

COMPARATIVE STUDY OF INDONESIAN AND MALAYSIAN CIVIL SERVICE REFORM

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ABSTRACT

Public service reform has demanded personnel reform to ensure that public services are carried out effectively. The success of personnel reform then needs to be assessed to know how far it has worked in a country to find out how effectively the reform effort has been implemented. This paper aims to conduct a comparative review of the extent to which personnel reform has been implemented in Indonesia and Malaysia. This research was conducted by qualitative method with a comparative study approach. Secondary data were used in the study by taking from databases provided by the *United Nations* and the *World Justice Project*. The comparison was carried out using five indices, namely *E-government development index (EGDI)*, *E-Participation Index (EPI)*, *Rule of Law Index*, *Corruption Perceptions Index (CPI)*, and *Democracy Index*. In addition, secondary data are also obtained from literature studies of books, research journals, and other sources that are in accordance with the research problem. The results showed that overall Malaysia is superior in the successful implementation of personnel reform when compared to Indonesia in terms of implementing *e-government* and ensuring its public services are delivered accountably. However, in involving public participation in *e-government* operators, Indonesia is superior when compared to Malaysia. The implication of the research for the Indonesian government is the demand to better develop its personnel reform policies to ensure more effective and accountable public services in the future.

Keywords: *personnel reform, comparative study, Indonesia, Malaysia, public service*

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INTRODUCTION

Public service institutions underwent a rapid transformation after the Second World War. Public service management reforms have been carried out by many countries with the main focus on increasing the efficiency and effectiveness of public service delivery. This is done for various sectors in public services, including defence, the economic sector, administration, politics and law enforcement (Serkalem, 2020). This public service reform occurred because of the urge to change the government in terms of its organizational functions and structures, improve human resource policies and provide institutional support for government decentralization and manage the process by which these reforms can be implemented and bring about changes in the provision of public services (Pollitt & Bouckaert, 2004).

Public service reform cannot be separated from developments regarding public administration where this has given rise to the idea of New Public Management (NPM). NPM as a modern governance management movement has been introduced since 1991 and many countries have implemented this. The application of NPM has proven to help improve services to the community. According to Osborne (2010) the idea of change brought about by the NPM flow is a very big job. NPM focuses on performance-oriented public sector management. The use of the NPM paradigm has brought several consequences for the government, including demands for efficiency, cost cutting, and tender competence. NPM provides a fairly drastic change in public sector management from a traditional management system that seems rigid,

bureaucratic, and hierarchical to a public sector management model that is flexible and accommodates the market (Yuhertiana, Suhartini, & Tannar, 2021). These changes are not only small and simple. These changes have changed the role of government, especially in terms of the relationship between government and society (Nouri & Parker, 1998).

NPM then demands civil service reform to create efficient and effective public service delivery. Civil service reform (civil service reform) is a proactive and intentional approach to increase the effectiveness, efficiency and professionalism of civil servants with the ultimate aim of improving the quality of product and service delivery to the public amidst a strong culture of transparency and accountability (Yakubu, Zubairu, & Adepoju, 2022). This refers to all efforts made by the government to reform the structures and processes of public sector organizations to improve their performance (Turner, Prasajo, & Sumarwono, 2022). Reforms that occur must be successful to ensure that the implementation of public services now and in the future will run well. Therefore, it is important to research the extent to which these reforms have been implemented in a country to determine how effectively they have been implemented.

This paper aims to compare the extent to which civil service reform has been implemented in Indonesia and Malaysia. These two countries were chosen as the focus of the review because they are two influential countries in Southeast Asia. Both are middle-income countries in Southeast Asia that experience significant economic growth from year to year even when faced with crises, such as what happened during the pandemic (Anggraeni, 2016). Indonesia is one of the largest economies in Southeast Asia, Indonesia has recorded impressive economic growth since overcoming the Asian financial crisis in the late 1990s. Currently, Indonesia is the fourth most populous country in the world and the 10th largest economy in terms of purchasing power parity, the country's GDP growth is projected at 5.1% in 2022 (World Bank, 2022). Malaysia, meanwhile, since gaining independence in 1957, has managed to diversify its economy from one that was initially based on agriculture and commodities, to one that now plays host to strong manufacturing and service sectors. Following the Asian financial crisis of 1997-1998, Malaysia's economy is on an increasing trajectory, with an average growth of 5.4% since 2010, and is expected to achieve its transition from an upper-middle-income economy to a high-income economy by 2024 (World Bank, 2022).

Southeast Asia is one of the most dynamic regions in the world today, but at the same time, rapidly developing economies and societies present new challenges for governments in the region (OECD, 2019). This makes the review of the two countries in Southeast Asia interesting. Furthermore, the comparative analysis used in this study is intended to help policy makers, public managers, and citizens assess the performance of public sector reforms in the region. So then this paper is expected to contribute to the literature on public sector reform, especially the results of the civil service reform of the two countries to date.

Theoretical Review

Civil service reform refers to a conscious and courageous effort by political leaders to provide public services that are free of corruption and unprofessionalism with the aim of strengthening structures and processes to ensure that the civil service is highly efficient and effective in the delivery of appropriate services. with a new culture of meritocracy, transparency, and accountability (Yakubu, Zubairu, & Adepoju, 2022). This includes the introduction of examinations and merit-based recruitment and promotions, as well as other reforms aimed at increasing the professionalism, competence and performance of public

services (Aneja & Xu, 2022). Civil service reform is an acknowledgment by administrators and public sector leaders that things can always be done better; that continuous improvement in service delivery should be the motto of all public organizations (Turner, Prasajo, & Sumarwono, 2022).

According to the World Bank's Independent Evaluation Group, personnel reform has occurred in three waves. The first wave (during the 1980s) involved reducing the size of the civil service and restructuring the central organization. The second wave (starting in the 1990s) was significantly influenced by public management reforms and included performance appraisal, greater transparency and decentralization. The current three and final phases focus more on improving the quality and motivation of civil servants, better recruitment and promotion systems, and ultimately improving service delivery (Janenova & Knox, 2019).

Civil service reform is one of the most difficult development reforms, but the efforts of governments and international organizations, and researchers are trying to overcome these difficulties, bridging research gaps, and development solutions, various scientific methodologies, and are still continuing (Albalushi, Zaidan, Bin Abdul Khadir, & Bin Yusof, 2019). One way is to expand the literature by using comparative or comparative studies. Comparative public administration (CPA) is “the study of administrative institutions, processes, and behavior across organizational, national, and cultural boundaries” (Jreisat, 2011, p. 33). CPA investigates and analyzes by comparing administrative systems and subsystems to increase our understanding of public administration (Önder & Zengin, 2022).

According to Önder and Zengin (2022) CPA can be used to compare state administration systems so that it can compare countries in several comparative aspects including administrative history, constitutional and legal frameworks, central government, local government, public service systems, reform philosophy, and Civil Society /NGO. In the category of reform philosophy, what is evaluated relates to whether the state has focused or is NPM oriented in its governance, which shows civil servants working with accountability, transparency, participation. In addition, it is reviewed whether public services have been implemented with an orientation towards new technologies such as artificial intelligence, e-government, and digital administration reform.

METHOD

This research is a comparative study that compares the extent to which personnel reform has been implemented in two countries, namely Indonesia and Malaysia. According to Creswell, qualitative research is an approach used to explore a central phenomenon that is carried out by researchers by seeking information, for example by interviewing and then the information is described in a description in the text to be analyzed (Raco, 2010). The research was conducted using qualitative methods using a literature review. Literature study is carried out by collecting various literature materials, including books, research journals, and other sources that are appropriate to the research problem. The data collected is secondary data derived from the UN e-Government Knowledgebase (UNeGovKB) database, the World Justice Project, Transparency International, and The Economist Intelligence Unit (EIU). The UN e-Government Knowledgebase (UNeGovKB) database provides information on the extent to which countries are implementing e-Government in their review of the use of information technology in the delivery of public services in line with efforts to increase efficiency,

effectiveness, transparency, accountability, access to public services, and participation. citizen. This is provided in the form of the E-Government Development Index (EGDI) and the E-Participation Index (EPI). The World Justice Project provides a Rule of Law Index which is based on a measure of the application of the rule of law in a country. This can be used to measure the extent to which the government applies the law to be able to provide accountable public services. Transparency International provides the Corruption Perceptions Index which provides information regarding transparency, accountability and integrity in all sectors of society including the government sector. The Economist Intelligence Unit provides a Democracy Index which provides an overview of the state of democracy around the world. The secondary data is then processed and compared between the two countries to find out how far the two countries have been successful in implementing civil service reform.

RESULTS AND DISCUSSION

Civil Service Reform in Indonesia

Indonesia is a large country with the fourth largest population in the world. This then causes Indonesia to have a large number of civil servants, namely around 3.9 million people as of June 2022 (State Civil Service Agency, 2022). This number is in line with demands to improve the quality of employees to become a modern and efficient government system. Civil Servants are then required to have high competence to provide better public services and develop government capacity (Tjiptoherijanto, 2018).

One of the reasons for civil service reform in Indonesia was the implementation of decentralization which was carried out based on Law Number 22 of 1999 concerning Regional Government. In this case, local governments in Indonesia then initiated personnel reforms that required changes to the civil service system in their respective regions. These changes are related to a more transparent recruitment system, an open fit and proper test in filling positions and a performance-based remuneration system (Prasojo, 2010). The weakness of such regional personnel reform is its dependence on the commitment of the regional head in pushing for the personnel reform itself. So that when regional heads do not have the same commitment, the personnel reform process that occurs will differ from one region to another. Therefore, then a national effort is needed.

The Ministry of Finance is one of the national institutions implementing personnel reform which is seen as having a significant role in pushing for national staffing reform in Indonesia. This initiative was initiated in 2006 whose main policies included competency-based placement of employees, establishing new service offices, trimming a number of internal structures that were not needed, measuring performance and providing performance allowances and remuneration reform (Prasojo, 2010). This then shows a fairly positive change in the institution.

The institution's efforts later became pilot reform initiatives for other institutions in Indonesia. In line with these efforts, the Ministry of Education is also implementing a merit-based payment initiative based on Law Number 14 of 2005 concerning Teachers and Lecturers. When these initiatives have proven successful they will be scaled up to the national level. In addition, an independent remuneration commission will provide advice on salary scales and modernization of salary structures for senior officials (Tjiptoherijanto, 2016). The initial

initiatives of the two institutions later became the initial efforts of the Indonesian government to implement national civil service reform.

Furthermore, the implementation of personnel reform in Indonesia is now based on Law Number 5 of 2014 concerning the State Civil Apparatus. The regulation was issued as a strategic step taken by the government in reforming and transforming the bureaucracy related to the management of human resources for the state apparatus. Law Number 5 of 2014 itself contains changes in the overall personnel management system, starting from the system of planning, procurement, career development/promotion, payroll, as well as systems and retirement age limits. These changes are based on a merit system, which puts forward the principles of professionalism/competence, qualifications, performance, transparency, objectivity, and freedom from political intervention and Corruption, Collusion and Nepotism (KKN). The main target of Law Number 5 of 2014 itself is to create a bureaucracy that is professional, competent, with integrity, providing the best service to the people.

Various forms of personnel reform that have been carried out by Indonesia to date include the following:

1. Recruitment for State Civil Apparatus (ASN) is currently using the Computer Assisted Test (CAT) system which is very different from the past which was still carried out conventionally using Computer Answer Sheets (LJK) and it takes a long time to find out the results. With the CAT system, test results can be known directly so that manipulation of exam results can be avoided. CAT is also currently available for persons with disabilities.
2. Promotion of current positions is also more open.
3. The need for ASN, currently there is e-formation, which is a system that is useful for preparing the annual CPNS formation requirements. Institutional redesign, use of Job Analysis, Workload Analysis, and job maps.
4. Personnel Services, currently there is SAPK-MySAPK which can be downloaded on Android, online simple usage, and online presence.
5. Competency assessment through virtual assessment center and talent mapping.
6. Outcome-oriented performance appraisal, not just output.
7. Implementation of Flexible Work Arrangements (flexible work arrangements).
8. Employee development in the form of e-learning and web seminars.

Civil Service Reform in Malaysia

Public administration in Malaysia, according to Chin (2017) since its independence period has shown to be quite professional and representative, but after the 1969 riots a new political reality caused civil servants to be dominated by the Malay community. The leading Malay party, UMNO, occupies a superior position in the political system and begins to control the state and the entire state apparatus (Chin, 2017). This then shows the changing landscape of the composition of civil servants in Malaysia. Since its independence in 1957, the public sector in Malaysia has been a key driver in the country's development. Thus, the period from independence to the 1980s was marked by the building of institutions and the proliferation of public companies and government institutions, as the public sector was entrusted with implementing the country's 5-year economic plan (Abd Manaf, 2017).

Malaysia's civil service reform efforts largely started during the 1980s, influenced by the renewed interest in public sector reform in countries such as the UK, New Zealand and Australia (Abd Manaf, 2017). This is closely related to Malaysia as a British Commonwealth

of Nations. During this period, the Government of Malaysia introduced a key policy “Malaysia Incorporated” which stressed the need for closer cooperation and collaboration between the public and private sectors. Based on this concept, Malaysia is seen as a company that is jointly owned by the public and private sectors. This then led to significant changes in the provision of public services in Malaysia. Malaysia Incorporated requires the public sector to see itself as a facilitator and beneficiary of private sector-led economic development, rather than as a barrier to the private sector through bureaucratic procedures and processes (Awang, 1995).

Efforts to reform and improve the administration of Malaysian public services intensified after the launch of Malaysia Incorporated in 1983 and then the endorsement of VISION 2020 in 1991. The Malaysian government realized that in order to enable it to fully support the achievement of VISION 2020, a realignment process had to take place, both in terms of structure, processes, procedures, and value systems in the context of employment. Regarding the value system, civil servants in Malaysia use a set of values that must be adhered to by civil servants (PNS) known as "The Twelve Pillars". The twelve values contained in these pillars are used as the basis for values and ethical practices that are ideal for civil servants to implement and adapt in carrying out their duties in providing public services to the community (Tjiptoherijanto, 2008).

In its personnel reform, Malaysia has also implemented the "One Service, One Delivery, No Wrong Door" policy which was implemented in 2008. This policy promises to provide first-class public services that are not discriminatory and provide equal opportunities for all Malaysians. This policy to provide equal opportunities also affects the recruitment of employees who are "color-blind" and "gender-blind", meaning that they do not pay attention to skin color and gender in the recruitment of civil servants. This policy is then expected to increase ethnic diversity in public services through recruitment and career development programs. It is also used to ensure that exemplary leaders are recognized and properly placed so that they can encourage effective changes in the country's public service institutions (Tjiptoherijanto, 2012).

Furthermore, in 2009, Malaysia introduced a new approach to public service reform, namely the Government Transformation Program (GTP). This program focuses government efforts on improving services in six National Key Result Areas (NKRA): crime; corruption; education; rural infrastructure; urban public transportation; and poverty. In its approach, GTP incorporates best practices and approaches adapted to local contexts. GTP demonstrates that significant improvements can be achieved through focusing on a clear set of priorities, with clear lines of accountability for delivery and by creating competition through performance ratings. GTP also highlights the importance of collaboration among all stakeholders involved in public management reform (Xavier, Siddiquee, & Mohamed, 2016).

E-Government Development Index (EGDI)

The E-Government Development Index (EGDI) is taken from the UN *e-Government Knowledgebase (UNeGovKB)* database. EGDI measures how far a country has gone in implementing *e-government* in its public service provision. EDGI reviews several aspects such as access, infrastructure and education level, to reflect how a country uses information technology to promote access and inclusion of its people. EGDI is a combined measure of three

important dimensions of *e-government*, namely online service provision, telecommunications connectivity, and human capacity.

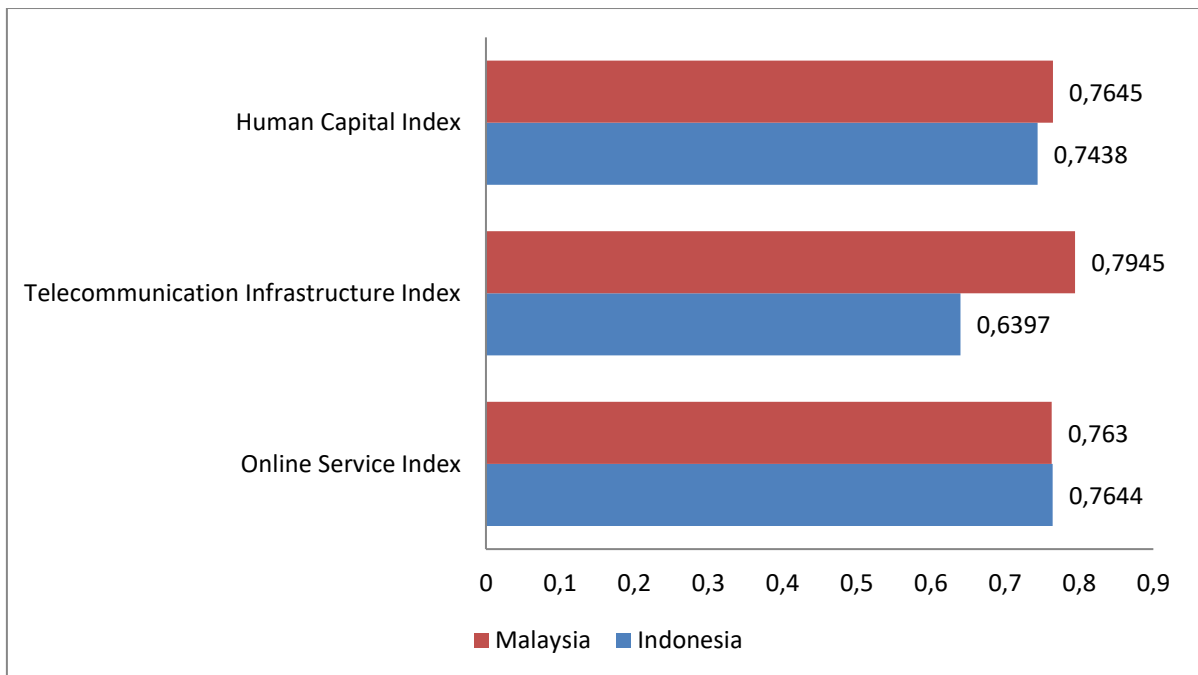


Figure 1. Three-dimensional comparison of Indonesian and Malaysian EGDI (2022)

Source: (publicadministration.un.org, 2022)

Figure 1 shows the results of a comparison of the three dimensions of e-government based on the size of the Indonesian and Malaysian EGDI. Based on the comparison, it can be noted that of the three dimensions, Malaysia has a higher score than Indonesia in terms of the Human Capital Index and the Telecommunication Infrastructure Index. This then shows that based on the quality of its people and telecommunication infrastructure, the provision of public services in Malaysia has a better quality compared to Indonesia. Furthermore, based on the Online Service Index, there is an insignificant difference from the scores of the two countries. This shows that the two countries have provided online public services at more or less the same level.

These three EGDI dimensions can then be recalculated to provide the overall EGDI value for each country. This can then be compared, both between the two countries and with the average of countries around the world.

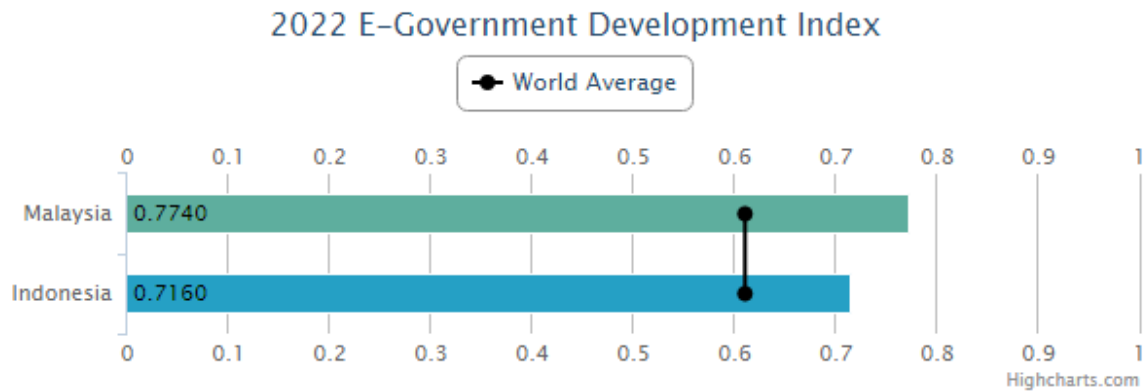


Figure 2 Comparison of Indonesia and Malaysia's Overall EGDI Score (2022)
 Source: (publicadministration.un.org, 2022)

Figure 2 shows a comparison of overall EGDI scores between Indonesia and Malaysia. Malaysia gets a score of 0.7740, while Indonesia gets a score of 0.7160. Based on the illustration, it can be seen that both countries have a value greater than the world average which has a value of 0.6012. Malaysia gets a score of 0.7740, while Indonesia gets a score of 0.7160. This shows that both countries have exceeded the quality that *the United Nations* expects to provide public services, especially in using *e-government*. Furthermore, it can be noted that overall Malaysia has a higher EGDI score than Indonesia. This then implies that Malaysia has the upper hand in ensuring that the reforms in the public sector undertaken, especially in the use of *its e-government*, have been more successful when compared to Indonesia.

E-Participation Index (EPI)

E-Participation Index (EPI) is an additional index from EGDI that provides the extent to which people have participated in public services through *e-government* provided by the government. EPI is a multifaceted framework, consisting of three core components, namely e-information, e-consulting, and electronic decision-making. The three dimensions are measured simultaneously and produce a noteworthy value in Figure 3.

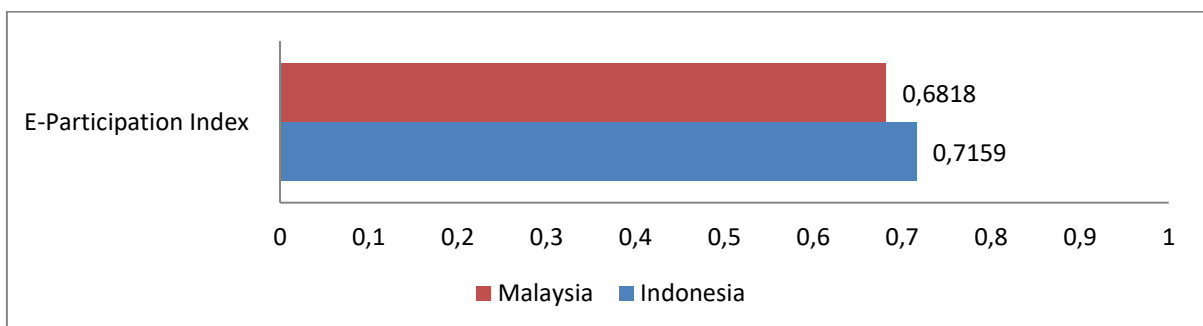


Figure 3 Comparison of Indonesian and Malaysian EPI Values (2022)
 Source: (publicadministration.un.org, 2022)

Based on the figure, it can be seen that Indonesia's EPI value is higher than Malaysia's. In this case, Malaysia gets a value of 0.6818, while Indonesia gets a value of 0.7159. This shows

that the level of participation of Indonesians in *e-government* is higher than that of Malaysians. This then shows that the Indonesian government is better at providing information, conducting electronic consultations with the public and using electronic information in public decision-making.

Rule of Law Index

The *Rule of Law Index* or State of Law Index provided by the *World Justice Project* assesses the extent to which the application of law carried out by the government of a country has been carried out. The *Rule of Law Index* assesses several aspects of the application of state law, including restrictions on government power, no corruption, open government, fundamental rights, order and security, rule enforcement, civil justice, and criminal justice. This will provide for the extent to which the government has implemented the law in accordance with the idea of justice. In this case, when it is related to the implementation of public services, it will show government accountability. Figure 4 shows the results of the *World Justice Project's* assessment of the application of law in Indonesia and Malaysia based on eight aspects of the *Rule of Law*.

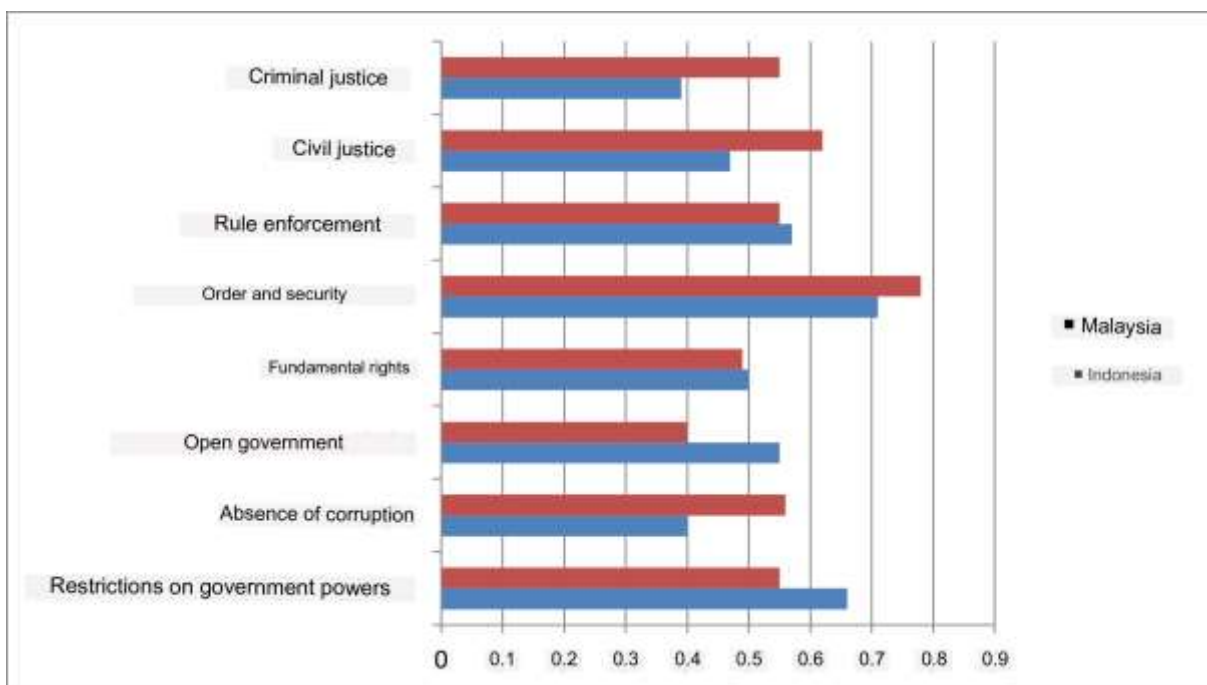


Figure 4 Comparison of the Values of the Eight Aspects of the Indonesian and Malaysian Rule of Law (2022)

Source: (worldjusticeproject.org, 2022)

Based on the assessment conducted by the *World Justice Project* in the application of law in the two countries, it can be noted that Malaysia is superior to Indonesia in several aspects, such as criminal justice, civil justice, order and security, and the absence of corruption. Meanwhile, Indonesia is superior in aspects of limiting government power, open government, providing basic rights, and enforcing regulations. Furthermore, Figure 5 provides the overall value of the *Rule of Law Index*. Based on the comparison of the overall *Rule of Law Index*

value, it can be seen that Malaysia has a superior value than Indonesia. The difference in the value of the *Rule of Law Index* is not much different from the difference of 0.04 which basically shows that the application of law in the two countries is not much different. But then Malaysia remains superior to Indonesia when viewed from the application of law by its government. This can then imply that in the provision of its public services, the Malaysian government is superior in demonstrating its accountability, which is judged by the application of the law in the country, when compared to Indonesia.

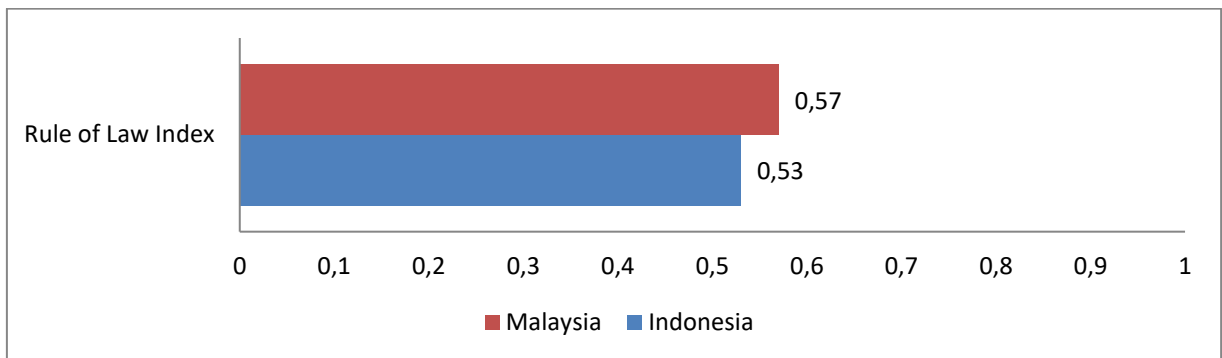


Figure 5 Comparison of the Rule of Law Index values for Indonesia and Malaysia (2022)

Source: (worldjusticeproject.org, 2022)

Corruption Perceptions Index (CPI)

The Corruption Perceptions Index (CPI) provides information related to transparency, accountability, and integrity in each country in all sectors of society including in the government sector. The CPI is the most widely used index in the world to measure how corrupt each country's public sector is. The CPI calculation process is reviewed periodically to ensure it is as robust and coherent as possible. Each country's score is a combination of at least 3 data sources drawn from 13 different surveys and corruption assessments. This data source was collected by various leading institutions, including the World Bank and the World Economic Forum. In this case, when it is related to the implementation of public services, it will show government accountability. Figure 6 shows the results of CPI assessments in Indonesia and Malaysia sourced from 3 data sources taken from 13 different surveys and corruption assessments.

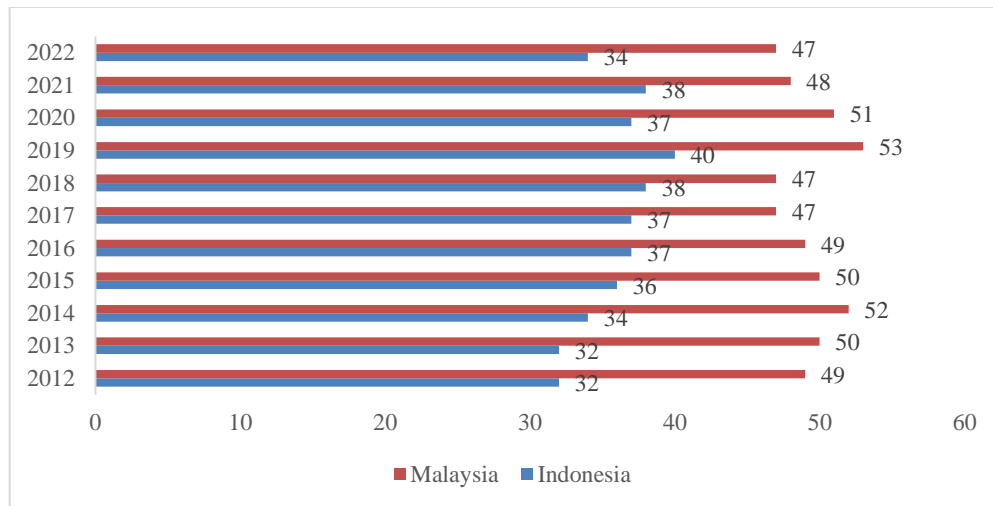


Figure 6 Comparison of the rule of law index values of Indonesia and Malaysia (2022)

Source: (transparency.org, 2022)

Based on the assessment conducted by CPI, it can be seen that Malaysia's score is superior to Indonesia's. Malaysia got a score of 47/100 while Indonesia got a score of 34/100. However, if you look back, the scores of the two countries have decreased from 2021.

Democracy Index

The Democracy Index provides a snapshot of the state of democracy around the world. The Democracy Index is based on five categories: *electoral process and pluralism, functioning of government, political participation, political culture, and civil liberties*. Based on its scores on various indicators in this category, each country is then classified as one of four types of regimes namely "full democracy", "flawed democracy", "hybrid regime" or "authoritarian regime". Figure 7 shows the results of the *Democracy Index assessment* in Indonesia and Malaysia.

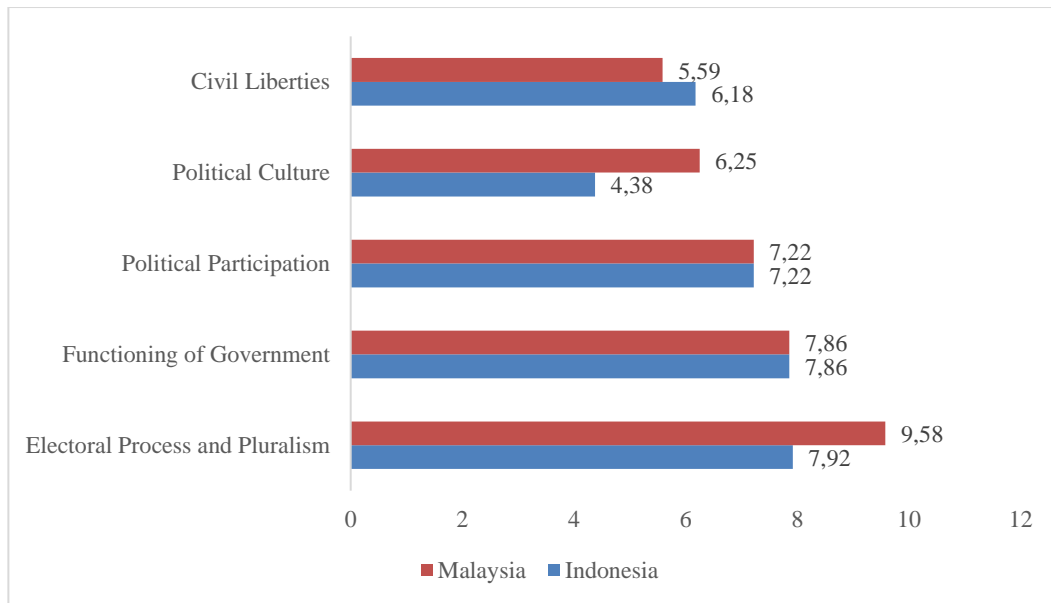


Figure 7 Comparison of the values of the five categories of Democracy Index Indonesia and Malaysia (2022)
 Source: (eiu.com, 2022)

Based on the assessment conducted by *The Economist Intelligence Unit* on the five categories in the two countries, it can be seen that Malaysia is superior to Indonesia in several categories, such as *electoral process and pluralism* and *political culture*. In the category of *functioning of government* and *political participation*, *Indonesia and Malaysia have the same value*. While Indonesia is superior in *civil liberties*. Furthermore, Figure 8 provides the overall value of the *Democracy Index*. Based on the comparison of the overall *Democracy Index* scores, it can be seen that Malaysia has a superior value than Indonesia. The difference in the value of the *Democracy Index* has a difference of 0.59 which basically shows that democracy in the two countries is not much different.

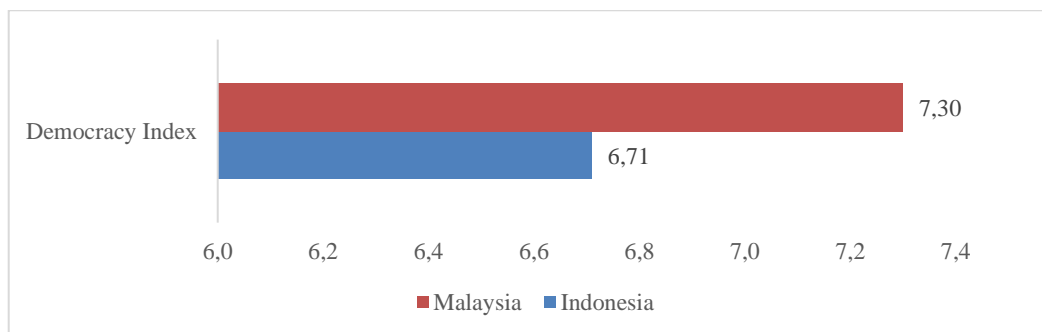


Figure 8 Comparison of Democracy Index Values of Indonesia and Malaysia (2022)
 Source: (eiu.com, 2022)

DISCUSSION

World developments have pushed for personnel reform in the provision of public services in various governments around the world. The success of this personnel reform must then be measured to find out the effectiveness of the reform policies made by the government at that time. Assessment of the success of personnel reform can be done using a comparative study. Comparative public administration studies the capacity of governments and public actors to design and implement policies (Van de Walle & Brans, 2018). In this study comparative public administration is used to compare the success of civil service reform between Indonesia and Malaysia. Table 1 provides a comparison of the success of personnel reform between Indonesia and Malaysia based on several indices, namely the E-Government Development Index (EGDI), E-Participation Index (EPI), Rule of Law Index, Corruption Perceptions Index (CPI), Democracy Index.

Table 1 Comparison of successful personnel reforms between Indonesia and Malaysia

Category	Indonesian	Malaysia
E-government development index (EGDI)	0.7160	0.7740
E-Participation Index (EPI)	0.6818	0.7159
Rule of Law Index	0.53	0.57
Corruption Perceptions Index (CPI)	34	47
Democracy Index	6.71	7.30

Source: (worldjusticeproject.org, 2022; publicadministration.un.org, 2022; transparency.org, 2022; eiu.com, 2022)

Comparisons were made with reference to several existing indices, including the E-Government Development Index (EGDI) and E-Participation Index (EPI) provided by the UN e-Government Knowledgebase (UNeGovKB) and the Democracy Index provided by The Economist Intelligence Unit. These three things will provide an overview of the extent to which the government in a country has implemented public services using e-government. One of the categories of reform philosophy in comparative public administration is measuring whether public services have been implemented with orientation to new technologies such as e-government and digital administration reform (Önder & Zengin, 2022). The success of personnel reform can then be judged by the extent to which the success of e-government implementation and digital administration reform has been implemented by a government.

The findings of this study indicate that Malaysia, when compared to Indonesia, has a higher EGDI score than Indonesia, indicating its success in personnel reform in implementing e-government to provide public services. The use of e-government shows that there is a process that has been transformed in a public service so that the existing process becomes more efficient (Nugraha & Susanto, 2022). Civil service reform basically aims to provide civil servants who are professional, qualitative and responsible to society (Giri & Shrestha, 2018). This then led to the emergence of the need for technology-based institutional and human resource

development, one of which is through the application of e-government in the provision of public services.

Other findings in this study indicate that based on the EPI, the level of participation of Indonesians in e-government is higher than that of Malaysians. One of the reforms in public administration can be judged by whether public services have been implemented with an orientation towards new technologies such as digital administration reforms (Önder & Zengin, 2022). E-participation shows efforts to actively involve citizens in considering the policy process so that the community can raise issues, modify agendas and change government initiatives (Connaughton, 2022). This then shows how far the community can be involved in public service policies made by the government. In implementing e-participation, Civil Servants play a role as a core actor, namely as a unit responsible for running the e-participation platform. Its role is very important in ensuring the strategic management and operation of the e-participation platform (Randma-Liiv, 2021). Therefore, the success of implementing e-participation will imply that there is success in personnel reform in a country. Meanwhile, based on the Democracy Index, Malaysia has a superior score compared to Indonesia, but the two countries have a not so far difference in value which shows that democracy in both countries has been running. Democracy in Malaysia is inseparable from the dynamics following the establishment of a national state of emergency (January-August) to suppress the spread of Covid-19. This led to the suspension of parliament and delayed the collapse of the government which was then led by PM Muhyiddin Yassin, while Indonesia succeeded in raising the quality of democracy due to two factors, firstly the Constitutional Court decision in November 2021 which declared the Job Creation Law unconstitutional and asked the government to revise it. Second, President Joko Widodo's decision to accommodate various political groups in the Advanced Indonesia Cabinet. This succeeded in building a compromise between political forces (cnbcIndonesia, 2022).

An assessment of civil service reform in a country must also be able to describe the extent to which the Civil Service in that country has worked by demonstrating accountability, openness, participation (Önder & Zengin, 2022). Personnel reform is one of them intended to increase accountability. Reforms have been shown to increase the accountability of civil servants, but then this does not always work in the same way from one country to another as it depends on local social and political conditions (Jiru, 2020). The accountability of civil servants in this study is measured using the Rule of Law Index provided by the World Justice Project as well as the Corruption Perceptions Index (CPI). The research findings show that Malaysia is superior to Indonesia in the application of law by its government. As for the Corruption Perceptions Index (CPI), research findings show that Malaysia has a superior score compared to Indonesia. This implies that in the provision of public services, the Malaysian government is superior in showing its accountability.

Accountability basically gives a signal whether civil servants have worked in accordance with applicable law. The existence of accountability will pressure politicians to introduce stricter supervisory procedures and higher involvement in a more merit-based bureaucracy (Berenschot, 2018). This then shows that personnel reform has encouraged accountability. So that the higher the accountability will show the higher the success of the implementation of personnel reform which is shown by the more civil servants who work in accordance with applicable law.

Reform, simply put, implies readjustment or repositioning of the organization so that it can effectively and efficiently meet the dynamics and challenges of the environment in which the organization operates. Public sector reform on the other hand usually includes a series of reform measures related to core government functions such as civil service reform, financial and fiscal reform, decentralization, increased accountability, legal and judicial reform, and improvement of the corporate regulatory framework (Ukomadu & Benjamin, 2018). In this case, the reform will also involve existing human resources within the organization. Personnel reform was carried out to increase the efficiency, effectiveness and professionalism of public service delivery (Satish, 2004). Reform in this case can be related to the modernization of the staffing system through the introduction of information technology or e-government and the implementation of remuneration (Kim & Araya, 2012). It can also relate to changes in the recruitment, selection and classification processes of civil servants as a result of a review of the operating and administrative systems, staffing processes and procedures implemented in each country. Table 2 provides a summary of the civil service reforms in Malaysia and Indonesia.

Table 2 Summary of Indonesian and Malaysian personnel reforms

Aspects of Personnel Reform	Indonesian	Malaysia
Recruitment and selection	<ol style="list-style-type: none"> Decentralised by each institution, based on permission from the Ministry of State Apparatus Empowerment Certain educational qualifications 	<ol style="list-style-type: none"> Nationally competitive examinations and application of merit system A university degree is required for professional and management groups
Rank classification	Grade I/a (lowest) to IV/e (highest); 17 levels at once Currently recruitment starts from class II/a For career positions starting from Echelon IV to Echelon I (highest)	<ol style="list-style-type: none"> Key civil service positions Professional and management groups Support group I Support group II
The main purpose of personnel reconstruction	Creation of <i>good governance</i>	Development of e-government strategic plan <i>and national center of e-government</i>
Personnel reform efforts	<ol style="list-style-type: none"> Remuneration reform for some institutions through bureaucratic reform Performance measurement and performance management 	<ol style="list-style-type: none"> The new remuneration system was established in 1992 Quality of Public Services Performance appraisal Accountability and ethics <i>Look East</i> policy (diligence and honesty) and privatization

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3. Moratorium on recruitment of civil servants until the end of 2012
 4. Open auction for NIPA chairman and BKN Internal tender open for promotion (Ministry of Finance)
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Source (Prasojo, 2010; Kim & Araya, 2012; Moon & Hwang, 2013)

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CONCLUSION

This paper has conducted a comparative review of the extent of civil service reform that has been implemented in Indonesia and Malaysia. The success of personnel reform is assessed from the success of implementing e-government using the E-Government Development Index (EGDI); success of community participation in implementing e-government by using the E-Participation Index (EPI); provision of public services in accordance with legal provisions using the Rule of Law Index; Corruption Perceptions Index which provides information related to transparency, accountability and integrity in the government sector; and the Democracy Index which provides an overview of the state of democracy throughout the world. The findings show that Malaysia is superior in implementing e-government and providing public services in accordance with legal provisions, while Indonesia is superior in involving public participation in implementing e-government. This success is inseparable from efforts to implement personnel reform in Malaysia which has the main goal of utilizing information and communication technology by using e-government while Indonesia is carrying out personnel reform with the main goal of improving good governance. A review of other aspects of the civil service reform process in the two countries shows that the recruitment and selection processes carried out by the two countries are almost the same, with certain educational requirements being given to fill certain positions. Filling in positions based on rank classification is also almost the same with the existence of four main levels at each level of office in the two countries. In carrying out their personnel reform efforts, the two countries have implemented a new remuneration system and developed a new performance measurement system. Although then there is a difference in the emphasis on the process where Malaysia emphasizes accountability and ethics while Indonesia seeks to improve the quality of the recruitment and promotion process. Overall this shows that Malaysia is ahead in its civil service reform. This implies that the Indonesian government must increase its efforts and personnel reform policies currently implemented so that the provision of public services can be even better in the future. In addition, better supervision is needed to ensure that personnel reform is carried out based on the policies issued.

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