FACTORS INHIBITING THE IMPLEMENTATION OF THE ROAD MAP POLICY FOR BUREAUCRATIC REFORM AT THE INSTANTIONAL LEVEL
(Study at the Regional Secretariat of Konawe Regency, Southeast Sulawesi Province)

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Abstract
Reforming the Indonesian bureaucracy is a long-term agenda that continues to be the focus of every government. Bureaucratic reform policy is a process to change processes, public bureaucratic procedures and the attitudes and behavior of bureaucrats to achieve bureaucratic effectiveness and national development goals (Quah, 2022). The bureaucratic reform agenda in Konawe Regency has been going on for 8 (eight) years. During these eight years, dynamics and complexity have colored the steps and movements of bureaucratic reform in the Regional Government of Konawe Regency, Southeast Sulawesi Province. However, unfortunately, until now, or entering the final stage, the implementation is still far from being "successful". Judging from the evaluation results of the implementation of Bureaucratic Reform, it still shows that there is a gap between the current achievements and the expected conditions. This gap can be seen from two sides, namely from the planning side and the implementation side. On the planning side, the 6 context of the 2020-2024 Konawe Regency Bureaucratic Reform Road Map has not yet optimally accelerated good governance, which can be seen from various leverage indicators which are still at a very low level. On the implementation side, there are several obstacles from both internal and external factors, such as the management of Bureaucratic Reform at the OPD level which has not been optimally felt by the community, related to concrete performance for the community, public services, and reducing the practice of Corruption Collusion Nepotism (KKN). Planning and implementation of Bureaucratic Reform is also still being carried out partially by each OPD so that it has not yet focused on national strategic issues and the direction of National Development (Source: Konawe Regency Regional Government Bureaucratic

Reform Road Map 2021 to 2025). This research focuses on the factors inhibiting the implementation of the bureaucratic reform road map policy at the Regional Secretariat of Konawe Regency, Southeast Sulawesi Province. The research results show that the factors inhibiting the implementation of the bureaucratic reform road map policy at the Konawe district regional secretariat can be grouped into two categories, namely internal factors and external factors. From the internal side, there are several obstacles, including: limited understanding of the apparatus regarding the road map for bureaucratic reform, lack of relevance of the road map to organizational needs, weak integration of bureaucratic reform programs in planning and budgeting, low commitment from internal stakeholders, and rigidity in bureaucratic governance which is less flexible. Meanwhile, from the external side, the identified inhibiting factors are weak collaboration and coordination with external stakeholders, as well as changes in policies and regulations regarding bureaucratic reform which have not been fully accommodated, synchronized and internalized with regional work plans and strategic plans of regional apparatus organizations referred to in including at the Konawe Regency Regional Secretariat.

I. Introduction

Reforming the Indonesian bureaucracy is a long-term agenda that continues to be the focus of every government. Bureaucratic reform policy is a process to change processes, public bureaucratic procedures and the attitudes and behavior of bureaucrats to achieve bureaucratic effectiveness and national development goals (Quah, 2022). Reforming the public service system is not an easy task, as stated by Brosamble (2012) and success stories in this regard are rare. In general, academics in the field of public administration in Indonesia still conclude that bureaucratic reform efforts in this country have not reached the expected level of effectiveness and efficiency (Dwiyanto, 2015; Prasojo, 2020). Changes in bureaucracy are an inevitability that cannot be avoided in a democratic country. The open nature of political and economic systems demands transparency, accountability and broad public participation. The word 'Reform' comes from English, namely *'re-form,'* which indicates a change in a system that has existed for a period of time. The meaning of the word 'reform' actually refers to fundamental changes for improvement (whether in a social, political or religious context) in a society or country (Hermawan et al, 2020, p. 22).

Various analyzes and studies have been carried out to try to answer why this bureaucratic reform policy has not been effective in achieving the expected results at the institutional level. Strategic issues and also development targets in the RPJMD or strategic plan (renstra) have not become direct references for regional governments in preparing their bureaucratic reform programs (Hermawan et al, 2020). Thus, bureaucratic reforms so far carried out at the regional government level have not brought much direct change to the achievement of development targets *(outcomes).*

The Regional Government of Konawe Regency, Southeast Sulawesi Province, like many other regions, also views bureaucratic reform as a crucial issue in efforts to improve the quality of public services. The Regional Government of Konawe Regency, Southeast Sulawesi Province, in response to the implementation of bureaucratic reform, has created a road map for bureaucratic reform of the Regional Government of Konawe Regency for 2015-2019 phase 1, 2021 to 2025 phase 2. The agenda for bureaucratic reform in Konawe Regency is already lasted for 8 (eight) years. During these eight years, dynamics and complexity have colored the steps and movements of bureaucratic reform in the Regional Government of Konawe Regency, Southeast Sulawesi Province. However, unfortunately, until now, or entering the final stage, the implementation is still far from being "successful". Judging from the evaluation results of the implementation of Bureaucratic Reform, it still shows that there is a gap between the current achievements and the expected conditions. This gap can be seen from two sides, namely from the planning side and the implementation side. On the planning side, the 6 context of the 2020-2024 Konawe Regency

Bureaucratic Reform Road Map has not yet optimally accelerated good governance, which can be seen from various leverage indicators which are still at a very low level. On the implementation side, there are several obstacles from both internal and external factors, such as the management of Bureaucratic Reform at the OPD level which has not been optimally felt by the community, related to concrete performance for the community, public services, and reducing the practice of Corruption, Collusion Nepotism (KKN). Planning and implementation of Bureaucratic Reform is also still being carried out partially by each OPD so that it has not yet focused on national strategic issues and the direction of National Development (Source: Konawe Regency Regional Government Bureaucratic Reform Road Map 2021 to 2025).

Based on the conditions of bureaucratic reform in the regional government of Konawe Regency, Southeast Sulawesi Province, it cannot be denied that although quite a lot of bureaucratic reform programs have been designed, it must also be acknowledged that the changes made have not had a significant impact and have left various notes, especially regarding perspectives on how Bureaucratic reform policies have been implemented at the Konawe Regency Regional Government level so far. There are at least two important notes, namely: *First* , bureaucratic reform activities in the Konawe Regency Regional Government agency so far have not been targeted at efforts to resolve the agency's strategic problems, as outlined in the Bureaucratic Reform Road Map and also the Strategic Plan (Renstra). *Second,* most bureaucratic reform activities are still inward *-looking changes* which in the end are more of a mere formality. Therefore, the researcher intends to analyze what are the inhibiting factors in the Implementation of the Bureaucratic Reform Road Map Policy at the Institutional Level (Study of the Regional Secretariat of Konawe Regency, Southeast Sulawesi Province).

LITERATURE REVIEW

A. Public policy

Public policy is the study of what the government does, why the government takes these policies, and what the consequences of these policies are (Parsons, 2006). According to WI Jenkins (1978), public policy is a decision that is interconnected with the goals that have been chosen and the ways to achieve them in a situation. In principle, this decision is still within the limits of the actor's authority.

According to Tangkilisan (2013:2) states that public policy is a number of government activities to solve problems in society, either directly or through various institutions that influence people's lives. *Policies* or policies are contained in official documents, even in several forms of legal regulations, such as in Laws, Presidential Regulations, Presidential Decrees, Ministerial Regulations, Regional Regulations, etc. " (Lubis, 2007: 5). Public policy is a decision intended to overcome certain problems to carry out certain activities or

to achieve certain goals carried out by authorized agencies (Mustopadidjaja, 2003). Thus, public policy is a series of decisions and actions taken by the government to realize certain goals in society, solve problems in society and the impact reaches or is felt by all levels of society.

B. Bureaucratic Reform

In essence, bureaucratic reform is an effort to carry out fundamental reforms and changes to the government administration system, especially regarding aspects of institutional (organizational), management (*business processes*) and human resources of the apparatus (Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic Indonesia, 2009). However, the implementation of bureaucratic reforms often brings undesirable consequences. The new reforms inspired by public management aimed to weaken the elite bureaucracy, whose strength ironically produced bureaucratic arguments. This is because, usually bureaucrats design and manage the administrative reform process. Elite bureaucrats define, operationalize, and implement specific reform measures (Kim & Han, 2015).

According to Zauhar (2019) defines administrative reform as a conscious and planned effort to change bureaucratic structures and procedures and bureaucrat behavior, in order to increase organizational effectiveness or create a healthy administration and ensure the achievement of national development goals. Bureaucratic reform is needed so that the bureaucracy as part of the government administration institution always places the public interest as commander in chief. The bureaucracy and apparatus must care about the public interest and always make the public interest the main criterion in decision making (Dwiyanto, 2011:317). Thus, bureaucratic reform is a gradual and systematic rearrangement of the main government functions in *a correct* and *perfect* manner for the smooth utilization of state apparatus whose quality is increasing, including efficient institutions with clear (transparent) management, professional human resources, high accountability. to the community, and produce excellent public servants.

C. Factors Influencing Bureaucratic Reform

Chau (in Hermawan, et al 2020, p. 72) identified a number of factors that hinder bureaucratic reform, namely: (1) Lack of political support from political officials and politicians; (2) It is too easy to implement policies from outside; (3) Setting unrealistic goals; (4) Ignore the reactions of opposing groups; (5) Absence of a convincing approach to pressure groups; (6) Incorrect planning; (7) Inability to manage resources; (8) There is no mechanism for providing feedback , and;

(9) There is no *monitoring* and evaluation system. Success in carrying out bureaucratic reform is highly dependent on committed political leadership, the contribution of strong pressure groups in supporting reform, and a democratic government system based on effective citizen participation (Prasojo, 2020).

Several problems can be identified as causes of the suboptimal performance of bureaucratic reform. Bureaucratic reform policies are also trapped in "bureaucratization of bureaucratic reform" (Krisnajaya, et al, 2019, p. 136). Leftwich (in
40 Habibi, 2020) explains that, in practice in Indonesia, bureaucratic reform is limited to *sound development management* and very poor contextualization. The principles of *good governance* are stuck in purely *administrative aspects* and only include institutional design rules. If currently, professional bureaucracy has not been successfully realized in Indonesia, the conclusions put forward by Pratikno and Leftwich are still occurring in the bureaucratic reform agenda. There are at least four patterns that cause bureaucratic reform in Indonesia to not be optimal (Pratama, 2017, pp. 92-95), namely: 1. There is resistance to the bureaucratic reform agenda; 2. The bureaucratic reform agenda is trapped in formalism;
3. There are parties who take advantage of the bureaucratic reform agenda for individual goals; 4. Conformistic bureaucratic reform. In line with this, Farazmand (in Habibi, 2020) emphasized that every change or Bureaucratic reform will continue to encounter resistance, which is also a factor in bureaucratic reform not being optimal. Resistance from parties who are not willing to lose the comfort zone that has so far benefited from the old system. In fact, the bureaucratic reform agenda is being supported as much as possible. It requires commitment and a change *in mind set* from all parties regarding the need for change in the bureaucracy. Leadership is a very important factor and can determine the success of bureaucratic reform (Prasojo & Holidin, 2018, p. 53).

D. Local government

According to Law Number 23 of 2014 concerning Regional Government, it is stated that regional government is the implementation of government affairs by regional governments and regional people's representative councils according to the principle of autonomy and assistance duties with the principle of the widest possible autonomy within the system and principles of the Unitary State of the Republic of Indonesia as intended in The 1945 Constitution of the Republic of Indonesia. In this case the regional government is the regional head as the regional government administrator who leads the implementation of government affairs which are the authority of the autonomous region.
Muttalib and Khan (1982:2-18), comprehensively understand the meaning of the concept of local *governance* . It can be concluded that conceptually local *government* must be interpreted multidimensionally, including: (1) social dimensions; (2) economic dimension; (3) geographical dimension; (4) legal dimension; (5) political dimension; And
(6) administrative dimension. Thus, regional government institutions in Indonesia can be interpreted as organs and tend to be included in *the strong*

mayor-council form , or tend to take the form of *the strong mayor-council with chief executive officer* . This can be seen from the existence of the Regional Head (governor, regent or mayor) as the equivalent of major and the Regional People's Representative Council as the embodiment of *the council* . Regarding the government functions carried out, they are multi or *general purpose local authorities* because regional government institutions carry out various government functions. Regional apparatus is an autonomous regional bureaucracy whose filling process is based on appointment *and* is closed to political parties.

E. Local Government Bureaucracy

Regional government bureaucracy as an object of study is seen from a theoretical perspective regarding bureaucracy. According to Weber (1992), bureaucratic principles in the perspective of bureaucratic theory generally begin with *reviewing* bureaucratic principles which are identical to classical bureaucratic theory, which is one of the main theories that influences all bureaucratic organs in almost every country today. Weber's ideas regarding rational bureaucracy are embraced by almost all governments, both democratic and authoritarian.

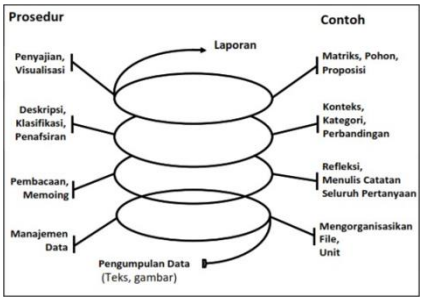
According to Muttalib and Khan (1982), issues related to *local bureaucracy* are crucial factors in efforts to improve the performance of regional government. Therefore, demands for a *local bureaucracy reform agenda* in regional government are increasing. The demands of *the local bureaucracy* reform agenda , especially issues related to public services at the local level, such as *local civil service* . This is what causes the position of local civil servants *to* become very vital. In other words, *local civil servants* can be likened to *the spinal* cord for the entire organization. Thus, regional government bureaucracy in countries that adhere to democratic traditions

weak (*weak local council), the bureaucracy becomes more dominant and the legislative body is weak, so that competition becomes unhealthy and damages* democratic values . Apart from that, the positive impact of a weak democratic tradition pattern causes bureaucratic performance to be high. However, there are negative impacts, such as dependence on the central government which is very high and has strong control over the bureaucracy.

2. Research Method

The type of research used in this research is qualitative research. The approach or grand design used in this research is a descriptive approach. The focus of the research is qualitative research which is closely related to the formulation of the problem because the research problem becomes a reference in determining the focus of the research, namely the implementation of the bureaucratic reform road map policy at the institutional level by reviewing several indicators of the unit of analysis, namely institutional structuring, management structuring, human resource/apparatus structuring , accountability, and public service. The

location in the research is the Regional Secretariat which is located at Jalan Inolobu Nggadue, Unaaha District, Konawe Regency, Southeast Sulawesi Province. The sources in this research are primary data and secondary data. The selection of primary data involved key informants using a purposive sampling technique, namely the Regional Secretary, Head of the Organization and Personnel Division, Head of the Institutional and Job Analysis Sub-Division, Head of the Management Sub-Division, Head of the Performance Development Sub-Division, and 5 Informants representing Stakeholders or Regency Regional Secretariat Employees Konawe, Southeast Sulawesi Province. Secondary data in this research, namely Presidential Regulation Number 81 of 2010 concerning Grand Design of Bureaucratic Reform for 2010-2024, Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 3 of 2023 concerning Amendments to Regulation of the Minister for Empowerment of State Apparatus, and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2020 concerning the Road Map for Bureaucratic Reform for 2020-2024, and the Road Map for Bureaucratic Reform for the Regional Government of Konawe Regency for 2020-2024. The data collection methods in this research are in-depth interviews, observation and documentation. In this research, the spiral model data analysis technique proposed by Creswell (2007) is used as in the following figure:



Spiral Model Data Analysis Technique
= Source: Creswell (2007)

3. Results and Discussion

Factors That Inhibit the Implementation of the Bureaucratic Reform Road Map Policy at the Institutional Level at the Konawe Regency Regional Secretariat. The following are several factors that influence the implementation of the bureaucratic reform road map policy which are quite relevant when linked to the implementation of bureaucratic reform at the Konawe Regency Regional Secretariat both internally and externally, based on the strategic issues analyzed in this research, namely as follows:

Internal factors

Internal factors refer to aspects or conditions originating from within the Konawe Regency Regional Secretariat itself influencing the

implementation/implementation of bureaucratic reform. These factors include:

Limited Understanding of the Apparatus

The understanding in question is the concept and implementation of bureaucratic reform which is still limited among employees of the Konawe Regency Regional Secretariat. The limited understanding of the apparatus at the Regional Secretariat of Konawe Regency certainly has implications for the ineffective implementation of bureaucratic reform in several important areas of the bureaucratic reform agenda in that environment. This limited understanding affects their ability to adopt/try new practices and integrate them into organizational governance. Without adequate understanding of the concepts and implementation strategies, it is difficult for officials to carry out bureaucratic reform effectively, causing implementation at the Konawe Regency Regional Secretariat to be suboptimal.

Limited knowledge of the complications of rules/regulations for implementing bureaucratic reform is also a challenge. Existing regulations are too complicated or unclear, officials at the Konawe Regency Regional Secretariat face difficulties in following and implementing reform policies appropriately. Complex regulations make it difficult to implement bureaucratic reforms and hinder their effectiveness. The lack of clear technical policies and frameworks within the Konawe Regency Regional Secretary's internal organization has resulted in confusion regarding the responsibilities and duties of each apparatus. Unclearness regarding the duties and responsibilities of officials in the context of bureaucratic reform can cause uncertainty and confusion, which in turn can hinder effective implementation. Thus, the factor of limited understanding of the apparatus can influence the implementation of bureaucratic reform at the Konawe Regency Regional Secretariat, ASN at the Konawe Regency Regional Secretariat have limited understanding of the concepts and principles of bureaucratic reform, they may experience difficulties in adopting and implementing the necessary changes. Minimal understanding of reform objectives, implementation strategies, and expected benefits has hampered their willingness and motivation to be actively involved in the reform process.

Relevance of the Road Map

The relevance of the Bureaucratic Reform (RB) road map is very important because the Road Map functions as a strategic guide for implementing and directing comprehensive bureaucratic reform within the Konawe Regency Regional Secretariat. Bearing in mind that the previously prepared Bureaucratic Reform Road Map document has not been internalized in regional apparatus organizations.

The lack of relevance of the Bureaucratic Reform Road Map document to the programs and activities that will be carried out by the Regional Apparatus Organization (OPD) is a very difficult obstacle in implementing Bureaucratic

Reform within the Konawe Regency Government, especially at the Konawe Regency Regional Secretariat.

The Konawe Regency Regional Secretariat organization faces complex internal challenges, such as increasing organizational capacity, improving the quality of human resources/apparatus, and developing a better information technology system. The relevant bureaucratic reform road map should pay special attention to these aspects and provide clear strategies to overcome these internal challenges. The Konawe Regency Regional Secretariat has attempted to carry out reform efforts by imitating the practices of other agencies. This is a very good thing to do, but "context" is everything. The problem is when the Konawe Regency Regional Secretariat agency imitates good practices in other agencies with very different organizational cultures. This gives the impression of being a practice of "isomorphic mimicry", where changes are made to be similar to practices in other agencies, but the efficiency & effectiveness of the bureaucracy does not improve. Thus, the lack of relevance of the Road Map for bureaucratic reform to the specific context, needs and problems at the Konawe Regency Regional Secretariat has influenced the ineffective implementation of Bureaucratic Reform. The irrelevant Bureaucratic Reform Road Map is considered to have caused uncertainty in determining reform priorities at the Konawe Regency Regional Secretariat. Without clear priorities, limited resources and time are fragmented and allocated inefficiently.

Integration in Planning and Budgeting

Integration in planning and budgeting in the context of implementing bureaucratic reform refers to efforts to unify the organizational planning process with the budgeting process. Integration of planning and budgeting is important to ensure that reform efforts are supported with adequate resources and allocated in an effective manner. By integrating planning and budgeting, harmony is created between what is planned and what is budgeted. This avoids gaps between plans and budgets which could hamper the effective implementation of bureaucratic reforms. Integration also allows for more efficient resource allocation because decisions regarding budget use are based on prioritized plans.

However, it turns out that the bureaucratic reform agenda has not received adequate priority in planning and budgeting allocations, such as investment in ICT infrastructure and technology-related employee training. This shows that the use of information and communication technology (ICT) as part of bureaucratic reform does not receive adequate attention in budget allocations. Lack of investment in ICT infrastructure and technology-related employee training will slow progress in realizing an agile and fast bureaucracy. Without adequate technological support, public services cannot be effectively transformed into a more digital and efficient form. In the implementation of bureaucratic reform there was also a separation between planning and budgeting efforts, where the team responsible for planning

bureaucratic reform was not sufficiently involved in the budgeting process. This can result in a mismatch between the plan and the resulting budget allocation. The lack of involvement of the planning team in budget decision making causes a gap between what is planned for bureaucratic reform and what gets financial support. As a result, the implementation of bureaucratic reform at the Konawe Regency Regional Secretariat was not effective because there was no consistency between planning and budgeting. Thus, the lack of integration between regional planning and budgeting has had a negative impact on the implementation of bureaucratic reform at the Regional Secretary of Konawe Regency. The lack of priority and lack of adequate budget allocation for the bureaucratic reform agenda hampers progress in realizing a more efficient and responsive bureaucracy.

Low Stakeholder Commitment

Bureaucratic reform requires a strong commitment from internal stakeholders of the Konawe Regency Regional Secretariat to achieve a vision, a clear view of the end point desired by public officials and internal stakeholders (Leaders & Employees) of the Konawe Regency Regional Secretariat. In the process, the bureaucratic reform road map has indeed established its vision of establishing a world-class government, but this vision has only become romanticism due to the absence of a clear understanding of how stakeholders are committed to translating this vision into a bureaucratic reform program that is internalized in all individual apparatus. and the Konawe Regency Regional Secretariat organization. What happened then was that reform only became jargon and an ordinary formal activity every year.

The low commitment of internal stakeholders has influenced the ineffective implementation of bureaucratic reform at the Konawe Regency Regional Secretariat. Informants highlighted that several employees at the Konawe Regency Regional Secretariat did not fully understand the changes needed in the context of bureaucratic reform. They are not familiar with the concept, goals, and steps that must be taken. This lack of understanding certainly hinders their commitment to implementing the necessary changes. In addition, it was also stated that some employees experienced resistance to change due to personal reasons or concerns about the impact on their position. This low level of commitment is also confirmed by the results of a review of the road map document for bureaucratic reform in Konawe Regency. The bureaucratic reform agenda in Konawe Regency has been going on for 8 (eight) years. But unfortunately, until now, or entering the final stages, the implementation is still far from being "successful". The bureaucratic reform process in the ranks of the Konawe Regency Regional Work Units (SKPD), including the Konawe Regency Regional Secretariat, so far seems to have not yet reached the flesh, or has not had a direct impact on achieving development targets.

Thus, without leadership commitment, it is impossible for change to occur. Leadership elements of the Konawe Regency Regional Government, including the

Regional Secretary, must have a commitment to modernizing the bureaucracy, such as implementing information systems, simplifying complicated procedures and speeding up services to the community. Without strong support and commitment from the regional executive and legislative, the bureaucratic reform agenda is difficult to implement consistently and sustainably. Often, changes in regional leadership result in shifts in priorities and attention, thereby hampering the continuity of bureaucratic transformation efforts.

Inflexibility of Bureaucratic Governance

In the organizational context of the Regional Secretariat of Konawe Regency, the factor of inflexibility in bureaucratic governance has influenced the ineffective implementation of bureaucratic reform. The current bureaucratic governance is still not responsive, adapts quickly, and is not able to encourage change and innovation, so the implementation of bureaucratic reform is hampered. In many cases at the Konawe Regency Regional Secretariat this leads to delays in decision making and initiatives, because all aspects must be approved and coordinated by higher levels of management. As a result, the Konawe Regency Regional Secretariat organization often finds it difficult to adapt quickly

to environmental changes, evolving needs and changing demands. So far, the reform process has been hampered by mere ideas with implementation and results being less effective. The inability to move with flexibility has hampered the implementation of bureaucratic reform on various agendas. Changes to new policies or work procedures also seem to require a long time to be adjusted to the existing hierarchy, thus hampering the organization's ability to innovate and adapt in an era that continues to change rapidly.

One example of the inflexibility of bureaucratic governance in the Konawe Regency Regional Secretariat is that the decision-making process in the Konawe Regency Regional Secretariat Bureaucracy often takes quite a long time. Decisions that should be taken quickly and responsively to address urgent problems are often hampered by complex and convoluted procedures. This results in delays in making decisions that are crucial for implementing programs or policies, thereby reducing flexibility in dealing with changing situations or urgent needs. Thus, it illustrates how inflexibility in the Konawe Regency Regional Secretariat bureaucracy occurs and has implications for the ineffective implementation of bureaucratic reform.

External Factors

External factors are factors outside the Konawe Regency Regional Secretariat organization or the external environment that can influence the implementation/implementation of bureaucratic reform. These factors include:

Weak collaboration/coordination

These bureaucratic characteristics often become obstacles in bureaucratic reform efforts. Strengthening collaboration between government agencies at the central level (K/L) as well as between the central, provincial and district governments, including the Regional Government of Konawe Regency, is a challenge in implementing bureaucratic reform at the regional level. Weak collaboration and coordination at the vertical level can occur between the Konawe Regency Regional Government and external entities or parties such as the central government, provincial government institutions and other stakeholders. This limited collaboration and coordination becomes an obstacle in obtaining the support, resources and direction needed for effective implementation of Bureaucratic Reform. Southeast Sulawesi provincial government institutions which also have a role in supporting the implementation of Bureaucratic Reform at the district or city level. Weak collaboration and coordination between the Konawe Regency Regional Secretariat and provincial government institutions resulted in misalignment between policies and Bureaucratic Reform priorities at both levels. The lack of synergy between the Regional Secretariat and provincial government institutions has hampered the progress of Bureaucratic Reform and produced inconsistent results.

Thus, weak collaboration and coordination can cause overlap in policies and programs made by agencies related to Bureaucratic Reform in the Konawe Regency Regional Government. When these agencies do not communicate well and do not coordinate with each other, the possibility of overlapping and conflicting policies or programs becomes higher. This can reduce the efficiency of resource use/resource waste, especially the budget that should be allocated for more productive bureaucratic transformation efforts, thus having the implication of hampering progress in the implementation of Bureaucratic Reform. Thus, weak coordination/collaboration factors hamper the effectiveness of the implementation of Bureaucratic Reform in the Konawe Regency Regional Government which also has implications at the institutional level at the Konawe Regency Regional Secretariat, silos (separate) roles are still a challenge in planning and implementation, as well as measuring the implementation of Reform Bureaucracy in the Konawe Regency Regional Government.

Policy and Regulatory Changes

Changes in policies/regulations related to the road map for bureaucratic reform by the Ministry of State Apparatus Empowerment and Bureaucratic Reform as the leading driving institution, apparently have implications for the business process of implementing bureaucratic reform at the institutional level of the Regional Government of Konawe Regency. Regulatory uncertainty and instability are considered to have caused confusion and disruption in the implementation of bureaucratic reform programs at the regional government agency level. The Konawe Regency Regional Government must make adjustments and re-sharpen

the existing bureaucratic reform planning documents (Bureaucratic Reform Road Map), to adapt to the conditions of the bureaucratic reform agenda in the Konawe Regency Regional Government. Changes to policies/regulations regarding bureaucratic reform that are not followed by a logical framework in implementing a policy, means that the bureaucracy in regional government does not have a solid reference for achieving the expected bureaucratic reform goals.

Without a clear logical framework, regional apparatus organizations (OPD) in Konawe Regency, including the Konawe Regency Regional Secretariat, lose solid footing to achieve the expected bureaucratic reform goals. Whenever policies or regulations change, local government agencies lack strong guidance to direct their efforts. As a result, the implementation of bureaucratic reform becomes undirected and loses focus, thus hampering the effectiveness of the desired changes. Problems also arise in the allocation of resources, both budget, human resources and infrastructure. Without an adequate logical framework, resource allocation becomes less focused and difficult to optimize. 225 As a result, the implementation of bureaucratic reform can be hampered due to limited resources available and not being utilized effectively. Thus, changes in policies and regulations regarding bureaucratic reform that are not accompanied by a comprehensive logical framework have become the root of fundamental problems that hinder the Konawe Regency Regional Government Organization in implementing the bureaucratic transformation agenda effectively. Unclear direction, weak coordination, suboptimal monitoring, and resource allocation that is not on target are the consequences that regional governments must face. The challenge of integrating, harmonizing and synchronizing the Bureaucratic Reform Road Map with the Regional Work Plan (Renja) and the Konawe Regency Regional Apparatus Organization Strategic Plan still needs to be done.

4. Conclusion

Based on the results of the analysis, several factors were identified that hampered the implementation of the regional government bureaucratic reform road map policy at the Konawe Regency Regional Secretariat. These factors can be grouped into two categories, namely internal factors and external factors. From the internal side, there are several obstacles, including: limited understanding of the apparatus regarding the road map for bureaucratic reform, lack of relevance of the road map to organizational needs, weak integration of bureaucratic reform programs in planning and budgeting, low commitment from internal stakeholders, and rigidity in bureaucratic governance which is less flexible. Meanwhile, from the external side, the identified inhibiting factors are weak collaboration and coordination with external stakeholders, as well as changes in policies and regulations regarding bureaucratic reform which have not been fully accommodated, synchronized and internalized with regional work plans and strategic plans of regional apparatus organizations referred to in including at the Konawe Regency Regional Secretariat.

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