

ADMINISTRATIVE REFORM IN BUREAUCRACY AND CIVIL SERVICE

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Abstract

It is a common for public organization to make kinds of reform in achieving the goals. One of basic reform in public organization is administrative reform. This reform is mainly in institutional and personal matters. In conceptual term, this reform is just an early step for public organization to challenge its target. However, many countries especially in developing countries still struggle in this step. So, it is very fruitful for us to study on administrative reform due to the existing need for public organization in terms of bureaucratic and civil service reforms. This study analyze and criticize the existing of bureaucracy and civil service reform in some developing countries. In seven Arab countries institutional and personal reform is still in a piecemeal approach rather than systemic or integrative approach. Civil service is still lack of having information to cope and implement the reform released. In addition, Indonesia as one of the developing country is also still struggle for its administrative reform in terms of its bureaucracy and civil service. Barriers in salary, institution and regulation is challenging for next administrative reform. Lack of prioritizing policy and information gap between levels of civil service to make a better administrative reform should be solved on a near future.

Some significant negative matters are still occurred, but we may need time and awareness to go. Good regime, policy from government leadership is a must. Further quality and quantity of bureaucracy and its civil servant is another good thing should exist. Those will be run well if it covered by culture, values and mentality that cope the need for reform.

Key words : Administrative reform, Bureaucracy reform, Civil Service reform, Developing Countries.

1. Introduction

Administrative reform is a universal claim of contemporary societies, but strategies of general applicability for achieving such reforms are far from being universally defined. It is due to some differences in coping and implementing this reform. Background of each developing country in terms of their cultures, human resources and other factors are also coloring this reform. It is valuable to seek how certain developing countries articulate approaches and strategies for building administrative capacities. In developing nations, administrative reform often is referred to as modernization and change in

society to effect social and economic transformation (Farazmand, 2002).

Administrative reform is conceived of as a deliberate policy and action to alter organizational structures, processes, and behavior in order to improve administrative capacity for efficient and effective performance. So, reform is based on institutional capacity of public organization—a kind of internal environment reform. The advantage of this definition is its operational thrust compared with the view of administrative reform as ‘artificial inducement of administrative transformation against resistance’ (Caiden, 1969).

Based on Farazmand notion of administrative reform, this reform has been one of the most recurrent activities of governments the world over. It has been accentuated by the severity of the problems faced by the less developed nations. Most of these nations inherited a colonial legacy with significant dependency on colonial powers of the West, and their administrative systems suffer profound deficiencies. However, not all developing nations can be categorized in this way. Many of them went through major transformations after their independence. Some of them have achieved significant development with marked effectiveness; others have lagged behind and remain dependent on Western assistance. We can find that late reform in developing countries is the real condition that should be overcome as it should be. Comparing with western countries is another kind for having good motivation. (Farazmand, 2002)

Because administrative reform is in large measure about setting rules for determining the institutional allocation and distribution of state positions, bureaucrats and politicians have a special interest in it. Bureaucrats are assumed to be wary of reform imposed by others because it involves their income, careers and status. The assumption does not lead to the proposition that bureaucrats resist all reform, rather that they will want to exert control over it. Politicians may be prepared to advocate administrative reform as a collective good, but they will also be interested in the opportunities for political distribution arising from the control of positions. Aside from their separate

perspectives, the nature of the relationship between bureaucrats and politicians is a key consideration in the supply of administrative reform (cited from Moon and Ingraham), and this relationship is in turn affected by the institutional context. Institutional analysis generally is concerned with the effects of different configurations of rules and norms on the behavior of actors. Martin Painter, *The Politics of Administrative Reform in East and Southeast Asia: From Gridlock to Continuous Self-Improvement? Governance: An International Journal of Policy, Administration, and Institutions*, Vol. 17, No. 3, July 2004 (pp. 361–386).

Majorly, we agree that administrative reform has been occurring in most developing countries due to their need for better government performances. They need a kind of good objective on their government structure and function. For this reasons, most of these countries has tried to make administrative reform in terms of structural and personnel reform. However, implementation of this reform has faced the tension between political and bureaucrats in a country. Bureaucrats are assumed to be wary of reform imposed by others because it involves their income, careers and status. The assumption does not lead to the proposition that bureaucrats resist all reform, rather that they will want to exert control over it. On the other hand, politician may be prepared to advocate administrative reform as a collective good, but they will also be interested in the opportunities for political distribution arising from the control of positions. Aside from their separate perspectives, the nature of the relationship

between bureaucrats and politicians is a key consideration in the supply of administrative reform. So, the acceleration of administrative reform is heavily depended on these two factors rather than the methods of administrative reform itself.

In developing countries, administrative reform is generally based on institutional and human resources reform. I perceive this is due to the need for effective and efficient of the organization. I agreed with what Weber stated that the stage of public organization in pursuing its objective is by focusing on institutional need for effective and efficient before move to another stage on external environment. However, in many developing countries administrative reform can not only be implemented by releasing regulation, making capacity building for human resources development, and consistently improving those two factors but also need a great support politically for the parliament and civil society. Without considering these factors, administrative reform is just good in surface but fundamentally can not make in a reality.

So it is worthwhile to observe and discuss of the significant role of Bureaucracy and civil servant for Administrative reform. Institutional and human resources are suitable approaches that will affect environment of administrative reform. This article will focus on these two kinds of administrative reform: Bureaucratic and civil service reform.

2. An Example of Result of Administrative Reform in Arab Countries

First, a more realistic approach to reform can be achieved through employee involvement. The prevalent, elitist, rigid approach does not offer employees the opportunity to actively participate in or influence change. So exclusivist have most practices been that employees are never told the reasons for change or the rationale for decisions. We agree with the statement that administrative reform is not in an empty space. Involvement from every stakeholder in steps of reform should be existed.

Second, diagnostic data ought to be collected and discussed openly to inform or allow those affected to become involved in the redesign of activities. Such involvement through information and feedback mechanisms results in (a) more constructive attitudes by employees, and (b) improvements in the quality of all aspects of reform because of the greater validity and completeness of information and analysis. That is true, in this global era, transparency and participation from every actors and institutions are a must. Flowing activities supported by IT in back up activities can accelerate the achieving process.

Third, personnel responsible for defining reform policy, and implementing it, often receive only minimal educational preparation before a reform is begun. Lack of understanding and expertise by those in command of reform processes results in the diminished quality and impact of the changes made. Extensive training programmes to familiarize employees with

the new order and to develop necessary skills are crucial for acceptance and implementation of reform. The quality of actors in reform is very important. Understanding roles and function of every parts of institution is a leading factors to achieve the goal.

Fourth, the pronounced support and commitment of the political leadership is imperative for the success of reform ideas; bureaucracy in the societies in question responds to serious prodding by the political masters. Consistent commitment from regime to support and cover the reform is a significant power. However, the facts are rather different from the need.

Fifth, incentive systems can replace the appearance of threatening change by making clear what benefits and advantages will result to employees. Motivation is one thing that still problems in some countries. So, managing good budgeting and it priorities can support incentive system for reform.

Finally, administrative reform in the seven countries must rest on a systems perspective rather than a piecemeal approach to reshaping contemporary institutions and administrative behaviour. The systems view considers people, organizations, processes, interactions and relevant external environment in the analysis and prescriptions for change. This may be the only means available for developing societies to provide a complete and integral approach to building administrative capacity and generating indigenous, exploratory theories and practices of management. Such theories and practices cannot be imitative,

but must be independently evolving (converging or diverging from Western theories and practices) as their objectives and criteria dictate. (Jreisat, 1988). I partly agree with the statement. However, uniqueness in one side and import concept in another side sometime has made confusion for the country to cope with.

3. Regime and Administrative Reform

In 1994, Bowornwathana, explaining administrative reform stated that regime type is a significant dimension for understanding administrative reform. In countries such as Thailand where there are shifts back and forth between democratic rule and bureaucratic governance, the policies adopted for administrative reform move from one extreme to the other. No single reform paradigm can effectively grasp the fluidity of the situation; consequently, a multi-paradigmatic perspective is necessary for comparing administrative reforms during different regimes.

The many cases considered how various administrative reform policies can shift back and forth between bureaucratic rule and democratic governance. The phenomenon of regime shifts in unstable political systems, such as in Thailand, is an important dimension for understanding the dynamics of administrative reform. Contradictory reform policies can be found between periods of bureaucratic rule and democratic governance. To understand administrative reform in such a setting, the regime-survival paradigm is suggested.

Regime is a very influential factor in achieving the good reform. It is due to the power of regime that can make policy to

support reform or just steering administrative reform for his political interest. In many developing countries, sometime, changing regime means changing in policy. Former policy from previous regime will change by the new one. SO, that is no continuity in grand design and program for reform.

In Indonesia we can find also that regime has played a huge role in success or fail of reform. It is due to the political interest between elite in regime and the external force of society and global environment. Struggling between the need for artificial and substantial in implementing reform are the key for the regime to be considered.

4. Complexity of Bureaucratic reform

Despite criticisms of its inherent characteristics, bureaucracy remains the main institution for initiating and implementing change. Braibanti (1969) concludes that the primary requisite for development is a competent bureaucratic system. Under conditions of a weak private sector, public bureaucracy is an indispensable instrument of development. Hence, reforming bureaucracy remains the key to successful development, notwithstanding numerous common obstacles facing reform from within and without the bureaucracy.

The dilemma of administrative reform in these countries resides in the mediocrity of its results. But an administrative reform project is difficult to implement even in Western systems. Since the 1930s, unheeded administrative recommendations of various American

presidential commissions far exceed the number adopted.

Many common obstacles to administrative reform come from within the bureaucracy itself. The list may include resistance of staff and line personnel to reform ideas, incompatibility with existing systems, lack of adequate commitment and support, inadequate skills and insufficient data. These obstacles contribute to the wide gap between proposed and executed administrative change.

Based on the analytical framework, we are able to examine the reform of the bureaucracy. A reform, rather than a revolution, is initiated by the top leadership aiming to restructure the bureaucracy in order to improve the efficiency of the economy. Under the reform, many bureaucratic agencies must be eliminated, while other agencies need to be restructured to provide useful services for private agents (for instance, investors) in the economy. Therefore, the top leadership would prefer not to simply close all indiscriminately. But the top leadership needs cooperation of bureaucrats in order to reform. While there are many reasons why their cooperation is needed, our model focuses on one in particular: information imperfection. In our model, the leadership is unable to observe directly the productivity of offices and discern which offices should be closed and which are to be restructured (Susanto Basu dan David D. Lee, A, 2000)

Bureaucracy reform significantly refers to what stated by Arifin (2008) as follow:

(1) Institution (organization)

- (2) administrative (business process)
- (3) Human resources (State Apparatus)

The new development phase of the Indonesian bureaucracy started after the downfall of Suharto in May 1998, following the Asian Financial Crisis in mid 1997 which also marked the onset of the reform era in Indonesia (*reformasi*). The extensive bureaucracy was confronted with a completely new set of challenges when the highly centralised regime that had held the bureaucracy together suddenly disappeared, and was replaced by a large number of political parties, entrepreneurs and influential socio-religious leaders and stronger civil society (Mietzner 2008).

We agree with these three bureaucracy reforms that can make good result. However, commitment of political leadership is a prerequisite of the reform. So, the first stage is focusing on the leader commitment than releasing the reform as follower stage. Political leadership that supported the reform is a must. So, all stakeholders should play roles in assisting the right track reform.

Indonesia's bureaucratic reform is actually still trying to cope with the gap between the aims of getting things done effectively and efficient and bureaucrat's worries of losing benefits caused by the reform. The theory emphasizes the difference between the bureaucracy and individual bureaucrats. The bureaucracy is sustained by overlapping generations of bureaucrats, while the bureaucrats, like managers of modern corporations, have interests diverse from that of the bureaucracy. Thus, agency problems exist

within the bureaucracy. The key to reforming the bureaucracy is to incentivize the incumbent bureaucrats either to close or to restructure their agencies. In this regard, the reform of the bureaucracy is like a long-term investment.

The one-time cost is that associated with dealing with the incumbent bureaucrats. The benefit is from better institutions that last for generations. Using this simple framework, we analyze various strategies of reform of the bureaucracy. The focus is on a delegation strategy that grants incumbent bureaucrats the decision rights to initiate and to benefit from reform. It involves a temporary relaxation of monitoring of bureaucrats. Under certain conditions such a decentralized strategy of reform can be successful. An implication of the analysis is an explanation of why in Indonesia and also many countries, a surge in corruption co-exists with reforms. Corruption in these cases is a result of loosened control of bureaucrats upon whom the autonomy of reform is granted. This explanation is in contrast to conventional views of corruption, which are concerned with only static bureaucracy rather than the reform of it.

Indonesia has been struggling with these kinds of barrier. However, Government has a great bureaucracy reform as a road map of it. Indonesia's government has a long terms objective of this reform from 2005 till 2020. So we have to be patient and focus on the reform to get a best result come from the best practice.

As a comparison, here is description of administrative reform in Arab countries to consider that reform has been

implementing in all over the world. Every country especially in developing countries has been trying to cope with this kinds of reform.

5. Civil Service Reform as One of Indonesia's Administrative Reform

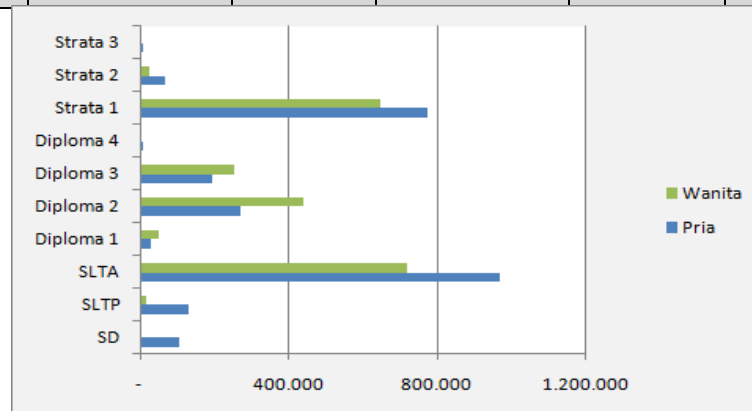
To adapt to globalization, the Indonesian government has to improve the structure of its bureaucracy, both in terms of enhancing the quality of government employees and developing a modern and efficient system. The development of human resources would improve the quality of services provided to citizens. This task is currently especially significant in Indonesia as the country is confronting a variety of new developments, such as democratization and decentralization.

Indonesia has a large number of civil servants: approximately 3.74 million, or 1.7% of the 2005 population. This figure represents a decrease from 1974, during the

early years of the so-called New Order Government (1966–98), when the ratio was about 2.1% of the population. These ratios are similar to those of other countries in the region, such as India (1.2%), Pakistan (1.5%), the Philippines (2.1%), and Vietnam (3.2%) (Schiavo- Campo, 1998). Table 2 shows the number of civil servants at different levels of government. Recently there are growth in number of civil servant in Indonesia. Indonesia's civil service consists of some 4.6 million people. Of this, about 500,000 are police and military, leaving some 4 million civilian civil service. At about 2 percent of the population, this is small compared to Indonesia's South East Asian Neighbors, although it is about at par with other low or low-middle income countries such as China and India. In addition, a large but unknown number of civil service workers are not registered as such.

Di s t r i b u t i o n o f P N S / C P N S B a s e d o n E d u c a t i o n a n d s e x B a c k g r o u n d - M e i 2 0 1 0

Education	Male	%	Female	%	Total
SD	104.530	4,08	6.286	0,29	110.816
SLTP	132.476	5,17	17.877	0,82	150.353
SLTA	971.663	37,95	721.452	33,21	1.693.115
Diploma 1	29.387	1,15	52.918	2,44	82.305
Diploma 2	270.851	10,58	439.253	20,22	710.104
Diploma 3	195.006	7,62	252.580	11,63	447.586
Diploma 4	7.708	0,30	4.021	0,19	11.729
Strata 1	774.784	30,26	648.454	29,85	1.423.238
Strata 2	66.483	2,60	27.029	1,24	93.512
Strata 3	7.195	0,28	2.519	0,12	9.714
Total	2.560.083	100,00	2.172.389	100,00	4.732.472



Source: National Personnel Agency, 2010

6. Lack of Salary as an Evidence of Civil Service In Indonesia

At the same time, even though the number of civil servants in Indonesia is equivalent to only about 1.7 percent of the total population, the quality of government employees is low. This is partly an outcome of the unattractive salary system. To attract effective, efficient, and uncorrupt government employees, they need to be provided with appropriate salaries and benefits. Appropriate compensation will not only have an impact on staff turnover and on employees' productivity and quality of

work, but will also reduce tendencies for civil servants to engage in corrupt practices.

Salaries for Indonesian civil servants are determined by the level of responsibility, the type of job, and the cost of living. The salary system for government employees in Indonesia is classified as a combination scale system, because it combines the single scale system and the double scale system. Under a single scale system, employees at the same rank receive the same salary regardless of the type of job and the level of responsibility. Under a double scale system, salaries are determined

based on employees' level of responsibility and type of job. Job performance is not generally taken into account. Under the combination scale system, some civil servants might have significantly higher salaries than their colleagues at the same rank.

It is the fact that Indonesia's salary structure is moving toward an egalitarian system, with the result that most of the best graduates from well-known and high-quality universities are not keen to become government employees. Moreover, the low salaries tend to encourage wrongdoing and illegal activities, such as accepting bribes and asking for compensation for services provided. In Institutional approach, the UNDP can describe civil service The United Nations Development Programme (2003) describes civil service reform as developing the capacity of the civil service to fulfill its mandate by addressing such issues as recruitment, promotion, pay, number of employees, and performance appraisal, and this still constitutes the bulk of national programs concerned with public administration reform. Civil service reform has historically focused on the need to contain the costs of public sector employment through retrenchment and restructuring, but has broadened to focus on the longer-term goal of creating a government workforce of the right size; with the appropriate mix of skills; and with the correct motivation, professional ethos, client focus, and accountability (United Nations Development Programme, 2003).

Furthermore, in a report for the Indonesian government, the World Bank

(2001, p. 10) indicates that –the civil service reform strategy should include changes to the incentive system, size of the civil service, recruitment, performance management, remuneration, and probity. Indonesia is planning to launch a number of promising initiatives in these areas. For example, pilot reform initiatives are planned for the ministries of Finance and Education, including a new merit-based pay initiative under Teacher Law No. 14/2005. If successful, these initiatives could be scaled up to the national level. In addition, an independent remuneration commission will advise on pay scales and on modernizing the pay structure for senior officials; a review of the legal framework for the civil service is ongoing; a number of subnational reform initiatives are taking place in Yogyakarta, Jembrana in Bali, Solok in West Sumatra, and elsewhere; and a cabinet-level unit to help implement reforms is planned (World Bank, 2006).

It is very important to the leader to cope with, since the 1980s, many countries, including Asian countries, have engaged in major efforts to promote administrative reform, focusing on the openness, transparency, and accountability of government administration. All countries, regardless of their economic situation or stage of development, need good governance. For some Asian countries this became particularly important after the 1997 Asian financial and economic crisis.

In Indonesia, following the fall of the New Order Government in 1998, a political movement emerged that pursued reforms in relation to politics, the economy,

the judicial system, and public administration. Law no. 22/1999 on Decentralization and Law no. 43/1999 on Civil Service Administration opened up possibilities for public service reform in Indonesia, but the country still has a long way to go in relation to having a high - quality civil service. Since the 1980s, many countries, including Asian countries, have engaged in major efforts to promote administrative reform, focusing on the openness, transparency, and accountability of government administration. All countries, regardless of their economic situation or stage of development, need good governance. For some Asian countries this became particularly important after the 1997 Asian financial and economic crisis.

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7. Civil Service Organization.

The civil service system is captured in Laws 8/1974 and its revision of Law 43/99. The civil service is managed by a civil service board), which keeps all records, and has to give approval to all appointments above a certain rank. All changes in the civil servant's position have to be confirmed by a change letter from BKN. Indonesia's civil service has a dual system of positions. Every civil servant has a rank (Golongan, ranging from 1a to 4d) and of position. The positions can be structural (Eschelon IVb-1a)—mainly managerial, although it includes some high-level advisors, or functional, for instance lawyer, teacher. There is no formal job classification in the civil service. Entry ranks are mainly determined by education level, and increases in rank are largely driven by seniority—with a maximum rank depending on the entry level of the civil servant. Civil service reforms have lagged behind other reforms. Four constitutional changes, new

election laws, decentralization laws, laws on the independent judiciary, and laws on anticorruption and the anti-corruption commission all signify progress on the –reformasi agenda.

But despite the passage of a new civil service law in 1999 (Law 43/99) and decentralization of more than 2/3 of the central civil servants to the regions, the structure and values have remained largely unchanged. The system and philosophy underpinning the Indonesian civil service is not only outdated, the performance of the civil service is sub-standard in a rapidly changing society.

The key question is not whether the civil service has the right size compared to other countries or if the present positions in the establishment are filled. The recent Civil Service Census conducted by the Civil Service Agency (BKN) revealed that there is an urgency for a thorough review of the system. The census counted roughly 3.6 million civil servants, but the state budget operates with slightly less than 4 million. In other words almost 400,000 civil servants that were registered on the payroll do not work for the state. However in 2011, the number of civil servant has increased to be 4.7 million. What about the budget? This could remain more than the number of civil servant. Reformation is a must to have a better public personnel size and budgeting.

In September 2011, the government of Indonesia will release policy reform in terms of Moratorium Civil servant. The moratorium will be followed by the signing of a joint decree between the state minister for Administrative Reforms and the Finance

and Home Affairs ministers. Recently, in order to temporarily stop civil workers recruitment, three ministers signed a Joint Ministerial Decree (SKB) on the moratorium on civil servant recruitment at the Vice Presidential Office. The moratorium will be effective September 2011 to December 31, 2012 but there would still be exceptions for selected areas or positions. The number of civil servants in Indonesia at present is recorded at 4.7 million, or about 1.98 percent of the country's population. (www.kompas.com, 25 Agustus 2011)

The objective of this policy is to reduce the government's budget for civil servants' salary by 30 to 50 percent. The current portion is 50 to 70 percent. It is also to streamline the bloated size of its 4.7 million employee corps as part of its efforts to improve its bureaucracy's efficiency, effectiveness and productivity. By this policy— according to Finance Minister Agus Martowardojo —the government wants to have a better control of the effectiveness of its personnel expenditure and increase the quality and productivity of civil servants in accordance with the criteria of bureaucratic reform. The government will continue to carefully control on personnel expenditure and focus on improving the quality of civil servants. If the required quality and the right corps size are achieved, the productivity of civil servants will automatically increase.

Civil servant reform should also be placed in determining the institution which administering them. In Indonesia, We still find that public institutions in charge of civil

servant affairs unclear. There are two bodies split the management of the civil service. The Ministry of Administrative Reform (MenPan) is responsible for regulations governing the administration of the country. It carries out this function mainly through policy pronouncements and ministerial decrees which go largely ignored by the rest of the bureaucracy. The National Civil Service Agency – Badan Kepegawaian Nasional (BKN) is formally responsible for implementing the civil service law by issuing guidelines on hiring and firing and promotions, and regulating the size of the civil service. The Ministry of Finance plays an important role, as its budget allocations in effect determine the size of the civil service. The Ministry of Home Affairs carries a great deal of weight with decentralized administrations in their management of the civil service. In recent time, the government is still making a process for having Civil Service Commission for coping the need for further reform.

8. Challenges in Administrative reform in terms of Bureaucracy and Civil Service

In many developing countries, administrative reform especially in bureaucracy and civil service for decades ago has been a great effort to achieve. However, there are some significant barriers in their on going process. The author agree with some scholars that administrative reform in developing countries has been implementing for such a long time but little result occurred. These phenomena came to surface do to lack of awareness of their actors in political institution and also

executive institution. Administrative reform actually is a new thing for some developing countries due to their newly state independence. They just have administrative heritage from their colonials.

Further, arguably, it is easy to change structure and functions of administrative institutions but no for their culture, behavior and values. It would need much more time to adapt new things such as many reforms come from outside. External pressures for reform whether that is good for the developing countries, the result can not fully achieved. Culture and value of reforms should firstly be in hand of the actors of the states then move to their society. So, the –good of administrative reform can eventually be achieved but need more time and good political interest from the elites of government.

In terms of bureaucratic reform, there are some good reforms occurring in many developing countries. Internally, quality, neutrality, capability and other bureaucrat capabilities have been established. However, these indicators have usually be intervened by the power of politicians and actors who has power. We can find also the resistant of some bureaucrats due to their afraid of loosing authority that they have as a special power vis a vis politician and the society.

Other obstacle of bureaucracy reform is about –soul of competition for providing goods and services. They usually act as the owner of services, citizen is just an object that depend on them. This paradigm should eventually eliminated by reform not revolution. However, accelerating

bureaucracy for having soul of competition is by looking to the live of private sector organization and powerful forces of globalization. Then elevate by the responsible actors both politicians and executive as a good regime.

Many Arabian and Asian countries have great deals for reforming their bureaucracy. They focused on institution, administrative and human resources. Institution reform has been implemented by vary. For example, they eager to downsizing, strengthening and streamlining organization coped with the need for effective and efficient objectives. In terms of business process, they have been implementing some strategy such as privatization and partnerships in achieving bureaucracy goals. Further, reform in human resources is in very huge efforts by giving access to training ground, education and comparative studies. However, those three will not give a significant impact if the government leadership does not back up in terms of policy and program. Further, government actors should pay more attention in hindering their vested interest. Their intervention for political interest will face the reform in a set back.

Critics to bureaucracy and service servant reform can be mention in terms of:

1. Ministry concern as leader for reform
2. Demand management and behavior change. Public services (provided by all sectors) are universally terrible at understanding their customers and shaping their behaviour. So, we have to pay more concern for this matter.

3. Many have tried and many have failed. But effecting real change in the way turning navel-gazing 'policy-making' into real delivery and challenging the notion of Civil Service 'independence' would be a bold brushstroke that showed the rest of the sector the political leader is up for change.
4. Quality and consistency. Localism and a supply shake-up are important - so is the citizen expectation of a decent deal from public services wherever they live.
5. Strategy: I see a lot from the government that is poorly thought through in terms of basic strategic planning. This condition make the reform is not in the right track.

In Indonesia there are some significant efforts regarding these three reforms. Releasing sub ministry for bureaucracy reform is one significant effort. Then this ministry has a long terms road map for reforming bureaucracy. Hopefully, the reform will always in a right tract and no change direction do to regime change, as two years to come Indonesia will have a great political recruitment.

Civil service reform is a specific reform as administrative and bureaucracy reforms have taken place. Many developing countries as Indonesia, have given a great effort to reform state human resources. Starting with the step of recruitment, training, carrier opportunities, and retirement, they have done in cycling. However, they still face significant problems such as quality and quantity of their civil servant. In quantity, for example Indonesia,

the comparison between civil servant and the society is still imbalance. There are almost 4.8 million civil service that should provide services to more than 240 million citizens. Further in quality, there are some lack of skills and also behavior. Another obstacle is about the imbalance quality and quantity between regions. There are some differences between civil service in west region and east region of Indonesia. However the very important thing is that civil service should be neutral, skillful and have a good salary to protect them in a negative trap of corruption, collusion and nepotism as a bad performance of civil servant for such a long time. Good skills is not enough, there are more important matters than skills, those are moral, ethics and mentality.

9. Conclusion

To sum up, it is generally agreed that a competent civil service has the following challenges as characteristics:

- it is merit-based and politically neutral;
- it is well-structured, -right-sizedl, and well-paid;
- it is accountable, professional, and generally free of corruption;
- it is relatively autonomous, responsive, and representative;
- it is well-trained, performance-oriented, and relatively open..

All of these competent factors is well defined in a blue print. However, in practice this heavily depends on regime or political leadership policy and also the civil society awareness to ask and monitor the regime to commit to the reform.

Further, if it is not a panacea, but reform in a best way may run well on the

near future. Linking bureaucracy and civil service reform to other ongoing public sector reforms is a win-win agenda. The reform reaches across government and is a key to improved service delivery. We also consider that Indonesia has an aging civil service population. This provides the opportunity for right-sizing through smooth retirement schemes. It also presents opportunities to start the implementation of transparent recruitment, tailor job descriptions to tasks, and rework conditions for incoming civil servants. However, road map of administrative reform released by the regime of reform era in terms of bureaucratic and personnel reform should be promoted and keep on going program. There is no instant policy reform for resulting best administrative reform. Indonesia Vision on Road map of bureaucracy reform till 2020 should be supported by all elements to have a result. Whether occurring in a slow or fast growth of reform, the phenomena should be continued. To sum up, many developing countries have been implementing administrative reform in terms of their bureaucracy and civil servant. However, the reform is in one step behind compared to the developed countries. It is so called they are still in Weber's stage of reform which focus on effectiveness and efficiency. It's a kind of a long and winding road of Indonesia's administrative reform.

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