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Evaluation of The Implementation Policy of Menpan RB Regulation No. 3 of 2023 on The Bureaucratic Reform Index In The Indonesian National Army (TNI)

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KEYWORDS	ABSTRACT
bureaucratic reform bureaucratic reform index public policy military governance	This study analyzes the impact of the implementation of Permenpan RB Number 3 of 2023 on the Bureaucratic Reform Index within the Indonesian National Army (TNI). This regulation introduces 36 performance indicators consisting of 31 General RB indicators and 5 Thematic RB indicators. However, as an institution with a hierarchical and command-based structure, the TNI faces limitations in fulfilling indicators, where 15 General RB indicators and 2 Thematic RB indicators cannot be fulfilled because they are not in accordance with the main functions and characteristics of military institutions. The theoretical analysis of this study uses the policy evaluation theory from William N. Dunn (2015) to evaluate the effectiveness of policies in the context of military organizations. The results of the study show that although the TNI RB index has increased by 4.33 points compared to the previous year, there are still obstacles in its implementation. The inconsistency of indicators poses a risk of injustice in the evaluation of TNI performance. Therefore, it is necessary to adjust policies or more flexible evaluative mechanisms so that the bureaucratic reform system remains relevant to the characteristics of military organizations.

Introduction

Bureaucratic reform in Indonesia is a strategic step that aims to create quality, accountable, and rule-oriented governance. A major change in the system of government occurred in 1997-1998 when a multidimensional crisis shook Indonesia which triggered the collapse of the New Order regime and marked the beginning of the Reform era.

In this situation, the government faces a major challenge to rebuild public trust in the bureaucratic system which has been considered slow, inefficient, and full of corruption, collusion, and nepotism. Therefore, bureaucratic reform is a necessity to realize a more democratic, transparent, and professional government in providing services to the community.

Along with the implementation of bureaucratic reforms, the Indonesian government has developed various strategic policies to realize better governance. One of the concrete

steps taken is the preparation of the Grand Design for Bureaucratic Reform 2010-2025, as stated in Presidential Regulation of the Republic of Indonesia Number 81 of 2010. In this document, bureaucratic reform is designed to be implemented in three major stages, with the main target of creating a bureaucracy that is rules-abiding, results-oriented, and effective and efficient in carrying out government duties.

In the first period (2010-2014), the focus of reform was directed at increasing regulatory compliance and strengthening the institutional system. The second period (2015-2019) focuses on the implementation of effective performance management and technology integration through the Electronic-Based Government System (SPBE). The third period (2020-2024) aims to create a bureaucracy that is more adaptive and responsive to change, by emphasizing innovation and improving the quality of human resources of state apparatus.

However, in its journey, bureaucratic reform faces various challenges that are not easy. One of the biggest obstacles is the still strong dominance of the political elite in bureaucratic decision-making, as stated by Simanjuntak (2015). Complex and inefficient bureaucratic institutions are also an obstacle in realizing an effective bureaucracy.

In addition, coordination between agencies often experiences obstacles due to overlapping authorities and policies, which ultimately has an impact on delays in the implementation of various national development programs. In addition, bureaucratic reform in Indonesia also faces significant external challenges. One of the main problems faced is the Middle Income Trap phenomenon, where Indonesia is still trapped in the category of middle-income countries and it is difficult to compete in the global industrial sector.

Indonesia's demographic bonus is also a challenge in itself, because the high number of productive age population must be balanced with job creation and improving the quality of human resources so that it does not become a social burden in the future.

In order to accelerate the achievement of bureaucratic reform goals, the government has made adjustments to existing policies through the issuance of the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 3 of 2023, which is a revision of Permenpan RB Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Road Map.

This adjustment is made by taking into account various changes in social, economic, and political conditions that have occurred in recent years. In addition, bureaucratic reform is also directed to be more oriented towards real results and can be felt directly by the community, especially in improving the quality of public services.


Figure 1. Comparison of Bureaucratic Reform Road Map
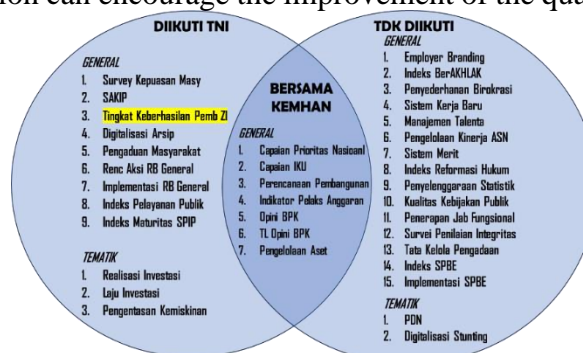Source: Kemenpan RB (2023)

Sharpening the 2020-2024 Bureaucratic Reform Road Map through Permenpan RB RI Number 3 of 2023 is a strategic step in improving bureaucratic governance in Indonesia. This change is oriented towards a more measurable performance-based

assessment through the use of RB General and Thematic RB indicators. With a total of 36 indicators (31 General RB indicators and 5 Thematic RB indicators), the system is designed to increase accountability, transparency, and tangible impact of bureaucratic reforms, which previously focused on eight areas of change.
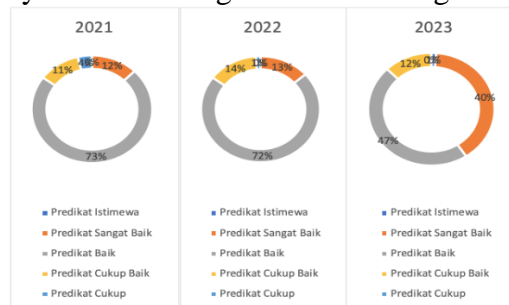
Figure 2. Comparison of RB K/L Values
Source: Kemenpan RB (2024)

The results of the evaluation showed a significant increase in the number of work units of ministries and institutions that received the title of "excellent." In 2023, the number will reach 40%, a drastic increase compared to 2022 which was only 13%. This reflects that the new approach has succeeded in motivating ministries and institutions to improve the quality of systemic bureaucratic reform. This success is in line with the study of Wibowo and Kertati (2022), which emphasized that bureaucratic reform based on performance evaluation can encourage the improvement of the quality of public services.

Figure 3. TNI RB Assessment Indicators
Source: Kemenpan RB (2024)

Based on the figure above, there are significant challenges that arise in the implementation of this indicator within the TNI institution. As a military organization with different characteristics from civilian institutions, the TNI can only meet 9 General RB indicators and 3 Thematic RB indicators independently. A total of 7 RB General indicators require data from the Ministry of Defense, while 15 RB General indicators and 2 Thematic RB indicators cannot be fulfilled due to limited suitability with TNI operational activities. A study by Nurhestitunggal and Muhlisin (2020) highlights that the success of bureaucratic reform is greatly influenced by the adaptation of indicators to the institutional context. In the case of the TNI, the hierarchical structure and command function require flexibility in the assessment of indicators.

The transformation that has occurred presents a challenge for the government to design a more inclusive and adaptive evaluation framework. As stated by Mustapa (2011), the success of bureaucratic reform also depends on the commitment of leadership to encourage innovation, especially in the application of digital technology such as e-

government. In the context of the TNI, digital transformation that is relevant to military needs can help overcome the gap in meeting the RB General and Thematic RB indicators.

Table 1 TNI RB Values 2020-2023

No	Komponen Penilaian	Bobot	Nilai 2020	Nilai 2021	Nilai 2022	Nilai 2023
1	Indeks Reformasi Birokrasi	100.00	69.11	70.49	72.36	76,69

Source: Researcher Preparation (2025)

With the change in policy from the Ministry of RB-RI related to the RB assessment mechanism from the 8-area system to 31 RB General assessment indicators and 5 Thematic RB assessment indicators, we can see that the TNI RB score in 2023 can increase by 4.33 points from 2022.

Although the value of the TNI RB Index has increased significantly after the existence of an assessment mechanism with the General RB and Thematic RB indicators, there are still 15 General RB indicators and 2 Thematic RB indicators that have not been able to be presented by the TNI. This is an interesting discussion that inspires the author to analyze the evaluation of the implementation of Permenpan RB RI Number 3 of 2023 whether it can be fully implemented within the TNI or there is a need for adjustments related to RB evaluation indicators that can be applied within the TNI.

The main problem faced by the TNI if referring to the policy evaluation theory from William N Dunn (2015) is in the variable Problem Structuring , namely there is a discrepancy in indicators with the main mission of the TNI to maintain national security and has the characteristics of unity and command.

This problem resulted in the TNI's inability to meet 15 General RB indicators and 2 Thematic RB indicators. The TNI's inability to meet the indicators indicates a problem in policy structuring, where the design of the indicators does not take into account the unique context of military institutions. From the various readings that have been studied, the main question in this study focuses on how the implementation of the RB General and Thematic RB indicators in Permenpan RB Number 3 of 2023 affects the achievement of the bureaucratic reform index (RB) within the TNI.

Literature Review

Public Policy

Public policy is the main pillar in governance that determines the direction of a country's social, economic, and political development. Theoretically, public policy is defined as decisions and actions taken by the government in response to problems that develop in society (Dye, 1992). This policy includes not only regulations, but also resource allocation strategies, development programs, and state interventions in various sectors (Peters, 2018).

Public policy models evolve along with social and political dynamics. Lindblom (2018) through the theory of incrementalism states that policies develop through small and gradual changes as a form of political compromise. Meanwhile, Baumgartner & Jones (2010) emphasized that policy changes often occur drastically due to crisis pressure through punctuated equilibrium theory.

Factors influencing public policy formulation include political stability, bureaucratic capacity, community participation, and the influence of international actors (Howlett, 2023).

In the modern era, policy decision-making increasingly relies on an evidence-based policy making approach, where policies must be formulated based on data and scientific research to avoid political bias and elite interests (Nutley et al., 2010). However, in practice, policy decisions are often influenced more by political calculations than by empirical research results (KINGDON, 2011).

Public Policy Implementation

Policy implementation is the most critical stage in the public policy cycle, because without effective implementation, the policy will not achieve its goals. Policy studies have developed various implementation models to understand how policies can be effectively implemented in the field.

The Top-Down approach emphasizes that successful implementation depends on bureaucratic compliance in carrying out policies that have been designed by central authorities (Winter, 2012). This model is effective in governments that have strong administrative control, but are often less flexible in adapting policies to local needs (Matland, 1995).

Instead, the Bottom-Up approach focuses on the role of local actors in adapting policies according to the needs of local communities. This model is more flexible, but it has challenges in maintaining policy consistency at the national level (Elmore, 1985).

The biggest obstacles in the implementation of public policies include limited bureaucratic capacity, incompatibility between policies and social conditions, and overlapping regulations between agencies (Grindle, 2017).

Many developing countries experience implementation failures due to weak coordination and resistance from bureaucratic employees who are reluctant to adapt to policy changes (Christensen & Lægreid, 2017).

In addition, the digital era has brought significant changes in the implementation of public policies. Digitalization in bureaucracy through e-government allows for increased efficiency and transparency, but it also presents new challenges such as technology access gaps and cybersecurity threats (Heeks, 2005).

Bureaucratic Reform

Bureaucratic reform is part of efforts to improve the efficiency, transparency, and accountability of government (Pollitt & Bouckaert, 2000). Many countries have implemented various strategies to improve their bureaucratic systems to be more adaptive to global challenges. The New Public Management approach emphasizes market-based efficiency, decentralization, and the application of corporate management principles in public administration (Hood, 1991). However, this approach has been criticized for ignoring aspects of public services oriented towards social justice (Dunleavy, 2006)

In response to the weaknesses of NPM, the concept of Digital Era Governance (DEG) was developed to integrate information technology into bureaucratic reform (Dunleavy et al., 2006). The use of big data governance and artificial intelligence-based systems allows data-based decision-making to be faster and more accurate (Gil-Garcia, 2012).

The success of bureaucratic reform depends not only on regulatory changes, but also on visionary leadership and an organizational culture that is ready to adapt to change (O'Toole Jr & Meier, 2011). Many bureaucratic reforms fail because of resistance from within the institution itself, where employees tend to maintain the status quo and reject new work mechanisms (Peters, 2018).

Previous studies have explored the effectiveness of bureaucratic reforms in various organizations. For example, Sari and Putra (2021) analyzed the impact of public sector

reforms on improving administrative efficiency in Indonesian government institutions, focusing on the alignment of performance indicators with the specific needs of the public sector. Similarly, Hidayati (2022) conducted a study on the bureaucratic reform index in military institutions, examining the challenges of applying standard administrative indicators to military organizations with hierarchical structures. Both studies highlight the complexities of implementing bureaucratic reforms in sectors with unique operational characteristics, such as the military.

The urgency of this research lies in the need to evaluate the effectiveness of bureaucratic reform policies within military organizations, particularly in the Indonesian National Army (TNI). As the TNI continues to modernize its bureaucratic systems in line with national goals, it is essential to assess how well current performance indicators align with the specific needs of military institutions. Given the TNI's distinctive hierarchical structure, evaluating the relevance and implementation of these indicators is critical for ensuring that the reform process does not unfairly disadvantage the military, leading to inaccurate assessments of its performance.

While several studies have examined bureaucratic reform in civilian government institutions, there is limited research focusing on military organizations, particularly in the context of Indonesia's TNI. Many studies have generalized the application of performance indicators across different sectors without considering the unique characteristics of military organizations. This gap in the literature calls for an in-depth analysis of how military institutions can adapt or modify existing bureaucratic reform frameworks to better suit their hierarchical and command-based structures while maintaining efficiency and accountability.

This study offers a unique contribution by focusing specifically on the application of Permenpan RB Number 3 of 2023 to the Indonesian National Army (TNI). Unlike previous research, this study examines how the specific challenges of a military organization, such as its command structure and operational characteristics, impact the implementation of bureaucratic reform indicators. By analyzing the discrepancies between civilian bureaucratic reform indicators and military needs, the study provides insights into how policies could be adjusted to better suit the TNI, offering a more tailored approach to bureaucratic reform in military institutions.

The primary objective of this research is to evaluate the impact of Permenpan RB Number 3 of 2023 on the Bureaucratic Reform Index within the TNI, focusing on the challenges and limitations in applying civilian bureaucratic reform indicators to a military organization. The study aims to provide recommendations for adjusting policies or creating more flexible evaluative mechanisms that account for the unique structure and functions of the TNI. The findings will benefit policymakers, the Ministry of Administrative and Bureaucratic Reform, and military leadership by offering practical solutions for making bureaucratic reform processes more relevant to military institutions, thus improving the overall efficiency and fairness of performance evaluations in the TNI.

Research Methods

This study uses a descriptive qualitative approach to analyze the evaluation of the implementation of Permenpan RB Number 3 of 2023 on the TNI bureaucratic reform (RB) index. This approach was chosen because it was able to delve deeply into the phenomena that occur in the TNI environment, especially related to the constraints, adaptation, and relevance of the RB General and Thematic RB indicators to the military

organizational structure. A descriptive qualitative approach is used to describe, explain, and understand empirical reality in detail based on data obtained from the field.

The main data collection methods in this study are in-depth interviews and study literature. The interview was conducted with key informants consisting of officials and staff within the TNI, Kemenpan RB, as well as academics who understand the general RB and thematic RB indicators that must be adjusted to military conditions. The data obtained through interviews is complemented by official documents, such as the TNI RB index evaluation report, Permenpan RB Number 3 of 2023, as well as technical guidance for the RB General and Thematic RB indicators.

Then, the theoretical framework used in this study is the policy evaluation theory introduced by William N. Dunn (2015). This theory explains how a policy can have a direct and indirect impact on the targeted system. In the context of this study, the theory helps evaluate the relevance and effectiveness of the RB indicator to the hierarchical and operational structure of the TNI. In addition, the theory also helps identify unplanned policy consequences such as gaps between indicators and the ability of institutions to meet them.

Results and Discussions

In analyzing the policy evaluation of the implementation of policies on the TNI RB index, the approach used is the policy evaluation theory from William N. Dunn (2015). According to William N. Dunn in his book *Public Policy Analysis: An Introduction*, public policy analysis must consider various dimensions of impact such as efficacy, efficiency, adequancy, equity, responsiveness & appropratiateness. These six indicators are the main foundation in measuring the success of public policy, especially the analytical knife from the writing of this article.

1. Effectiveness

Effectiveness is the main measure to know the extent to which a policy achieves its goals. According to Dunn (2015), effectiveness is measured from the relationship between the actual results of the policy and the expected results. In the context of the TNI, the implementation of Permenpan RB Number 3 of 2023 is measured by the success in meeting the indicators of bureaucratic reform.

Based on table 1 (see table 1), it shows that there is a significant increase in the **TNI Bureaucratic Reform Index (RB)** from year to year. In 2020, the index score was at **69.11,** then increased to **70.49** in 2021, **72.36** in 2022, and finally reached **76.69** in 2023. This increase shows progress in the implementation of bureaucratic reform within the TNI. However, the comparison between the years needs to be considered carefully due to the change in the assessment system enforced through Permenpan RB Number 3 of 2023.

The results of the 2023 evaluation cannot be compared with the results of the previous year's evaluation, because based on PANRB Ministerial Regulation Number 3 of 2023 concerning Amendments to the Ministerial Regulation of PAN RB Number 25 of 2020 concerning the Road Map of Bureaucratic Reform for 2020-2024 and its derivative regulations, there are significant changes in the logical framework, components, indicators, weights and assessment criteria.

Despite significant changes in the assessment system, the increase in the value of the TNI RB index to reach **76.69** in 2023 shows that this policy has been effective in improving bureaucratic performance within the TNI. According to research by Zhen (2007), the effectiveness of reforms in military organizations is often hampered by

structural barriers that are hierarchical. However, this increase in score reflects the TNI's success in overcoming these obstacles through the adaptation of indicators that are more relevant to the context of military organizations.

2. Efficiency

Efficiency is one of the main benchmarks in public policy evaluation, as stated by Dunn (2015), who emphasized that the effectiveness of a policy can be measured based on the ability to achieve maximum results with the least use of resources. In the context of bureaucratic reform within the Indonesian National Army (TNI), efficiency is a crucial aspect in ensuring that the structural and operational changes brought about by the Ministerial Regulation of PAN RB Number 3 of 2023 can be implemented optimally without sacrificing the main principles of the organization.

Ministerial Regulation of PAN RB Number 3 of 2023 is designed to increase the effectiveness and accountability of the bureaucracy through the implementation of a thematic bureaucratic reform (RB) index. However, in its implementation, this regulation faces significant challenges within the TNI.

One of the main obstacles is the difference in characteristics between civilian and military organizations, which causes a number of indicators in the thematic RB index to be not fully relevant or applicable in the country's defense institutions. The TNI's hierarchical structure, command patterns, and strategic functions that differ from civilian agencies are factors that complicate the full adoption of assessment instruments designed generally for the non-military government sector. In facing this challenge, there is an urgent need to adjust the indicators to better suit the characteristics and needs of the TNI organization. If the change in indicators is not possible by regulation, then a special policy is needed from the Ministry of PAN RB that accommodates the implementation reality in the TNI environment. One alternative that can be considered is the negotiation mechanism in the assessment of the thematic RB index, where indicators that cannot be applied to the TNI are not applied or not assessed, but without reducing the weight of the overall score.

3. Adequancy

Policy adequacy, according to Dunn's (2015) view, refers to the ability of a policy to address problems comprehensively, not just to achieve numerical targets. A policy is said to be adequate if it is able to answer structural and operational challenges comprehensively, in line with the goals to be achieved. This concept of adequacy is crucial in assessing the effectiveness of the implementation of the Ministerial Regulation of PAN RB Number 3 of 2023, especially in relation to the achievement of the Bureaucratic Reform Index (RB) in the TNI organization.

Although the implementation of indicators based on RB General and Thematic RB has encouraged a significant increase in the value of the TNI RB Index, the reality is that the TNI still faces major obstacles. Of the total 31 RB General indicators and 5 Thematic RB indicators regulated in the policy, the TNI has not been able to meet 15 RB General indicators and 2 Thematic RB indicators. This inability indicates a fundamental problem in the policy structure implemented, where the indicators designed for the civilian bureaucracy are not fully in accordance with the needs and characteristics of military institutions that are hierarchical and oriented towards the national security function.

Basu and Li (2000) explained that the effectiveness of bureaucratic reform is highly dependent on the suitability of evaluation indicators with the main tasks and main functions of the organization. In this case, the indicators applicable to civilian institutions do not fully reflect the operational realities of the TNI, which prioritizes the principles of preparedness, rapid response to threats, and national stability (Basu & Li, 2000).

Furthermore, the hierarchical structure that is characteristic of military institutions adds complexity in the implementation of civilian bureaucratic indicators. Meier and O'Toole (2011) mentioned that institutions with a strict command structure, such as the TNI, require special indicators that are tailored to their functions and mandates. Administrative efficiency-based indicators, which are relevant for civil institutions, often contradict the need for operational flexibility in dealing with emergency situations or national security threats (Meier & O'Toole, 2011).

This problem is compounded by structural and operational barriers unique to the military environment, including limitations in data sharing for national security reasons. Peters (2018) asserts that organizations with a high level of hierarchy often have difficulty responding to changes in administrative policies, especially when the policy does not consider the specific context of the organizational structure.

In fact, the increase in the value of the Bureaucratic Reform Index in the TNI does reflect progress, but this achievement does not fully reflect the adequacy of policies in answering deeper structural challenges. The TNI's inability to meet all the indicators set shows that **the Ministerial Regulation of PAN RB Number 3 of 2023** is not fully in accordance with the military operational context.

4. Equity

The principle *of equity* in public policy, as stated by Dunn (2015), emphasizes that justice does not always mean equal treatment for all parties, but rather the provision of treatment that suits the needs and characteristics of each entity.

In the context of bureaucratic reform, this concept is the basis for the implementation of the Ministerial Regulation of PAN RB Number 3 of 2023 which regulates the performance assessment system in various government agencies, including within the Indonesian National Army (TNI).

However, the implementation of this regulation faces challenges due to fundamental differences between civilian and military organizational structures. As a command-based institution and has the main task in state defense, the TNI has a working mechanism that is not fully in accordance with the indicators in the thematic bureaucratic reform index designed mainly for civilian government agencies.

If bureaucratic assessment standards are applied uniformly without considering functional differences, the evaluation results can become disproportionate. Dunn (2015) explained that justice in policy must consider the needs and capacity of the institution that is assessed so as not to cause bias or inequality in implementation. Therefore, the concept of *equity* in bureaucratic reform in the TNI should not be interpreted as the application of the same indicators as civil agencies, but rather as a fair assessment approach in accordance with the operational characteristics of the TNI.

In addition to flexibility in the assessment system, coordination between the Ministry of PAN RB and the TNI is a key factor in ensuring the effectiveness of bureaucratic reform. The preparation of special policies that take into account the operational realities of the TNI can be a solution so that the assessment system remains objective and fair.

Then, the equity-based approach as explained by Dunn (2015) can be the basis for building a more inclusive bureaucratic reform system. Reforms that take into account the specific characteristics and needs of each institution will be more effective in improving governance, without creating gaps or distortions in performance evaluation.

5. Responsiveness

Responsiveness as stated by William N. Dunn (2015) refers to the extent to which public policies are able to meet the needs, aspirations, and expectations of those involved or affected by the policy. In this context, responsiveness focuses not only on the technical efficiency of the policy, but also on the conformity between the policy formulated and the real conditions of the organization that implements it. In military organizations such as the TNI, responsiveness reflects the institution's ability to adapt bureaucratic reform policies to internal needs that include the primary function of maintaining national stability and security. The TNI, with its strategic role in safeguarding state sovereignty, faces a unique challenge in adopting policies that are essentially designed for more flexible civilian institutions.

However, although the principle of responsiveness emphasizes flexibility in adapting policies to the needs of the parties involved, structural realities within the TNI show significant obstacles in the application of this principle. The TNI's rigid hierarchical structure, with a centralized command system and strict chain of command decision-making, often limits the space for movement in responding to the internal needs of the organization. The command system that places the highest authority at the central level (TNI Headquarters) creates structural obstacles that slow down the process of adaptation to policy changes, including in the implementation of bureaucratic reforms. As a result, policies that require quick adjustments to meet the dynamic demands of the TNI are difficult to implement effectively, especially at the regional unit level which is often lagging behind in receiving direct benefits from these reform policies.

In a theoretical view, the principle of responsiveness requires every policy to consider the specific context of the institution that applies it. Therefore, the indicators of bureaucratic reform implemented within the TNI should take into account the unique characteristics of the military organization. Mismatches between civilian indicators and rigid military structures can hinder the effectiveness of the implementation of such policies. For example, indicators such as ASN Employer Branding **or** ASN Talent Management are designed to meet the needs of civil institutions based on open competition, while the promotion system within the TNI is more based on rank level and service time, rather than an individual performance-based assessment mechanism like in ASN.

However, there is an antithesis argument that the rigid hierarchical structure in the TNI actually serves to maintain discipline, efficiency, and speed in decision-making in crisis situations, which is the main need of military organizations. In this context, the expected flexibility of the principle of responsiveness may not be in line with the needs of military organizations that demand stability, centralized command, and prompt execution of orders. If the TNI is too comfortable with civilian policy flexibility, it is feared that it will disrupt the discipline and resilience of the command structure, which is the main foundation of the effectiveness of military operations.

From an academic perspective, the main challenge in the application of the principle of responsiveness in the TNI lies in the mismatch between the hierarchical structure of military command and the need for dynamic policy flexibility. Therefore, bureaucratic reform within the TNI needs to be designed by considering the unique characteristics of the military system, without ignoring the essence of responsiveness as a basic principle of inclusive and adaptive public policy.

6. Appropratiateness

Policy correctness is an important indicator that measures the extent to which a policy is aligned with the context, needs, and characteristics of the organization that implements it. In perspective, precision is not only determined by the conformity between policy objectives and the outcomes achieved, but also the extent to which the policy is relevant to the structure, function, and culture of the institution concerned. In the context of the TNI, the indicators of bureaucratic reform adopted from the standards of the civil bureaucracy are often not fully aligned with the distinctive characteristics of military institutions.

As an institution that has a strict hierarchical structure, the functional orientation of the TNI is focused on national defense and security. Therefore, the implementation of bureaucratic reform indicators designed for civil institutions can cause significant discrepancies. For example, indicators that demand a high level of transparency in administrative decision-making may conflict with the TNI's need to maintain the confidentiality of information related to national security. This shows that the reform indicators implemented need to be adjusted to remain relevant to the functions and responsibilities of the TNI as a state defense institution.

In a study conducted by Puukka (2001), the success of reforms in military institutions is highly dependent on the ability of policies to adapt to the organizational culture that has been formed historically. A military culture based on discipline, hierarchy, and professionalism can be an obstacle to the adoption of administrative change if the policy indicators are irrelevant to the military's organizational structure. In addition, research by Iswanto (2024) shows that organizational restructuring tailored to the specific needs of military institutions can increase the effectiveness and efficiency of bureaucratic reform.

This restructuring includes adjustments to organizational size, functions, and nomenclature, so that the TNI structure can be more flexible in responding to the operational and strategic challenges faced. The implementation of the Ministerial Regulation of PAN RB Number 3 of 2023 within the TNI requires more in-depth adjustments to the indicators and assessment criteria for bureaucratic reform. These adjustments should reflect the unique characteristics of the TNI as a national defense institution, with a focus on operational efficiency, regional stability, and national preparedness. Thus, bureaucratic reform in the military environment will run more effectively and relevant to the main tasks and main functions of the TNI.

Conclusion

The implementation of the Ministerial Regulation on PAN RB Number 3 of 2023 has given a positive response to the bureaucratic reform index (RB) within the TNI with an increase in score of 4.33 points compared to the previous year. However, the implementation of this policy faces significant challenges, considering that the 15 indicators of the General RB and 2 indicators of the Thematic RB cannot be fulfilled by the TNI because they are not in accordance with the characteristics of a hierarchical and command-based military organization. Policies designed for civilian agencies (other than the TNI) so that their implementation in the TNI causes an imbalance in performance evaluation. Based on the policy evaluation theory of William N. Dunn (2015), the inconsistency of this indicator shows that the bureaucratic reform policy has not been fully responsive to the needs and organizational structure of the TNI. Therefore, it is necessary to adjust policies or evaluation mechanisms that are more adaptive, so that indicators that are not relevant to the structure and function of the TNI do not directly

negatively impact the assessment of the RB index. Negotiations between the Ministry of PAN RB and the TNI are a strategic step to ensure that bureaucratic reform continues to run according to the principles of accountability and transparency, but by considering flexibility for institutions with special characteristics such as the TNI.

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