International Journal of Society Reviews (INJOSER) https://injoqast.net/index.php/INJOSER
Vol. 4 No. 3 (2026), pages: 91~102
e-ISSN: 3030-802X

FROM COMPLIANCE TO IMPACT: THE DYNAMICS OF FOUR POLICY ROADMAPS IN INDONESIAN BUREAUCRATIC REFORM (2010–2026) AND THEIR IMPLICATIONS FOR PUBLIC SERVICES IN TERNATE CITY

M. Rusdy Namsa
Universitas Muhammadiyah Maluku Utara
Email: muhammadrusdynamsa@gmail.com

Abstract

Bureaucratic reform (BR) in Indonesia has been underway for over a decade since the issuance of Presidential Regulation No. 81 of 2010; yet, its policy direction has continuously shifted from one roadmap to the next. This article maps these shifts by comparing Presidential Regulation 81/2010 with four subsequent derivative documents (Minister of Administrative and Bureaucratic Reform Regulations 20/2010, 11/2015, 25/2020, and 3/2023), addressing three questions: what has changed, whether these changes are grounded in evaluation results, and what the implications are for public services at the local level. The study employs a qualitative analysis of policy documents, supplemented by secondary data from BR evaluations and a review of scholarly literature, using Ternate City as a local case study. The analysis reveals three primary shifts: from a rule-based approach to a performance-based approach, and subsequently toward dynamic governance; from eight areas of change to a "double-track" model (General BR and Thematic BR); and from a focus on process-oriented metrics to outcome-oriented metrics. The 2023 revisions are the most explicitly rooted in evaluation, concluding that the impact of BR on the public has not yet reached its full potential. At the regency/city level, persistent challenges include capacity constraints, digitalization, and a lack of consistency in measuring service impact. This article recommends that the 2026–2045 Grand Design for Bureaucratic Reform incorporate transparent evaluations, simplified indicators for service impact, and targeted support for archipelagic regions.

Keywords: *bureaucratic reform; roadmap; policy dynamics; public service; Ternate City*

1. INTRODUCTION

Bureaucratic reform (BR) in Indonesia can be likened to a house renovation executed in progressive stages. The foundation is established first, the walls are subsequently refined, and when residents begin to express concerns regarding comfort, the interior design is comprehensively restructured. This national renovation formally commenced through Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010–2025, promulgated during the administration of President Susilo Bambang Yudhoyono. Presidential Regulation No. 81/2010 served as a guiding framework for ministries, agency