

COMPARISON OF PERSONNEL REFORM OF THE UNITED STATES AND AUSTRALIA

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ABSTRACT

The role and function of the personnel system in the bureaucracy of a country is a critical, strategic, and decisive success factor. The size and quality of a country's bureaucracy determines whether it is superior or poor. For this reason, bureaucratic ability to change is needed in order to grow thoroughly and consistently, one of which is through research on best practices of personnel reform in other countries. This study aims to conduct benchmarking/comparative analysis of personnel system reform in the United States and Australia, which is based on the development of their respective staffing systems, using qualitative research methods and data collection techniques from literature studies. Position, job classification, and compensation, as well as training and development; to be used as comparison and assessment information. Based on the findings of this comparative study, each reform of the State Civil Apparatus has its own advantages and disadvantages.

Keywords: *Personnel Reform, Comparative/Comparison, United States, Australia, Public Service*

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INTRODUCTION

In general, a state is obliged to carry out the welfare of the people so that the government has the right to intervene in the material management of the people. In cultural interests, compliance with the law has been aided in the sense of the welfare state, by the acceptance of freedom of authority over government activities, but accompanied by a balance in the form of administrative justice. Efforts to fulfill the state's goal of ensuring the welfare of the people depend heavily on the ability of the bureaucracy. According to Prasoj (2010), bureaucracy is a state machine that determines whether or not state management runs in various domains, including popular economic growth for the benefit of the people. Even overall, bureaucracy is one of the most frequently used organs for policy implementation (Winarno, 2011).

Bureaucratic reforms continue to be developed over time. Bureaucratic reform usually contains bureaucratic reform policies and programs that include several steps of change in all aspects of government administration, such as organization, governance, apparatus human resources, laws and regulations, supervision, accountability, and public services. The implementation of bureaucratic reform plans and initiatives is carried out in a decentralized, concurrent, gradual, and coordinated manner, with reform of the state civil apparatus system being the most essential (Mohammad, 2012).

The State Civil Apparatus system of each country plays a vital and critical function in the wheel of government. This is supported by at least two facts. First, in many countries, effective growth is built on deliberate and earnest efforts to improve national staffing systems. Second, staffing is a component of the ever-changing bureaucracy that guides and controls government.

On the basis of these two facts, staffing is an important component of the process of service delivery and successful governance. The good and bad of agencies are greatly influenced by the quality of the country's bureaucratic system. Because improving bureaucratic performance

has far-reaching consequences and impacts on state life, increasing the efficacy of public service bureaucracy becomes a fundamental and more strategic policy issue. Good and democratic administration requires improved performance and accountability of the apparatus (Prasojo, 2010). Therefore, bureaucratic reform is needed that is consistent with changes in the order of political life, society, and the corporate sector.

The purpose of this paper is to study the comparative personnel reform of the United States and Australia. The United States and Australia were chosen for this study because both are developed countries that have a fairly high level of people's welfare but have GDP that is quite far away. Quoting Katadata (2022), the GDP of the United States is US \$ 25.04 trillion, while Australia is US \$ 1.72 trillion. This is interesting to study because the difference in GDP can be influenced by the bureaucratic system between the two countries.

Staffing System Concept

The system of a country is generally closely related to the form of the state and the system of government that governs the country (Herman, 2013). Employee planning, employee recruitment, selection, appointment, placement, payroll, development, payroll, career development, and dismissal are interconnected subsystems of the staffing system. There are many methods by which a state can control its apparatus to carry out government functions effectively; This will depend on the system that the state decides to manage labor authorities between the central government and local governments. Herman (2013) describes staffing systems broadly classified into three categories: (1) Separate Staffing System, (2) Integrated Staffing System, and (3) Personnel Integration Staffing System.

1. Separate staffing system

The Autonomous Community has full authority in its own personnel system to develop employees in their field of work, based on acceptance, selection, appointment, development, placement, transfer, promotion, and dismissal of these employees. Employees cannot be transferred (mutations) to different departments. Only employees in the immediate neighborhood are subject to central government regulations. According to the description, the staffing system itself has the following advantages and disadvantages.

1. Loyalty and successful performance are two advantages of different staffing systems.
2. There is a moral attachment and priority for local residents to become workers. The city government is strictly controlled.
3. Relatively cheaper due to the competitiveness of local wages.

Disadvantages of a separate staffing system:

1. Hiring professionals is difficult for small local governments.
2. Only useful in big cities.

2. Integrated Personnel Management System

In a unified personnel system, a body designed to meet these demands deals with all personnel issues of a country at all levels or at a certain level. The agency in this scenario has full authority to provide assistance to workers in their field of work, including acceptance, selection, appointment, development, placement, transfer, promotion, and dismissal of employees.

Benefits of an Integrated Personnel System:

1. There is a commission that regulates employees throughout the country.

2. Assist small local governments in hiring professionals.
3. Minimizes the likelihood of favoritism and nepotism.
4. A mutation that does not kill the race.
5. There are anti-abuse protections.
6. Training is provided before and after work.
7. Central supervision has no effect on the authority of local governments.

Disadvantages of the Integrated Staffing System:

1. Perceptual disagreements between officials and local government commissions.
2. Difficulty creating staffing processes, work standards, payroll systems, and discipline policies.
3. Possible employee conflicts.
4. Due to career constraints, it is difficult to hire professionals.
5. Inadequate training money.
 - a. Political interference with the personnel commission

3. Integrated Personnel Management System

The central government regulates all personnel, both central and regional. The center belongs to all its employees. Indonesia is getting closer to unification, but there is already a body. Ideal for focus. The following are some of the benefits of an Integrated Staffing System:

1. There is a similarity in working conditions.
2. There is a national agreement.
3. Extensive experience and knowledgeable personnel.
4. National integration, labor forecasting, and national training
5. Utilization of employees and trade union formalities.
6. The development center has a supply of professional personnel.

While the Integrated Staffing System has certain disadvantages:

1. It is difficult for the center to meet the demand for competent local government personnel.
2. The appointment of regional personnel by the center often leads to disputes with local governments.
3. They have a tendency to serve key interests.
4. Employees are more loyal to the central government than to local governments.
5. They often create delays and failures to adapt to local demands.

Concept of Comparison of Staffing Systems

The term attraction inspires similarities. Attraction is about balance, equality, and fairness. Comparison, especially contrast (difference) in similarities, similarities, patterns, and considerations (Herman, 2013). Many techniques/methods are used to benchmark personnel systems, such as (1) human resource development, which includes recruitment, education and training, career planning and development, and performance appraisal, (2) employee rights and obligations, such as salary, welfare, leave, health, and pension, and (3) utilities.

1. Human Resource Development

The planned development of resources is staff development activities. The word "personal development" is rarely used in literature; Instead, the term "development" is usually used. One of the operational functions of human resource management is development (Panggabean, 2004).

1. Recruitment

Recruitment is the practice of recruiting a number of qualified individuals and encouraging them to apply for positions with a company in a certain period. In most cases, this is followed by selection activities. The process of determining whether an applicant/employee/potential employee should be approved is known as screening. The decision must be made with the confidence that what is accepted is worthy of acceptance. This comparison of staffing systems will explain how each country assesses personnel requirements and selects individuals to fill vacancies in organizational units.

2. Education and Instruction

Training and development is an attempt to close or eliminate the gap between an individual's capabilities and what the business wants. This effort is carried out through increasing the work ability of employees through increasing knowledge and skills, as well as changing attitudes (Sedarmayanti, 2007). In addition, education and training (training) is often associated with appointment in a job (functional positions and structural/managerial positions), both as a requirement for appointment and to inform/improve expertise.

3. Career development and planning

One of the motivators for employees to work in the company is the opportunity to advance. Opportunities for advancement can be obtained, among other things, through participation in education and training programs. The education and training program you attend should be adequately organized, so that you can be promoted or transferred from one position to another that has higher positions and responsibilities. A person's career includes all the jobs they held during their working life (Davis & Werther, 1996).

Professional development can result in (a) horizontal rotation/displacement, i.e. to positions of equal level and responsibility; (b) promotion, i.e. vertical move to higher positions and responsibilities; and (c) diagonal shift, i.e. the transfer of work from a functional position to a structural/managerial position or a structural/managerial position to a position involving two positions.

4. Performance appraisal

The purpose of the performance evaluation process is to understand a person's work performance. Performance evaluation can be done in various ways or methodologies. Rating scales, critical events, tests, work standards, categorization, forced distribution, dismissals based on behavior, and management based on goals are some of the ways used to evaluate job performance. The approach you use is determined based on your needs. If the findings are to be used for merit-based selection, promotion, training, and merit rating, the rating scale approach is the best choice (Panggabean, 2004).

2. Rights and Obligations of Employees

1. Salary

Salaries are monetary compensation given to employees on a regular basis, whether it is annual, quarterly, monthly, or weekly. Buhanuddin (1994) said that compensation has three objectives, namely attracting skilled labor and production; motivate employees to improve their performance; and make employees happy to work for the company. Each state has its own

policy for determining the wages of its employees and authorities. Salaries are paid in local currency. Some factors that can be used to compare payroll systems, include:

1. monthly wages;
2. comparison of the salary of the highest office with the salary of the lowest employee;
3. Salary component.
 2. Physical well-being

Employee welfare is a social service offered by the company to workers and their families because employees are vital components that actively participate in the operations of the organization. Employee welfare, often known as benefits, refers to any kind of monetary compensation that is not given directly to employees (Panggabean, 2004). As a result, it cannot be used to improve performance; However, it can be used to recruit and retain talented personnel if the package of benefits and perks provided is attractive. According to Burhanuddin (1994), welfare consists of the following activities:

1. maintenance of employee health;
 2. social savings for old age;
 3. permission paid for by the company;
 4. provision of sports facilities; and
 5. provision of entertainment facilities.
3. Leave

Leave is the status of absence from work allowed for a certain period of time. This definition has two main components. First, the leave status is acceptable, which implies that absenteeism without leave can be considered a violation of the working day that may result in sanctions. Second, the status of work absence within a certain period of time. Excessive leave not authorized by the competent authority may be considered an offense.

4. Pension

Pension is the end of the service of an employee entitled to a pension or old-age security. This means that people who have long worked for the government and state no longer have permanent positions (Burhanuddin, 1994). Pension security / old age security is intended to provide income to employees who have diligently served and contributed to the State. Pensions for public workers are classified into the following categories.

1. Optional Retirement is an early retirement request made by employees who have met all prerequisites for retirement but have not reached the retirement age limit.
 2. Pension due to reaching the limit of retirement age (compulsory retirement).
5. Health Care

Employee welfare includes health care. Sick employees are entitled to medical care, which is based on the idea that workers' rights to medical care are welfare because organizations/governments recognize that medical care is not easy and this is reasonable, if:

1. The cost of maintaining employee health is a shared responsibility between the government and the employee concerned, as well as employee rights in the form of assistance.
2. The employee himself has an obligation to pay part of the health care costs for himself and his family, which is called the "obligation" to pay contributions for the health care of employees and their families.

Public Service

Service is an activity or series of actions that take place in direct interaction between someone with another person or machine physically and provide enjoyment to customers (Sinambela, 2008). Services are more concrete than material possessions, intangible and easily lost, and customers are better equipped to be actively involved in the process of consuming services (Kotler, 1994). There are several views in providing services to the public sector to improve service quality, including:

1. Establish service standards, meaning that these standards not only refer to service product standards, but also to service standard procedures in relation to quality service delivery. Service standards may reflect the quality of service.
2. Be open to any criticisms, recommendations, and complaints, and disclose all relevant information in the ministry. Service providers must provide tools that enable customers to submit complaints, comments, or ideas, and they must proactively supply customers with the information they need.
3. The concept of fairness is proportional to the cost paid by treating the whole community as clients fairly in the provision of certain services where the client community has a clear choice.
4. Make it easy to reach a complete client base. Service provider service units must be easily accessible to the consumer community.
5. Justify any irregularities in service procedures.
6. Utilize all resources used to serve the client community efficiently and effectively. Since the essential criteria of public services are efficiency, effectiveness, and economy, the use of resources in services must comply with these standards.
7. Always looking for new information and trying to improve the quality of service.

METHOD

The research method used is qualitative. Qualitative methods, according to Neuman (2007) are research that takes the form of written or spoken words, actions, symbols, and physical things that describe ordinary life. Measurements are carried out throughout the data collection process in qualitative methods (Neuman, 2007). This qualitative research method is often used to research and understand the meaning of individuals or groups to respond to human or societal problems (Creswell, 2009).

Furthermore, this research is a comparative study that provides brief, objective, systematic, analytical, and critical overview and information about the subject and object of research with data collection procedures in the form of literature studies, namely data collection techniques. Data were collected through a review study of books, literature, magazines, articles, notes, and reports relevant to the problem at hand (Maelani, 2015).

In this study, the author will describe a comparison or comparison of personnel system reforms in the United States and Australia. Due to the wide scope of discussion around the comparison of state personnel systems, this study will only focus on the concept of Comparison of State Civil Service Systems based on three (three) techniques or material methods: 1) History of State Civil Service Reform; 2) Staffing and Payroll System; and 3) Employee Training and Development.

RESULTS AND DISCUSSION

State Civil Service Reform in the United States

The Office of Personnel Management is an independent United States government agency tasked with administering the federal government's civil service (OPM). OPM works in the same way as Indonesia's National Civil Service Agency (BKN) (Lioman & Ida, 2015).

History of civil service reform in the United States

1. Government by "Gentleman" (1789-1829)

This era was defined by the employment of civil servants (PNS) based on an elite patronage system. (Mosher, 1968) referred to this period or phase as the "Strong Man Government," particularly under the George Washington administration, which placed a high value on the moral quality of the American bureaucracy, selecting officials of competent character from wealthy, respected, educated, and devoted to the president (Henry, 1988).

2. Government by "Common Man" (1829-1883)

This period is also known as the Rotten Period, and is distinguished by President Andrew Jackson's introduction of the usurpation system in the recruitment of officials. During this time, President Jackson's Public Service System was known for bribery and bribery (Simanungkalit, 2007).

3. Government by the "Good" (1883-1906)

The "rotten" actions of the previous period were met with opposition by the Civil Service Reform League, a reform movement that advocated that the government remove its officials who merely exploited their positions for lower party tasks. Then, in 1883, Congress approved the State Civil Service Act, also known as the Pendleton Act of 1883 (Pendleton Act), one of which provided for the process of selecting public officials through open examination, where there was competition based on their respective knowledge (skills). The Civil Service Commission (CSC) was also established at this time to oversee the implementation of the civil service system through its regulations. Among these restrictions is the requirement that about 10% of civil service posts be appointed directly by the President (executive). Such appointment procedures, on the other hand, result in corruption and inefficiency. However, in addition to improved morale, the Public administration of the State became increasingly independent and separate from the "meditation" of the Government.

a. Government by the "Efficient" (1906-1937)

This era is distinguished by higher efficiency in the management of government activities, which is basically getting things done with as few resources as possible (material, labor, time, etc.) using a scientific management approach. Scientific management deals with governmental activities such as planning, specialization, quantitative estimation, standardization, and determining optimal techniques for performing a task. Efficiency is considered the most significant and best value, which can indicate whether the Personnel Administration is excellent or not.

Efforts to improve efficiency were made during this period through the introduction of meritocracy and neutrality of civil servants, as well as the separation of politics and government management. The State Civil Apparatus Commission (KASN) was formed to focus on categorizing jobs within the government bureaucracy and creating job descriptions and authorities for each position (Simanungkalit, 2007).

1. Government by "Administrators" (1937-1955)

At this time, "management" became a new target for the State Civil Apparatus, as it became clear that what the government wanted to focus on was the State Civil Service Administration. And it's not just about efficiency. President Roosevelt's report on the Committee on Administrative Management (Brownlow Committee) in 1937 provided motivation for this time. Political appointments and career government workers were common during this time period. The Hatch Law (1939) was passed during this time period. The Hatch Act is an official law that prohibits harmful political activities (Lioman & Ida, 2015). Except for the president, vice president, and some senior officials, federal law prohibits workers of the executive branch of the federal government from engaging in political activities.

2. "Professional" Government (1955–present)

During this time, there was a growing recognition of professionalism as a determinant of government effectiveness. During this time, the Federal Service Entrance Examination (FSEE) was established, primarily in 1955, to conduct entrance tests and position candidates for civilian office. FSEE works closely with CSC to plan future recruitment of civil servants in schools and universities. Until the 1970s, the recruitment of public servants was a major preoccupation of the U.S. national bureaucracy. Another significant development during this period was the focus on the professionalism of civil servants, which was achieved through the training of public officials in all government organizations. The Civil Service Reform Act 1978 was passed in 1978. (October 13, 1978). President James Carter signed the Civil Service Reform Act. During this time, he abolished the State Civil Apparatus Commission and established the Office of Personnel Management (OPM); established the Merit System Protection Board (MSPB); coined the term Senior Executive Service (SES); and expanding the grading system (GS) (Simanungkalit, 2007).

Position and Payroll System

A civil servant (government job) in the United States is someone who works for a government agency, either federal (central) or state (state). Cities, counties, townships, villages, counties, school districts, and special districts have their own staffing systems, as do federal and state governments. The United States Civil Service is organized according to an occupational classification system. The positions are divided into 18 classes known as General Schedule (GS).

1. GS-1-GS-4: Entry-level jobs such as secretary, typist/writer, and building keeper/cleaner.
2. GS-5 to GS-11: Positions in Lower Middle Management.
3. GS-6, GS-8, and GS-10 positions are available: Technical Positions, Skilled Trades, and Senior Clerk/Writer.
4. GS-5, GS-7, GS-9, and GS-11 are generally occupied by Professional Career level or college graduates.
5. Positions GS-12 to GS-15 are senior level, indicating career development and the corresponding level of employability.

6. GS-16 through GS-18 are known as “super grade”, and are populated by senior personnel in offices, boards, and other organizations. The majority of these jobs are filled through political appointments as Section Heads of the Executive Board.

Furthermore, in the United States, employee pay structures are based on the current employee’s role classification (from GS-1 to GS-18), according to the abilities and duties of each position, on the premise of “fair pay for everyone’s fair compensation.” The employee pay scale (pay step) is divided into ten scales corresponding to the Periodic Salary Increase of Employees (KGB), as presented in the following table: (Federalpay.org, 2022)

Table 1. United States Civil Servant Salary Table 2022

2022 Locality Adjustment: --%

Official General Schedule Base Rates
Effective from January 1, 2022 to December 31, 2022.

GS Grade	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10
GS-1	\$20,172	\$20,640	\$21,519	\$22,167	\$22,857	\$23,249	\$23,913	\$24,581	\$24,608	\$25,234
GS-2	\$22,882	\$23,222	\$23,973	\$24,608	\$24,886	\$25,618	\$26,350	\$27,082	\$27,814	\$28,546
GS-3	\$24,748	\$25,574	\$26,399	\$27,224	\$28,049	\$28,874	\$29,699	\$30,524	\$31,349	\$32,174
GS-4	\$27,762	\$28,708	\$29,634	\$30,560	\$31,486	\$32,412	\$33,338	\$34,264	\$35,190	\$36,116
GS-5	\$31,083	\$32,119	\$33,155	\$34,191	\$35,227	\$36,263	\$37,299	\$38,335	\$39,371	\$40,407
GS-6	\$34,840	\$35,804	\$36,958	\$38,114	\$39,269	\$40,424	\$41,579	\$42,734	\$43,889	\$45,044
GS-7	\$38,503	\$39,786	\$41,069	\$42,352	\$43,635	\$44,918	\$46,201	\$47,484	\$48,767	\$50,050
GS-8	\$42,841	\$44,062	\$45,483	\$46,904	\$48,325	\$49,746	\$51,167	\$52,588	\$54,009	\$55,430
GS-9	\$47,007	\$48,667	\$50,237	\$51,807	\$53,377	\$54,947	\$56,517	\$58,087	\$59,657	\$61,227
GS-10	\$51,864	\$53,583	\$55,322	\$57,061	\$58,780	\$60,509	\$62,238	\$63,967	\$65,696	\$67,425
GS-11	\$56,983	\$58,882	\$60,781	\$62,680	\$64,579	\$66,478	\$68,377	\$70,276	\$72,175	\$74,074
GS-12	\$68,289	\$70,576	\$72,853	\$75,130	\$77,407	\$79,684	\$81,961	\$84,238	\$86,515	\$88,792
GS-13	\$81,216	\$83,923	\$86,630	\$89,337	\$92,044	\$94,751	\$97,458	\$100,165	\$102,872	\$105,579
GS-14	\$95,973	\$99,172	\$102,371	\$105,570	\$108,769	\$111,968	\$115,167	\$118,366	\$121,565	\$124,764
GS-15	\$112,890	\$116,853	\$120,816	\$124,779	\$128,742	\$131,705	\$135,668	\$139,631	\$143,594	\$147,557

OPM determines salaries in the Pay Table by location and publishes them to the public (including via the internet). Even when the amount of the raise has been established, the raise still depends on the performance of each employee (performance-based compensation, often known as merit pay). Underperforming employees (underperforming at work), their salary increase will be delayed.

Public servants in the United States are paid biweekly or up to 26 times a year, working full-time 8 hours a day, 5 days a week, similar to general wage/salary payments in the United States. Civil servants will see their hourly salary as well as their earnings for two weeks or 80 hours worked in payroll. In addition, concerned officials can see many deductions such as insurance, pension deductions, and income taxes. Wife/spousal allowances, alimony, and other benefits are not included in the salaries of government employees. On payday, most U.S. officials do not accept cash.

Previously, the salaries of public officials were paid by cheques, which were then deposited or cashed in banks by the officials concerned. Salaries are no longer paid by check, but rather by electronic transfer from the payroll department to the employee's bank account. Then, government officials can write letters to pay various monthly expenses, such as home purchase payments, automatic payments, credit card bills, phone bills, electricity bills, gas bills, water bills, cable TV bills, newspaper bills, and various other bills. If authorities want cash, they can go to the bank or withdraw it from an automated teller machine (ATM).

Training and Development

Employee training and development in the United States is based on the findings of performance evaluation and review of employee training requirements (job training needs analysis). In recent years, the training function has expanded to include:

1. Preparation of civil servant skills and prospective civil servants needed before being placed in new positions/jobs.
2. Increase staff productivity and performance.
3. Preparing employee abilities for advancement (career advance).

The Federal Executive Institute (FEI) of the United States was established as the basis for establishing employee training and development programs, including certification, as part of a commitment to improving employee training. It is estimated that the establishment of this institution will save money by organizing staff training and development with a focus on improving the competence and quality of employees. After employee training is carried out, general employee training is evaluated.

State Civil Service Reform in Australia

The Australian Civil Service has been undergoing reform for fifteen years, and has now entered a new transitional phase. Five closely related themes were identified as guides in understanding changes to the system: 1) comprehensive and far-reaching reforms; 2) the collapse of traditional career services and features related to public services; 3) a shift from administrative culture to management culture and increasingly towards market and contract-based systems; 4) Some changes to public services; and 5) changes in the relationship between the civil service and politicians.

1. History of Australian Civil Service System Reform
 1. Colonial Administration (1810 - 1821)

Australia's earliest tradition for public service was paternal or 'colonial autocracy' where colonies were administered by a governor accountable to the British government (Spann, 1979). The central role of government in providing a range of services to society was well established at the time, as was the use of various British practices, including patronage.

2. Popular Control of Representatives Institution (1870 - 1883)

This phase lasted from the mid to late 19th century, and was associated with the differentiation of political officials from non-political. Ministers took control of the civil service and became accountable to the legislature. A significant trend is the development of

ministerial departments as the basic units of administrative organization (Spann, 1979). 'Departmentalism' arises when administration is divided between an increasing number of institutions, each responsible for its personnel and management. The instability of the ministry boosted administrative authority. The second development was dependence on patronage. This practice of staffing was inherited from the government before the responsible government, only now it is in the hands of elected representatives who bow to popular pressure or the chief officials of the agencies. Nevertheless, there are indications that 'patronage is carried out with due regard to the political situation and the needs of public services' (Caiden, 1967).

3. Personnel and Business Efficiency (1880an - PD1)

According to Mosher (1968), this phase generally lasted from the 1880s until World War 1. This period was one of experimentation with new forms of organization and procedures that drew on ideas circulating in Britain and the United States (e.g. separation of politics and administration and scientific management and making public administration more efficient by utilizing business methods). But the development of public service systems in Britain and the United States is central. Two very prominent themes, personnel practice and government enterprises, which have in common the principles of efficiency and the dichotomy between politics and administration. The year 1883 was a pivotal year insofar as Victoria produced the public company for railways and the first significant legislation for personnel; if neither succeeds immediately, they provide a model that other governments use for later generations (Halligan, 1997).

4. The Administrative State (1944)

It is generally considered that the first world war marked a turning point, and closed an era in Australian government and administration (Halligan, 1997). After a series of royal commissions triggered by the wartime situation, there were no reforms based on general inquiry in the next four decades. The combination of depression, war, and its aftermath constituted most of the period from the mid-1910s. Unstable government or one-party dominance in government became characteristic of the states during this period, and was a factor in their hardening. After the second world war, the Commonwealth provided a new presence that overshadowed the states. The Commonwealth is developing faster and developing professional public services.

5. Reformation period (Early 1970s – Mid-1980s)

The last twenty years have been marked by an accelerated pace of change in the public sector. It was initially associated with the Labour Party government, which introduced a new model for governance. The overall direction can be described as a movement away from a more administrative, closed and centralized system towards a more political, management-centered, open and decentralized system. It is possible to distinguish two sub-phases: the first is preoccupied with various modes of accountability and scale, overload and complexity of governance, the second with political direction and managerial changes. The various streams of change that have emerged since the early 1970s, by the mid-1980s, have been reduced to these two phases, in which most of the elements can be brought together.

Some administrative theorists have advanced complex arguments about patterns of change. Kaufman (1969) has posited the existence in the United States of a succession of shifts in perspectives and values about the design of government. Parallels can be found between the responses in both countries to the excesses of the previous phase. In Australia, patronage and

the lack of standard practices in the nineteenth century resulted in a movement for neutral public service based on a career system.

Similarly, support for the application of accepted business principles and attempts to divorce administration from politics can also be interpreted in this regard. Decades of administrative irregularities contributed to the need for recent government reforms. The problems inherent in a system dominated by administration and unresponsive to political executives result in a swing toward tighter political control and accountability (Halligan, 1997).

2. Position and Payroll System

In Australia, having a seat in Parliament is allowed, but Article 44 of the Constitution stipulates that anyone elected by the Crown (including civil servants in Australia) cannot be elected or hold office as a Senator or member of the House of Representatives. Australian civil servants must first resign as civil servants if they wish to participate in parliamentary elections, but still have the right to be reappointed or reemployed if unsuccessful.

Further, the relationship between politicians and public officials in Australia is constantly changing and is unlikely to stabilize for some time as the country goes through a new phase of transformation. This raises concerns about the public's view of the civil service. While government behaviour continues to be at odds with conventional Westminster ideals, public workers remain connected to it, creating misconceptions regarding the continuing relevance of the concept (Halligan, 1997).

The Australian Public Service (APS) has transformed from a centralized system with a complex classification structure based on permanent positions to a decentralized and simplified structure based on continuous employment and contracting (decentralized system/separated system). The departmental secretary has the power to create offices under the Public Service Act, but they must be in an approved classification and have a salary grade affixed.

In addition, the career structure of the Australian Public Service (APS) is hierarchical. Jobs within APS are classified according to the level of work and expected responsibilities. The APS classifications are APS Level 1 to 6, Executive Level 1 and 2, and Senior Executive Service Band 1, 2 and 3 (APSJOBS, 2022), which can be seen in the table below:

Table 2. Job classification in the Australian Public Service

Level/classification	Example position titles	Total annual base (Base rate 2021)	Percent at level
Trainee	Technical Trainee	\$48,162	
APS 1	Departmental Officer	\$44,605	
APS 2	Departmental Officer	\$50,470	
APS 3	Departmental Officer	\$57,500	16.6% (APS 3 and below)
APS 4	Departmental Officer	\$65,133	18.4%
APS 5	Departmental Officer	\$71,477	14.1%
APS 6	Departmental Officer	\$78,374	22.3%
Executive Level 1 (EL1)	Assistant Director Manager Assistant Section Manager	\$98,967	18.5%
Executive Level 2 (EL2)	Director Section Manager Section Head	\$114,906	8.2%
Senior Executive Service Band 1 (SES Band 1)	Assistant Secretary (AS) Branch Head Branch Manager (BM)	\$248,292	1.9% (all SES)
Senior Executive Service Band 2 (SES Band 2)	First Assistant Secretary (FAS) Division Head Division Manager	\$311,013	
Senior Executive Service Band 3 (SES Band 3)	Deputy Secretary (DEPSEC) Chief Executive Officer	\$421,890	
Departmental head	Secretary	\$673,000 (2013)	

Furthermore, pay levels on APS are traditionally set by comparing a representative sample of private sector organizations, state public services, and then applying a mathematical formula. More recently, with the introduction of the Wage and Bargaining Agreement in the Workplace, salary increases were negotiated with increased productivity.

The current Australian government has indicated that it wants to move from paid rates to minimum rate awards. Paid rates have historically been adopted for reasons of equality, ethics and accountability. Within the salary for classification level, there are different levels of increase and advancement depending on diligence, satisfactory behavior and attendance (specified in the Public Service Act). A salary increase can be deferred under certain circumstances but cannot be refused at all. There are no formal non-financial rewards; This is a problem but it has an ethical dimension and is one of sensitivity to the public. The table below outlines the level of salary distribution for APS in Australia. Based on the table, there is information emphasized that (Halligan, 1997):

1. *Indicates entry-level position. With ASO 1, there is an ASO/APS Trainee level also entered at this level through the Public Admin Traineeship scheme.
2. # Indicates that there are salary barriers in the classification; Progression depends on the acquisition of forma qualification competencies, and the availability of the world of work at a higher level

Table 3 Australian ASP Pay Levels (Public Service Gazette, 1997)

Table 3 Salary Rates for Australian Public Service (\$A)		
SES		
Salary bands	Band 3	\$95,493 - 122,136 (Deputy Secretary)
	Band 2	\$81,856 - 101,217 (First Assistant Secretary)
	Band 1	\$68,228 - 82,120 (Assistant Secretary)
The SES remuneration package includes superannuation, a vehicle (for official and private use) accompanied travel and a phone which may total:		
	Band 3	\$168,000
	Band 2	\$140,000
	Band 1	\$116,000
Senior Officer Group		
	Senior Officer Grade A	\$68,497
	Senior Officer Grade B	\$57,983 - 66,175
	Senior Officer Grade C	\$50,931 - 55,170
Administrative Service Officers		
	ASO 6	\$41,430 - 47,591
	ASO 5	\$38,359 - 40,675
	ASO 4	\$34,391 - 37,341
	ASO 3	\$30,857 - 33,304
	ASO 2	\$27,091 - 30,042
	ASO 1	\$23,938 - 26,457*
	Graduate Admin Asst*	\$23,381 - 20,042
Other classifications		
	Professional Officer Grade 2	\$41,430 - 46,300
	thereafter aligns with Senior Officer group (SPO C, SPO B)	
	Professional Officer Grade 1*	\$28,890 - 40,531#
	Legal 2	\$67,275 - 70,331
	Legal 1*	\$31,793 - 61,350#
	Information Technology Officer 1*	\$32,651 - 36,609
	higher levels align with senior officer group (SITO C, SITO B)	
General Service Officers - grades 1-9		
	GSO 9	\$35,723 - 40,531
	GSO 3	\$23,938 - 24,874
(partly overlaps ASO 1, facilitating movement between the streams)		
* Indicates entry level positions. With ASO 1, there exists a Trainee ASO level as well. Entry at this level is through the Public Admin Traineeship scheme.		
# Indicates that there are salary barriers within the classification; advancement dependent on the acquisition of competencies or formal qualifications, and availability of work at higher levels.		
Source: Public Service Gazette, March 1997		

1. Training and Development

Training and development of APS employees including education is carried out by APS Academy (Australian Public Service Academy). The Academy was established in July 2021 following the 'APSC Centre for Leadership and Learning Review', initiated by the Commissioner in July 2020 to consider the future role of the Centre for Leadership and Learning (CLL) in supporting learning and development initiatives across APS. The review suggested that central learning offerings from APSC should focus on the capabilities that are at the core of APS to increase impact and reduce duplication. In December 2020, the APS Secretarial Board agreed to establish an Academy to lead this work. The APS Academy is a center of excellent learning and development networks, established to develop APS Craft capabilities, among others (APS Commission, 2021). The academy offers a variety of resources, courses, events, and experiences from across APS, designed to build APS Craft capabilities. APS Craft consists of capabilities unique to APS:

1. Integrity, the point of APS is the pursuit of high standards of professionalism – both in what we do and how we do it
2. Working in Government, i.e. willingness to serve and ability to apply a deep understanding of the context in which APS operates
3. Engagement and Partnership, working with others to shape policies and services that drive better outcomes for Australians
4. Implementation and Services, meaning realizing policies with effective and efficient services that benefit the Australian people

Comparison of Personnel Reform of the United States and Australia

5. Strategy, Policy and Evaluation means delivering great policies and services with strategic analysis and evaluation throughout the policy lifecycle
6. Leadership and Management, which drives organizational productivity and performance through inspiration towards common goals.

United States and Australia Personnel Reform Comparison Table

Comparison	America	Australia
Personnel reform began in 21 different years	The first American Civil Service System began from 1789-1829	The first Civil Service System in Australia began from 1810-1821
The appointment of government employees begins with different factors	The U.S. government began the selection of government employees based on <i>wealth</i> , education	While the Australian government employees based on public service
Recruitment	Perekrutan dikelola oleh PACE (Professional and Administrative Career Examination) Selection series: Interview Written Test: Attitude & Aptitude, Success, Written Statement Imagination, Creativity <i>Talent Management</i>	Bulk <i>Recruitment</i> through the <i>website</i> The process is managed by each agency (so there are differences in each agency)
Different levels of job classification	The American government divides it into 18 Levels (GS 1-GS 18)	The Australian Government divides it into 13 Levels (Trainee – Department Head)

The nominal salary earned is much different	Lowest: \$20,172 (Rp. 316,700,400)	Lowest: A\$44,605 (Rp. 465,899,225)
	Highest: \$146,757 (Rp. 2,304,084,900)	Highest: A\$673,000 (Rp. 7,029,485,000)
System Development / Learning Development	Managed by the Federal Executive Institute (FEI)	Managed by APS Academy (Australian Public Service Academy)

CONCLUSION

Based on the discussion above, the conclusions of this paper show that in general there are differences and few parallels between the evolution of the State Civil Service System in advanced industrial countries such as the United States and Australia. The historical path of development of the United States and Australian Civil Service Systems is much longer or longer, more varied, and more complex, namely between five to six periods that are directly or indirectly influenced by the history of bureaucracy in each country.

Each reform of the civil service system of the two countries has its own advantages and disadvantages. Here are the advantages and disadvantages that we get when working in America: Get a large salary, Free of health costs, relatively low taxes, Equity in the form of grants while the disadvantages of working in America are: Work ethics, Legality, Racism, Culture, Regulation, Political Divisions, Individualism, Security are lacking due to a lot of gun violence while the advantages and disadvantages we get while working in Australia: Large salaries, education subsidies up to 80%, Health services are all free, Allowed to stay forever in Australia, Not required to change citizens, Can join the permanent resident program but there are shortcomings that we get when working in Australia, namely taxes that are too high (the highest bracket can be up to almost 50% of the total salary), living costs that tend to be high and a little racism.

In fact, Australia recognises that it is still revamping its civil service structure to move forward towards a better and more professional system.

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