



# Structural Transformation and Capacity Strengthening of the Apparatus: A Critical Review of Bureaucratic Reform at the Department of Cooperatives, Industry, and Trade, Bima City

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## ABSTRAK

Penelitian ini bertujuan untuk mengidentifikasi dan menganalisis secara kritis hambatan struktural dan fungsional dalam pelaksanaan reformasi birokrasi di Dinas Koperasi, Perindustrian, dan Perdagangan Kota Bima, dengan menyoroti interaksi antara struktur organisasi, kebijakan pengembangan sumber daya manusia, serta kapasitas kelembagaan dalam menciptakan pelayanan publik yang inklusif, akuntabel, dan berkualitas. Metode yang digunakan adalah pendekatan kualitatif dengan desain studi kasus eksploratif-kritis, melalui observasi non-partisipatif, telaah dokumen strategis, dan wawancara mendalam dengan aktor kunci dari unsur internal maupun eksternal birokrasi. Teknik triangulasi dan analisis interaktif berbasis teori sistem, institusional, serta kerangka reformasi birokrasi nasional digunakan untuk mereduksi, mengategorikan, dan menginterpretasi data secara menyeluruh. Hasil penelitian menunjukkan bahwa reformasi birokrasi belum sepenuhnya berjalan efektif akibat ketimpangan kompetensi, lemahnya sistem pengembangan karier, serta masih kuatnya intervensi politik. Restrukturisasi organisasi belum disertai transformasi paradigma kerja, sehingga pengembangan SDM berbasis meritokrasi dan digitalisasi ASN menjadi urgensi strategis. Kendala teknis seperti keterbatasan anggaran, infrastruktur, serta budaya kerja administratif menjadi penghambat birokrasi yang profesional. Oleh karena itu, dibutuhkan komitmen reformasi jangka panjang melalui kepemimpinan transformasional yang menempatkan penguatan SDM sebagai pilar utama dalam membangun birokrasi yang adaptif, inovatif, dan responsif terhadap dinamika pembangunan daerah dan tuntutan pelayanan publik masa depan.

## ABSTRACT

This study aims to identify and critically analyze the structural and functional barriers to the implementation of bureaucratic reform at the Department of Cooperatives, Industry, and Trade in Bima City, with particular emphasis on the interaction between organizational structure, human resource development policies, and institutional capacity in delivering inclusive, accountable, and high-quality public services. Employing a qualitative approach with an exploratory critical case study design, the research utilizes non-participant observation, strategic document analysis, and in-depth interviews with key internal and external stakeholders of the bureaucracy. Triangulation techniques and interactive analysis grounded in systems theory, institutional theory, and the national bureaucratic reform framework are applied to systematically reduce, categorize, and interpret the data. The findings reveal that bureaucratic reform has yet to achieve optimal effectiveness due to disparities in personnel competencies, underdeveloped career advancement systems, and persistent political interference. Organizational restructuring has not been accompanied by a paradigm shift in work culture, rendering merit-based human resource development and the digitalization of civil service management a strategic necessity. Technical constraints such as limited budget, inadequate infrastructure, and an entrenched culture of administrative routine continue to hinder the emergence of a professional bureaucracy. Consequently, a sustained reform commitment under transformative leadership is imperative placing human resource capacity-building at the core of developing an adaptive, innovative, and responsive bureaucracy capable of meeting the evolving demands of regional development and future public service delivery.

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## 1. INTRODUCTION

In the dynamic landscape of modern governance, bureaucratic reform can no longer be perceived merely as a discourse on administrative change, but rather as a fundamental necessity for constructing a government system that is effective, efficient, and responsive to the evolving demands of society ([Ramadoan, 2024](#));([Suheri et al., 2023](#)). This reform constitutes a critical milestone in shaping a bureaucracy that is clean, adaptive to change, and oriented toward the delivery of high-quality public services ([Broome, 2024](#)). The essence of bureaucratic reform lies in a comprehensive transformation both structural and cultural aimed at establishing a competitive and accountable system of governance ([Odijie, 2024](#)); ([Paranata, 2025](#)).

However, the implementation of bureaucratic reform across various sectors and government institutions has yet to yield optimal outcomes ([Kezazy et al., 2024](#)); ([Kalema, 2025](#)). Despite the rhetorical commitment to reform, persistent structural barriers and capacity-related weaknesses continue to hinder bureaucratic effectiveness, particularly at the regional level. A central issue lies in the limited capacity of state apparatuses, who serve as the front line in executing the core functions of public administration ([de Moraes Achcar, 2022](#)).

The Department of Cooperatives, Industry, and Trade of Bima City, as one of the key institutional pillars in fostering local economic empowerment and supporting the development of micro, small, and medium enterprises (MSMEs), faces a complex array of bureaucratic challenges ([Version, 2024](#)). Amid growing public expectations for dynamic service delivery, the institution remains constrained by latent issues such as the unequal distribution of personnel, the low quality of human resources within the civil service, the misalignment between civil servants' competencies and job requirements, and budgetary limitations that collectively undermine organizational performance ([Hao et al., 2023](#)); ([Tbaishat, 2021](#)); ([Mazzucato et al., 2022](#)).

The situation is further exacerbated by the absence of new personnel recruitment in recent years, resulting in structural stagnation within the organization ([Kundu, 2023](#));([Ndraha et al., 2022](#));([Astrama et al., 2024](#)). Several civil servants have been assigned to roles misaligned with their expertise or educational backgrounds, thereby diminishing work effectiveness and leading to suboptimal public service delivery ([Liu et al., 2022](#)). This condition hampers the department's capacity to manage data and harness the potential of MSMEs comprehensively, while also weakening its institutional ability to sustainably support cooperatives and the real sector ([Bradlow, 2024](#)).

Bureaucratic transformation cannot succeed without a systematic enhancement of civil servant capacity ([Chen et al., 2023](#)). Strengthening competencies through targeted training programs, strategic job redistribution, and the cultivation of an adaptive work culture are essential steps in addressing these challenges. Structurally, bureaucratic reform also necessitates institutional redesign, improved internal governance, and the establishment of a consistent system for oversight and evaluation ([Feng & Jiang, 2024](#)).

Through a critical examination of the bureaucratic reform process within the Department of Cooperatives, Industry, and Trade of Bima City, this study seeks to explore the root causes and complexities that obstruct a holistic transformation of the bureaucracy. The focus is directed toward understanding how organizational structure, human resource development policies, and institutional capacity interact in shaping a bureaucracy capable of delivering inclusive, accountable, and high-quality public services

## 2. RESEARCH METHOD

This study employs a qualitative approach with an exploratory-critical case study design. Such an approach was chosen for its capacity to capture the complexity of socio-

organizational realities that cannot be adequately measured through quantitative means alone. The research process began with a mapping of actors and bureaucratic structures through non-participant observation and an in-depth review of institutional documents related to strategic planning, personnel distribution, and performance reports. Subsequently, primary data were collected through semi-structured, in-depth interviews with key informants, including the head of the department, division heads, implementing civil servants, as well as external stakeholders such as MSME actors and cooperative representatives. Data collection followed a triangulated method to ensure credibility and validate the information obtained from various sources. The analytical process was conducted iteratively and interactively, involving data reduction, thematic categorization, and critical interpretation grounded in systems theory, institutional theory, and the national bureaucratic reform framework. In the final stage, a pattern matching technique was applied to compare empirical findings with the ideal model of bureaucratic reform, aiming to identify and assess existing structural and functional gaps.

### **3. RESULT AND DISCUSSION**

#### **Human Resource Reform as the Cornerstone of Bureaucratic Transformation**

The structural transformation and capacity strengthening of civil servants within the Department of Cooperatives, Industry, and Trade of Bima City represent a central theme in the ongoing dynamics of regional bureaucratic reform. This issue encapsulates the persistent challenges in fostering sustainable institutional performance and meeting public expectations for professional, adaptive, and accountable public service.

Over recent decades, Bima City's bureaucracy has faced structural pressures due to centralized policy-making, budgetary constraints, and disparities in staff competencies. Consequently, a human resource-centered bureaucratic reform agenda has become increasingly urgent. Bureaucratic transformation must be understood not merely as a process of formal restructuring but as a paradigm shift encompassing value reorientation, professional mindset renewal, and the development of career systems rooted in meritocracy.

The Department of Cooperatives, Industry, and Trade (DisKoperindag) of Bima City occupies a strategic position in fostering local economic growth through the empowerment of MSMEs, cooperatives, and trade sectors. However, the department continues to grapple with significant challenges in strengthening its internal bureaucratic capacity, particularly in technical, administrative, and managerial domains. The limited scope of in-house training programs, coupled with overreliance on externally facilitated sessions, has contributed to the absence of a robust, continuous learning culture within the institution. Notably, most existing training initiatives have been directed at improving external service delivery, while internal capacity development remains marginalized.

Human resource development must be repositioned as the central pillar of bureaucratic reform, rather than being treated as a supplementary administrative function ([Sahlan, 2022](#)); ([Syukron et al., 2022](#)); ([Suryanto et al., 2023](#)). Unfortunately, the current training and career development systems in Bima City are neither well-integrated nor responsive to organizational needs ([Rachmawati et al., 2023](#)); ([Karnadi & Ediyanto, 2022](#)); ([Faizal Riza Kasransyah, 2021](#)). Career progression remains predominantly manual and insufficiently digitized, often entangled in local political interests. This has led to a lack of objectivity in promotions and transfers, creating a superficial illusion of reform that fails to address systemic issues at their root.

Moreover, the incentive structure in Bima City remains generic, failing to link performance with recognition in a substantive manner. The absence of a clear and transparent reward-and-punishment mechanism has significantly undermined civil servant motivation to innovate or to deliver high-quality services. Both financial and non-financial compensation

schemes need to be restructured to stimulate reform-minded behaviors and foster a results-driven work ethic.

Career development within the Department remains largely normative. Annual performance evaluations are yet to be leveraged as strategic instruments for promotion or potential enhancement ([Priono & Mandala. S., 2022](#)). As a result, many high-potential civil servants are deprived of opportunities for self-actualization due to the absence of a talent management system. To address this, institutional courage is needed to build an objective, transparent, and performance-based career development framework.

Another pressing issue is the inadequacy of workforce planning. The mismatch between the number, distribution, and competencies of personnel and programmatic needs has led to inefficiencies in task implementation and weakened institutional outputs ([Nur et al., 2021](#)). Job and workload analyses are still conducted manually and are not integrated with a modern personnel information system. This underscores the necessity of digitalizing civil service management as an integral component of Bima City's bureaucratic reform strategy.

Additional structural obstacles stem from the persistent influence of local socio-political dynamics on decision-making processes particularly in the appointment of structural positions. Political interference compromises meritocracy and objectivity, fostering loyalty to political elites over adherence to professional values and public service ethics. It is therefore imperative to establish clear institutional boundaries between bureaucracy and politics to preserve the integrity of public administration.

On a cultural level, bureaucratic transformation in Bima City also necessitates a fundamental shift in civil servants' mindset. Many still regard their roles as routine administrative functions, rather than mission-driven engagements focused on outcomes. Bureaucratic reform must thus address dimensions of character building, work ethic, and professional behavior. Training programs should not be confined to technical competencies but must also encompass leadership development, integrity, and adaptability to changing environments.

As a city with a dynamic MSME landscape, Bima demands a cadre of civil servants within the DisKoperindag who possess cross-sectoral competencies—ranging from regulatory literacy and empowerment program management to communication skills and partnership-building capacity. These competencies cannot be developed overnight; they require a long-term training strategy aligned with the institution's medium- and long-term goals.

Furthermore, the institutional structure of DisKoperindag must be reengineered to become more responsive to the demands of modern public service. The prevailing hierarchical and sectoral organizational design must evolve into a more collaborative, flexible, and results-oriented model. Structural transformation must occur not only at the organizational level but must permeate down to work units and individual civil servants.

Ultimately, the success of bureaucratic reform in Bima City hinges on long-term commitment and consistency in implementation. Reform must not be reduced to a ceremonial agenda; it should be understood as a continuous movement involving visionary articulation, consistent civil service management policies, and transformative leadership. Bima City holds significant potential to serve as a regional model of bureaucratic reform provided it positions human resource development as the principal investment in building excellent, contextually relevant public governance.

### **Strengthening Adaptive Bureaucracy within the Employee Recruitment System**

The implementation of an adaptive and professional bureaucracy in the recruitment process of civil servants at the Department of Cooperatives, Small and Medium Enterprises, and Trade (Koperindag) of Bima City reflects a systematic endeavor to establish a modern, effective, and socially responsive governance system. As an emerging city in eastern

Indonesia, Bima continues to advance its bureaucratic reform agenda as a tangible step toward enhancing the quality of public service delivery.

Recruitment within the Koperindag Department is not limited to administrative selection but embodies a strategic institutional effort to construct a professional bureaucracy equipped to confront contemporary challenges ([Fenti Prihatini Tui, Rosman Ilato, 2022](#)). This process begins with the careful design of staff formations based on a rigorous assessment of organizational needs and unit-level performance evaluations (Syamsuddin et al., 2023). The formulation is subsequently coordinated with the Regional Personnel and Human Resource Development Agency (BKPSDM) of Bima City, reinforcing inter-agency synergy in fostering an efficient and adaptive civil service system. BKPSDM further facilitates communication with the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB) to ensure the proposed formations are validated in alignment with national regulatory frameworks.

Human resource development emerges as a central priority for the Koperindag Department in its pursuit of an innovative and service-oriented bureaucracy. Within the broader framework of bureaucratic reform, a series of capacity-building initiatives are implemented, aimed at strengthening both technical competencies and managerial capabilities. These initiatives are inclusive, extending not only to permanent civil servants but also to contract-based personnel, with tailored training modules for each group. This inclusivity underscores Bima City's commitment to cultivating a non-discriminatory bureaucratic ecosystem that supports equitable career development.

In terms of promotion, mutation, and job rotation, the Koperindag Department adopts an adaptive and accountable approach. Personnel placement is conducted based on objective evaluations of performance, potential, and organizational needs. This merit-based system is designed not only to enhance individual capacity but also to maintain a dynamic work environment, mitigating stagnation and burnout. Although formal authority for civil servant rotation lies with BKPSDM, the Koperindag Department actively contributes evaluative input to ensure that personnel mobility aligns with strategic institutional goals.

Performance appraisal plays a pivotal role in professional HR management. At the Koperindag Department, performance is assessed through a digital e-performance system that integrates with the national platform. Evaluations are conducted regularly and extend beyond quantitative outputs to include assessments of work behavior and ethical conduct. This marks a significant shift toward digital governance, where data and information systems form the basis of personnel policy and decision-making.

The enforcement of a civil servant code of ethics constitutes the moral foundation of bureaucratic conduct in the Koperindag Department. This code regulates professional behavior, promoting values such as integrity, accountability, and equitable service. Its application is reinforced through internal supervision and continuous guidance, effectively deterring misconduct and safeguarding institutional integrity and public trust. The cultivation of an ethics-based organizational culture enhances professionalism and fosters a conducive working environment.

The advancement of personnel information systems stands as a cornerstone strategy in Bima City's bureaucratic reform. By digitizing human resource data, the management of civil servants has become more efficient, transparent, and accessible. The structured and real-time nature of personnel databases facilitates more accurate formation planning, training programs, and performance evaluations. This reflects the city's growing capacity to harness digital technologies as a transformative tool for bureaucratic modernization.

Nonetheless, like many other regions, Bima City's bureaucratic reform is not without challenges, both structural and technical. A significant hurdle is the limited availability of infrastructure and resources to support human resource development programs. Inadequate training facilities and uneven technological infrastructure present ongoing barriers to



equitable capacity enhancement across the civil service. This highlights the urgency for the municipal government to prioritize internal capacity-building in its bureaucratic development agenda.

Budgetary constraints also present formidable obstacles to the effective implementation of training and professional development programs. Insufficient funding often restricts training opportunities to a select portion of civil servants, leaving others underserved. The Koperindag Department recognizes that sustainable HR development necessitates adequate financial support, calling for greater synergy with local government authorities to elevate human resource development as a central budgetary priority.

In response to these challenges, the department has undertaken strategic initiatives to sustain bureaucratic reform. One key measure includes the institutionalization of structured and tiered education and training programs tailored to job-specific competencies. These programs aim not only to enhance technical skills but also to inculcate principles of good governance, service innovation, and adaptability to socio-technological changes.

The department has also optimized its personnel information system to support capacity development. A comprehensive employee database has been established, capturing career histories, competency development, and performance evaluations. This data-driven approach enables more objective and informed decisions in recruitment, promotion, and placement, minimizing subjectivity and favoritism.

Furthermore, the department has embedded a systematic personnel coaching framework as part of its bureaucratic reform efforts. Career development is supported through mentoring, coaching, and regular performance reviews, fostering both individual competence and a collaborative, results-oriented work culture. With this structured approach, civil servants at Koperindag are expected to fulfill their roles effectively as agents of change in government.

In conclusion, the bureaucratic reform undertaken by the Department of Cooperatives, SMEs, and Trade in Bima City transcends administrative adjustments—it represents a comprehensive transformation in public sector mindsets, practices, and organizational structures. The emergence of a professional and adaptive bureaucracy is no longer a rhetorical aspiration but a practical foundation upon which a trustworthy and responsive public institution is being built. Through these efforts, Bima City affirms its role in shaping an inclusive and competitive governance landscape, anchored in the strength and integrity of its human capital

#### **4. CONCLUSION**

This study reveals that structural transformation and the strengthening of bureaucratic capacity within the Department of Cooperatives, Industry, and Trade of Bima City constitute fundamental pillars in the regional bureaucratic reform agenda. This reform is oriented toward enhancing institutional performance and fostering a professional, adaptive, and accountable public service delivery system. The findings indicate that despite organizational restructuring efforts, core challenges such as disparities in bureaucratic competence, the absence of an integrated career development system, and persistent political interference remain significant impediments to reform effectiveness. Bureaucratic transformation extends beyond structural changes; it necessitates a paradigm shift through merit-based human resource development that prioritizes objectivity and the digitalization of civil service management. Strengthening the technical, administrative, and managerial capacities of civil servants must be designed through holistic, continuous training programs that integrate elements of leadership, integrity, and innovative adaptability.

While recruitment and placement systems have begun to adopt more transparent and accountable digital mechanisms, the reform process still faces significant obstacles, including limited facilities, constrained budgets, and inadequate infrastructure. Moreover, the prevailing

work culture characterized by administrative routine and political loyalty continues to hinder the development of a professional, results-oriented bureaucracy. Therefore, long-term commitment and transformational leadership are essential to embed human resource reform as a strategic investment. Such an approach is crucial for building an adaptive bureaucracy that is responsive to the evolving dynamics of regional development and the diverse needs of the people of Bima City.

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