of public services has forced the government to adopt Margaret Thatcher efforts to more efficient public services in the UK. Rhodes (1991) called for the need to apply the motto "3ES" or the economy, efficiency and effectiveness of public services in the UK in order to become more efficient (Andrews, 2014). Hughes thought it simply cannot be separated from the development paradigm of Public Administration that occurred in the 1990s who tried to update the public bureaucracy management mechanism known very hierarchical, slow, and inefficient by adopting the principles applied to business management. Complaint about the irrelevance of Weberian bureaucratic principles is often delivered.

The consequences of changing the name of "public administration" to "public management" in epistemologies also influence how the future of public administration scientists develop this science (Hughes, 2012). If during the public administration more scientists dwell in a philosophical discussion about the administrative, ethical standards and norms for public managers in carrying out their duties, in the future if public administration turned into public management, scientific orientation of these disciplines will also be shifted to things a more empirical about how to develop science to help public managers achieve organizational goals, how to improve their managerial skills and how to improve the accountability of public managers in front of the public. For that in the future scientists of public administration must understand. First, the increasing pressure on the public sector to restructure and submit affairs to the private sector. Second, how to make decisions that are economically beneficial to the study of public choice theory, principal/agent theory and transaction cost theory. Third, environmental changes in the private sector such as increasing competition and globalization. Fourth, changes in information technology that can help public managers to solve their problems so that the next public management scientists have studied the development of information technology to be adopted into e-government (Flury, 2023; Life, 2020; Nauenberg & Yurga, 2023).

METHOD

This research uses a qualitative approach to explore and understand public administration in Indonesia through a literature review (Pandey & Pandey, 2015). This approach was chosen because it allows researchers to explore the complexity of public administration phenomena in a deeper and deeper way. This approach will help researchers gain deeper insight into how public administration develops, how things

change, and what influences it. Secondary data used in this research is data that has been collected by other researchers and can be accessed in various forms, such as books, scientific journals, research reports, articles and other documents. The use of secondary data has several advantages, such as saving time and money, and providing access to information that has been verified and analyzed by previous researchers.

This research uses a literature review data collection method, which involves collecting information from various written sources. In this process, literature relevant to public administration in Indonesia is identified, selected and collected. Literature review includes searching literature through academic databases, libraries and online sources as well as organizing the literature found based on relevant themes and topics. Content analysis, or content analysis, is a technique used in this research to analyze and understand the meaning of collected texts or documents (Miroso et al., 2018). This technique involves coding and categorizing data based on themes or patterns found in the literature. By using content analysis, researchers can find and understand the messages, values, and attitudes contained in the text, as well as understand the organization of the literature found based on relevant themes and topics.

It is hoped that this research can increase our understanding of public administration in Indonesia by revealing the processes that occur, the variables that influence them, and how changes in public administration impact society and the political system. It is hoped that this analysis can help researchers, academics and policy makers develop better strategies and policies for Indonesian public administration.

RESULTS AND DISCUSSION

Bureaucratic Problems in Indonesia

Effective governance in Indonesia has long been hampered by structural problems and inefficiencies in the bureaucracy. The ingrained culture of corruption that exists at all levels of government is one of the main issues. A convoluted network of rules and processes that provide room for favoritism and bribes frequently aids in this corruption. Excessive red tape, when several levels of approval are needed for even the most basic tasks, is another trait of bureaucracy (Listiyani et al., 2023). This hinders the public sector's ability to innovate and respond quickly, in addition to delaying decision-making. Furthermore, the bureaucratic hierarchy in Indonesia encourages a top-down strategy in which high officials frequently make decisions without getting enough feedback from lower-level employees or the populations they represent. This concentration of power may result in policies that are difficult to implement and out of touch with the demands of the general public.

The difference in authority between central and local government is another important problem. Although the goal of Indonesia's decentralization efforts was to bring the government closer to the people, the outcome has been inconsistent governance across different regions. Regional disparities are exacerbated and service delivery becomes uneven when local governments are unable to administer public services efficiently due to a lack of resources and capacity. In addition, the bureaucracy's hiring and promotion practices frequently prioritize seniority over merit, which results in a staff that could be deficient in the abilities and drive needed to do their jobs well. A lack of accountability and transparency exacerbates these issues by making it challenging to track and assess public officials' performance (Muhammad, 2014).

Numerous studies indicate that following reform, Indonesia experienced numerous issues with government administration procedures (Horhoruw et al., 2012; Listiyani et al., 2023; Sorik, 2019; Hadiz, 2017). The extent to which governments misuse their power is the first issue. Global research organizations determined that Indonesia was the most corrupt nation worldwide out of 159 countries evaluated (Sommaliagustina, 2019). The second issue is an emphasis on riches and power, or power and wealth, as opposed to public services. In actuality, bureaucratic officials—who are meant to be community servants—act as community elites who request community service. If this keeps happening, people's goals will be disregarded and progress will be overlooked in favor of officials' more pressing concerns. The third issue facing government management is the lack of innovation among government workers. They are unable to address the progressively complicated societal issues in a world that is changing quickly (Sarpan, 2012).

In more recent years, there have been more successful efforts, whether measured at the level of political science professional meetings and scholarly literature or at the level of public administration research methods and theoretical foundations, to revisit this relationship. This study not only has established this fact, but also has argued that this connection is both beneficial and logical. In the complex world we live in, and in the light of more recent events, political scientists with a broad or minimal public administration background face severe competition from other fields of study; and that, in turn, has implications for the direction of research and training in public administration (Flury, 2023; Larimer, 2017).

Moreover, the development of Public Administration is still ongoing. The desire to define a state administration as public administration ever appeared, though not for long. This correlate with the dynamic of public administration environment that are very high, especially, the question about the relevance of the existence of state administration as public administration (Flury, 2023; Nauenberg & Yurga, 2023). The lawsuit was primarily aimed at the locus of public Administration deemed inadequate. Furthermore, the reality shows that government agencies no longer monopolize the role that has traditionally been the government's authority. Currently, non-governmental organizations also carry out the mission and functions that used to be the monopoly of the government (Life, 2020; Robinson, 2015). On the other hand, bureaucratic organizations do not merely produce public goods and services, but also private goods and services. This is in line with changes in the orientation of the government management department to be market-oriented (Bouazizi et al., 2021; Roberts, 2013).

There are four factors that the cause of the decline in the dominance of the role of the state, namely: 1. The dynamics of the economy, politics and culture that make the more limited the government's ability to meet all the demands of the people; 2. Globalization requires high competitiveness in various sectors demanding more reduced role of the state through deregulation and de-bureaucratization; 3. Demands of democratization encourage the emergence of a growing number of community organizations are demanding to be involved in the process of policy formulation and implementation (Sacramento, 2020); 4. the emergence of the phenomenon of hybrid organization that is a blend of government and business (Austra & An, 2019; Robinson, 2015).

The Urgency of Administrative Reform

The changes and the developments in the political, social and economic systems have caused many significant changes in Indonesia. Since the collapse of the New Order regime, the orientation and paradigm of the bureaucratic system and government administration have undergone significant changes. The government has made various efforts to improve the system which has been known as centralized, conventional, authoritarian, militaristic, and various other nicknames (Hadiz, 2017).

Indonesia and other countries also need administrative reform. In Indonesia there are eight areas that need to be changed (Table 1). The existing public administration system has been changed by a number of factors. These include global competition, increasingly open markets, the market's desire for more professional services, and demands for regional and local autonomy. A major movement for self-administrative reform has occurred throughout the world in response to changes occurring in the economic, social, and political fields throughout the world. The orientation and paradigm of bureaucracy and government administration experienced major changes after the New Order regime collapsed.

Table 1. Eight Areas of Administrative Change in Indonesia

Number	Areas	Changes
1.	Management	Creating a positive work culture for the bureaucracy that is serving, clean and accountable.
2.	Strengthening Management	Systems, processes and work procedures that are clear, effective, efficient, measurable and in accordance with the principles of good governance.
3.	Strengthening the HR Management System for Apparatus	HR personnel with integrity, neutral, competent, capable, professional, high performance and prosperous.
4.	Strengthening Work Accountability	Increased capacity and accountability for bureaucratic performance.
5.	Institutional Strengthening	Organization with the right function and right size (right sizing).
6.	Strengthening Legislation – Invitations	Regulations that are more orderly, non-overlapping and conducive.
7.	Strengthening the Surveillance System	Increasing the administration of clean and corruption-free government.
8.	Improving the Quality of Public Services	Excellent service according to the needs and expectations of the community

Source: <https://rbi.usu.ac.id/reformasi-birokrasi/8-area-perubahan>

Administrative reform requires several general components (Wahyudi & Wulandari, 2017). First, the public bureaucracy must be thoroughly transformed. In other words, reform is not just an action taken. Instead, there is a clear plan to achieve it within a certain time frame. Although changes are not made out of desire, they are made to improve the larger system and all the components involved with it. Second, more creative and innovative ideas and new findings enable administrative reform. To carry out reform, people must understand each other and commit to making changes with new ideas, new enthusiasm, and more creative impulses. Third, there is a possibility that administrative

reform will produce results, namely increasing the efficiency and effectiveness of public services.

Reform or improvement of the system can be done in several ways. First, bureaucratic structure, strategies for implementing and achieving goals, administrative functions themselves, administrative processes and procedures, and organizational culture. All of this improves the government's administrative capabilities. Second, the main focus of administrative reform is fundamental changes to public administration, such as organizational innovation, institution building, technological improvements, and organizational management. This reform also involves the administrative reform system in a broader sense.

Because basically public administration deals with the issue of how to determine, public administration can play a positive role in guiding the democratization process to the desired goal (Robinson, 2015). In other words, public administration not only handles effective methods for carrying out democratization, but also has the ability to determine the goals of the democratization process itself, especially by running public services well as a way to guarantee the constitutional rights of all citizens. We see a growing trend in public administration today, which supports the democratization process as it becomes more network-like rather than overly authoritarian and parochial.

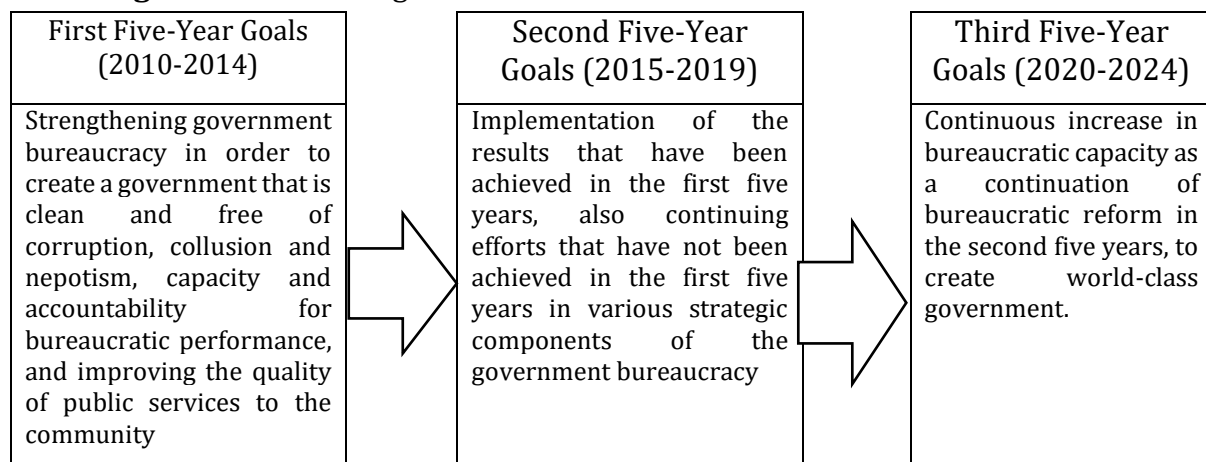
Including changes in responsibility for the public interest, fulfillment of public preferences, and liberalization of politics, citizenship, and levels of public trust, these trends are very beneficial for the advancement of democracy. Networked public administration has the ability to overcome challenges that hinder democratic management and makes it possible to strengthen governance that relies on the principles and actions of public administration. Public administration was one of the critical foundations of political science and political science was the natural home of public administration. In December 1913, the final report of the Political Science Committee endorsed training for government careers and advocated direct contact between universities and government. Woodrow Wilson, who is considered by many the founder of public administration, typified this link between academic and utilitarian studies through his personal overlap of professor and politician (Bernstein et al., 2011; Gallo et al., 2022).

Bureaucratic Reform in Indonesia

This study shows that Indonesian government institutions no longer monopolize the role they once had (Barton, 2020). Currently, the private sector and civil society share many tasks and responsibilities. This reflects a worldwide trend that encourages location and collaboration across sectors to increase effectiveness and efficiency (Hadiz, 2017; Untari et al., 2020). This is a change that shows that the dynamics of power and responsibility in government management have changed. One of the important findings from this research is the urgent need to change the public administration paradigm. Innovation and responsiveness are often hampered by traditional paradigms centered on compliance with bureaucratic systems and procedures. Therefore, new methods that focus more on performance and results are needed. In facing various contemporary challenges, these reforms will enable the government to be more flexible and adaptive (Berdej & Armitage, 2016).

The government must increase management capacity to support this paradigm shift. Increasing management capacity includes the application of information technology to support public service and management processes (Figure 1). It is hoped that these actions will increase the efficiency, transparency and accountability of public administration to become more flexible and flexible in facing various contemporary challenges (Berdej & Armitage, 2016; Suparjo et al., 2021). Moreover, this research found that implementing an entrepreneurial spirit in government can significantly improve government performance. This approach encourages greater innovation, flexibility and responsiveness, and governments can more effectively manage resources and provide outstanding public services (Mikkal, 2020).

Figure 1. Grand Design Indonesia’s Bureaucratic Reform 2010 – 2025



Source: https://gatrik.esdm.go.id/assets/uploads/download_index/files/0329b-1.-road-map-reformasi-birokrasi-djk-2020-2024.pdf

To achieve good governance, the public must actively participate in the decision-making process and increase transparency and accountability. The government must create mechanisms that allow various stakeholders to participate more. Apart from improving the quality of decisions, public participation increases public trust in the government (Nurshafira & Alvian, 2019). Changing organizational culture and better public management are some of the governance reforms suggested by this research. More performance-focused and collaborative methods will enable governments to better respond to societal needs.

In addition, the government can increase legitimacy and public trust by prioritizing transparency and accountability (Hasyim, 2020; Law et al., 2023). The government can improve the efficiency and effectiveness of its governance by adopting a more collaborative, performance-oriented approach and prioritizing public participation. Improving the quality of public services is an important goal of these reforms, which also increase public trust in government (Hidjaz et al., 2020; Kalimantan, 2017; Siregar et al., 2022). This research shows that academics, practitioners and policy makers can use the results to develop more efficient strategies and policies in the context of Indonesia's changing political culture.

Based on the demands and the national and international developments, our state administration (bureaucracy) Indonesia must make improvements to align with the

needs of the future. Some of the changes needed are: First, the existing structure should be lean, efficient, and encourage professionalism of human resources in the bureaucracy (Pengestika, 2020). Second, the existing budgeting system must guarantee the efficiency of the allocation of the public interest and suppress corruption significantly (Sommaliagustina, 2019). Third, human resource management systems and quality should allow the emergence of professional human resources and the implementation of the merit system (Hidjaz et al., 2020).

Fourth, each sub national governments must have a good strategy and used in the development process (both internal organization and external environment) (Adzikri et al., 2017). Fifth, the public administration is needed in the design of future organizational culture that is conducive to the creation of high performance, good and clean government, namely professionalism, and service-oriented public (Ahmad et al., 2018). Sixth, the design of a good local public administration must also be supported by the design of the Central Government relations with the Government Sub national good, both in terms of system design and in terms of commitment to encourage the implementation of regional autonomy programs (Gede & Artini, 2017; Wahyudi & Wulandari, 2017). Seventh, government and public relations should be built into the partnership and empowerment (Pramanti et al., 2019). Paradigm sees society is a society as citizens and stakeholders, not as consumers only. Therefore, the responsibility of the government cannot just focus on politicians through representative institutions, but also to the community (Rochadi et al., 2019).

Reforming public administration is crucial to long-term growth, sustainable development, and enhanced public service delivery. The achievement of community welfare in the context of development is contingent upon the efficiency and efficacy of public services (Mihaiu et al., 2010). Public administration reform, which entails putting the concepts of accountability and openness into practice, building management capability, and utilizing information technology, can improve the quality of public services (Kusumasondjaja, 2018). More responsive and performance-oriented administrations enable governments to better tackle development issues including poverty, inequality, and poor infrastructure (Thompson, 2010). Public administration reform, which encompasses a number of initiatives like boosting management capacity, deploying information technology, and strengthening the values of accountability and transparency, is a critical first step toward raising the caliber of government governance and public services in Indonesia (Aufiya, 2023; Hadiz, 2017; Untari et al., 2020).

The primary problem is transforming the often inflexible and procedural bureaucratic culture into one that is more adaptable, innovative, and performance-oriented. The objectives of these changes are to lower corruption, boost public sector efficiency, and enhance government responsiveness to local demands (Alfada, 2019). The private sector and society must actively participate in the decision-making process to guarantee that the resulting policies are more inclusive and in line with citizens' goals. Through thorough and sustained public administration reform, Indonesia may strengthen its governance, encourage sustainable development, and boost public confidence in the government.

Therefore, the principles of participation, accountability, responsiveness and transparency are used in the reverse relationship between the government and the

community. Thus, the measure of government's success (performance) can not only be measured through indicators of outputs and outcomes, but the process becomes very important. Eighth, the quality policy in the form of legislation should be good. But, at the local level this is shown by the poor quality of legislation. Similarly, the rule of law should be implemented with a commitment to the principle that high. It is necessary to eliminate the 'informal sector' in bureaucratic and legal certainty for communities and business / investor. Rule of law is also much necessitated to eradicate corruption.

CONCLUSION

The results of this research show that government institutions no longer monopolize tasks that were previously owned exclusively by the government. Therefore, the public administration paradigm must be changed to move towards a more equitable and collaborative governance process. Management must be improved and organizational culture must be changed towards a new public management that is more effective and in line with society's demands. The government is encouraged not only to focus on bureaucratic systems and procedures, but to emphasize performance and entrepreneurial spirit in the context of the system paradigm. This method involves innovation in resource management, increasing the efficiency of public services while adopting best practices from the private sector.

Therefore, in facing the challenges that arise in the contemporary era, the government is expected to be more flexible, responsive and proactive. Increasing transparency, accountability and public participation in decision-making processes is another part of these reforms. The government can increase public trust and improve the quality of public services by adopting the principles of good governance. Active participation of the community and other stakeholders in governance is very important to achieve sustainable and inclusive development.

Overall, these changes require strong commitment from all parties, including the private sector and government. The government can create an environment that supports innovation and improves people's welfare by focusing on results and performance and adopting an entrepreneurial spirit. It is hoped that this reform will change Indonesia's political culture and public administration. Governance is very important to achieve inclusive and sustainable development. This research adds to the academic literature and provides practical guidance for the transformation of public administration towards a new, better paradigm.

Additionally, these findings provide valuable insights for policymakers, academics, and practitioners in understanding and implementing effective governance reforms. The lack of longitudinal data and inherent biases in assessing the efficacy of Indonesia's bureaucratic reforms could be limitations of this study. Future studies should fill up these gaps by examining how these reforms will affect society over the long run, comparing their results to those of other comparable nations, and investigating how technology might improve public administration.

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