A SYSTEMATIC LITERATURE REVIEW: CHALLENGES AND STRATEGY OF BUREAUCRATIC REFORM IN DEVELOPING COUNTRIES

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ABSTRACT

Purpose: This research aim to analysis the main challenges and strategies in the bureaucratic reform process in developing countries. All countries in the world make bureaucratic reform their main agenda, including developing countries. However, the main focus of bureaucratic reform studies is still limited to developed countries.

Methodology: Using a Systematic Literature Review (SLR) method, this research attempts to map the main challenges and strategies in the bureaucratic reform process in developing countries. The PRISMA method is used for the SLR process, from articles from international journals indexed by Scopus from 4 reputable publishers (Elsevier, Wiley, Taylor and Francis, and Emerald). A total of 16 relevant articles were analyzed to mapping bureaucratic reform trends in developing countries.

Result: As a result, the main problems of bureaucracy in developing countries are the service was accused of being dysfunctional, fragmented, poorly organized, inefficient, ineffective, evasive, defeatist, delayed, reckless, self-serving, inexplicable, irresponsible, corrupt, non-transparent, irresponsible, and incapable meet citizens' expectations. The challenges faced are politicization, incompetent human resources and a corrupt culture.

Conclusion: The strategy carried out by developing countries is mainly to carry out a transparent selection process and improve administrative standards.

Originality/Value: Bureaucratic reform in developing countries is still a crucial problem in administrative studies. This research offers analysis of main problems and challenges of Bureaucratic Reform in developing countries.

Keywords: systematic literature review, bureaucratic reform, developing countries, PRISMA.

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Objetivo: Esta pesquisa visa analisar os principais desafios e estratégias no processo de reforma burocrática em países em desenvolvimento. Todos os países do mundo fazem da reforma burocrática a sua principal agenda, incluindo os países em desenvolvimento. No entanto, o foco principal dos estudos de reforma burocrática ainda está limitado aos países desenvolvidos.

Metodologia: Utilizando um método de Revisão Literária Sistemática (RLV), esta pesquisa tenta mapear os principais desafios e estratégias no processo de reforma burocrática em países em desenvolvimento. O método PRISMA é usado para o processo SLR, a partir de artigos de revistas internacionais indexadas pela Scopus de 4 editoras respeitáveis (Elsevier, Wiley, Taylor e Francis, e Emerald). Um total de 16 artigos relevantes foram analisados para mapear as tendências de reforma burocrática nos países em desenvolvimento.

Resultado: Como resultado, os principais problemas da burocracia nos países em desenvolvimento são o serviço ter sido acusado de ser disfuncional, fragmentado, mal organizado, ineficiente, ineficaz, evasivo, derrotista, atrasado, imprudente, egoísta, inexplicável, irresponsável, corrupto, não transparente, irresponsável e incapaz de atender às expectativas dos cidadãos. Os desafios enfrentados são a politização, os recursos humanos incompetentes e uma cultura corrupta.

Conclusão: A estratégia desenvolvida pelos países em desenvolvimento consiste principalmente em levar a cabo um processo de seleção transparente e melhorar as normas administrativas.

Originalidade/valor: A reforma burocrática nos países em desenvolvimento continua a ser um problema crucial nos estudos administrativos. Esta pesquisa oferece análise dos principais problemas e desafios da Reforma Burocrática nos países em desenvolvimento.

Palavras-chave: revisão literária sistemática, reforma burocrática, países em desenvolvimento, PRISMA.
pertinentes para determinar las tendencias de la reforma burocrática en los países en desarrollo.

**Resultado:** Como resultado, los principales problemas de la burocracia en los países en desarrollo son que el servicio fue acusado de ser disfuncional, fragmentado, mal organizado, ineficiente, ineficaz, evasivo, derrotista, retrasado, temerario, interesado, inexplicable, irresponsable, corrupto, no transparente, irresponsable e incapaz de satisfacer las expectativas de los ciudadanos. Los desafíos que se enfrentan son la politización, los recursos humanos incompetentes y una cultura corrupta.

**Conclusión:** La estrategia que llevan a cabo los países en desarrollo consiste principalmente en llevar a cabo un proceso de selección transparente y mejorar las normas administrativas.

**Originalidad/Valor:** La reforma burocrática en los países en desarrollo sigue siendo un problema crucial en los estudios administrativos. Esta investigación ofrece un análisis de los principales problemas y desafíos de la Reforma Burocrática en los países en desarrollo.

**Palabras clave:** revisión sistemática de la literatura, reforma burocrática, países en desarrollo, PRISMA.

## 1 INTRODUCTION

Bureaucratic reform is a crucial problem in administrative studies (Bhuiyan & Amagoh, 2011; Harris et al., 2020; Huque & Jongruck, 2020; Hwang, 2019). Bureaucracy has an important role in administering government (Hwang, 2019). Apart from that, bureaucracy often becomes a machine for power struggle (Turner, 2013), so that bureaucratic problems still continue to occur. It is hoped that bureaucratic reform can create an effective and efficient bureaucracy in administering government. All countries in the world make bureaucratic reform their main agenda (Farazmand & Pinkowski, nd).

Bureaucracy is a form of organization that is used by the government to carry out various specialist tasks, besides that it is implemented in the form of a focused government system such as government apparatus (Nugroho, 2018). However, in reality, this bureaucracy loses its true meaning because it is used to refer to a phenomenon or problem resolution that is complicated, abuses authority, and does not comply with procedures. Until now, since the era of bureaucratic reform, there are still many problems related to its implementation (Zamudio et al., 2023).

Countries in the world have made bureaucratic reform the main agenda in order to improve government processes (Chhachhar et al., 2023; Haryono et al., 2024). Many studies have been conducted to analyze bureaucratic reforms carried out in developed countries. Like South Korea, for example, the success of reforming the South Korean bureaucracy has been widely studied (B. Lee et al., 2021; H. Lee, 2017; Shaw et al., 2020). South Korea's success in the bureaucratic reform process began with the
establishment of the Administrative Reform Committee and the pursuit of various management reforms such as improving the personnel management system, organizational restructuring, and e-government drive (Y. Lee & Kim, 2018). The success of bureaucratic reform in developed European countries has also been widely written about (Asatryan et al., 2017; Etezadzadeh, 2020; Nicoleta, 2013). The success of bureaucratic reform in European countries is due to efforts to improve the quality and accessibility of public services. Apart from that, transparency, accountability and control of the public sector are also given great attention. During this period, reform initiatives were encouraged and shaped by the EU and established by the European Commission (Asatryan et al., 2017).

Bureaucratic reform is also a major concern for developing countries (Hoffmann, 2016; Paskarina, 2017; Pratama et al., 2015; Wihantoro et al., 2015). Several developing countries in ASEAN have made significant changes in carrying out bureaucratic reform. Malaysia, for example, is considered consistent with bureaucratic reform with the principles of New Public Management. These reforms not only aim to improve the efficiency and performance of the public sector but they also seek to change the traditional culture of public administration to be more flexible and results-oriented. There are several policies implemented in reforming HR management, such as the New Remuneration System (NRS) introduced in 1992, the New Performance Appraisal System (NPAS) 1993, and the Malaysian Remuneration System (MRS) 2002. Apart from that, in Bangladesh in the management of Mangrove forests, In this process, in determining finances and forest-related regulations, there are still conflicts of interest that are not pure, transparent, responsible and fair (M. F. A. Khan & Giessen, 2021).

However, so far no systematic literature review has been carried out to analyze the development of bureaucratic reform in developing countries. This makes it difficult to develop discussions in the realm of bureaucratic reform in developing countries. This research seeks to conduct a systematic literature review of articles discussing bureaucratic reform in developing countries. With this, we can find out trends in bureaucratic reform being carried out, obstacles faced by bureaucratic reform in developing countries, and provide systematic literature so as to provide comprehensive information regarding bureaucratic reform in developing countries. Based on these objectives, this research will analyze literature discussing bureaucratic reform in developing countries using the PRISMA method.
2 THEORETICAL FRAMEWORK

2.1 PREVIOUS STUDIES

Research entitled Exploring the role of bureaucracy in the production of coastal risks, City of Cape Town, South Africa written by Colenbrander and Bavinck (2017) discusses Cape Town as an administrative authority presented with a 'scenario' of uncharted waters. Research data uses a coastal management perspective. From a coastal management perspective, a reassessment of administrative governance strategies is needed. However, the reality shows that the administrative systems in various government structures in the city actually compete with and 'attack' each other. The disjuncture between governance structures ultimately limits the city's ability to achieve its own coastal adaptation strategy. The rigidity of administrative and bureaucratic procedures actually leads to 'bureaucratic pathology'. The authors suggest that the role of informal networks be explored as a means of circumventing the 'crimes' of bureaucracy, to enable a stronger level of integrated coastal management.

Driving participatory reforms into the ground: The bureaucratic politics of irrigation management transfer in Pakistan written by Ali (2020) This is about participatory administrative governance as a means of making the state more responsive and responsible in providing services to its citizens. However, efforts to involve all stakeholders in decision making often encounter considerable resistance, not only from political elites, but from the bureaucracy. The author investigates how and why bureaucrats resisted such reforms by focusing on the implementation of the Provincial Irrigation and Drainage Authorities Act (1997) in Pakistan, an irrigation Management Transfer (IMT) program that sought to place farmers in charge of water allocation, revenue collection, and settlement or dispute. Based on qualitative interviews conducted in 2015 and 2019 with bureaucrats across the administrative hierarchy and water sector practitioners and consultants, the author seeks to emphasize the role bureaucratic and administrative perceptions played in driving the program into the ground over two decades. The author's argument is mapped into two branches. First, the existence of bureaucratic administrative resistance to participatory programs needs to be studied in light of broader political events and processes, especially patterns of political involvement and parallel efforts to transfer power. Second, the author found that there was a critical condition where administrators and bureaucrats did not want to hand over the power and influence they had to farmers. In other words, the author argues that bureaucratic
resistance to farmer involvement in decision making is the result of a series of political experiences and a more powerful bureaucracy.

Research written by (Zheng et al., 2022) entitled Does the administrative approval reform in China affect the productivity of energy firms? This quasi-natural experimental approach examines the impact of China's administrative approval reform on the productivity of companies in the energy industry, using the establishment of the Administrative Approval Bureau as a quasi-natural experiment. The researchers applied an event study strategy to exploit dynamic treatment effects as the timing of AAB setup varied across cities. The findings show that the administrative approvals reform has significantly driven an increase in the productivity of energy firms in China, by approximately 1% across various model specifications based on data on listed energy firms from 2006 to 2019. The findings remain robust to alternative measures of productivity and variation associated with time trends, self-selection, outlier values and endogeneity. The effects of these reforms are heterogeneous across industries, regions, and company ownership. Further mechanisms suggest that the reform impacts firm productivity through inhibiting technological innovation and promoting resource allocation, with the latter effect outweighing the former.

(Hajar, 2015) entitled Bureaucracy and Governance in Indonesia: Study on West Sulawesi Province. This article discusses the many changes following the reform era in Indonesia in 1999. One of them is the empowerment of local governments to manage public services. West Sulawesi is here as a new province to realize improved community services on the island of Sulawesi. This research uses a qualitative approach. In-depth interviews and observations were conducted to collect data. Manual interviews and observations served as instruments during data collection. This study shows that there are 9 steps that must be completed in empowering administration. Starting from a paradigm shift to encourage the bureaucracy to work in new conditions. In addition, when the paradigm is changed, it will be easier to leverage transformation to create administrative improvements. In the end, the bureaucratic movement showed an increase in institutional capacity to encourage administrators to improve the quality of public services.

2.2 BUREAUCRATIC REFORM

Bureaucratic reform according to (Petridou & Sparf, 2017) is the direct result of the events that comprise the tipping point. Bureaucratic reform according to (Turner,
2013) is a significant change towards being more effective and efficient. Bureaucratic reform is a long-standing feature of governance in Asia, and there have been some remarkable successes. Bureaucratic reform according to (Wihantoro et al., 2015) are reforms related to organizational efficiency, changes in administrative style and culture. Bureaucratic reform will affect public policy (Aji Nugroho & Fitri Azmi, 2021).

Petridou & Sparf, (2017) explained that bureaucratic reform is needed as an effort to overcome social problems that occur in government by forming new organizations or overhauling them. Dhaliwal & Hanna, (2017) explains that this reform is needed to solve problems such as overlapping institutional structures, failure of individual discretion, giving bureaucrats the opportunity to ignore the rules, in this case technology can be an alternative solution to the problem. Ali, (2020) explained that bureaucratic reform was needed to solve problems that occurred, such as the ease with which people could enter the world of government through political proximity. Therefore, bureaucratic reform is needed which in the process prioritizes achievements so that later the people placed in these positions comply with the specified criteria.

Bolkvadze, (2017) explained that bureaucratic reform is important as an effort to overcome existing problems. On the other hand, it is the government's effort to make the country better and the people can be satisfied with the government's performance. With these various problems, the government tried as hard as possible to carry out bureaucratic reform and the results surprised the world and satisfied the public.

Petridou & Sparf, (2017) explains that bureaucratic reform can be done by shifting crisis management policies and practices as evidenced by the formation of 2 bureaucratic organizations. Dhaliwal & Hanna, (2017) explained that in the Indian Government bureaucratic reform was carried out by developing technology as an effort to overcome social problems. Such as developing a system that utilizes biometric monitoring devices that can digitally capture staff fingerprints from the start and end of the work day.

Ali, (2020) explained that bureaucratic reform is through emphasizing achievement in employee recruitment, placement, and transfer decisions determined by the government. In this case, the government is trying to achieve stability between maintaining political relations and the desire for reform in a way. So that in this case the implementation of bureaucratic reform is in accordance with the existing hierarchy. Bolkvadze, (2017) explained that in bureaucratic reform he used the method of cutting bureaucracy, which involved reducing civil servants. It is hoped that bureaucratic reform
can create an effective and efficient bureaucracy in administering government. All countries in the world make bureaucratic reform their main agenda (Farazmand & Pinkowski, nd).

2.3 SYSTEMATIC LITERATURE REVIEW

Systematic Literature Review (SLR) refers to a specific research or research methodology and development undertaken to collect and evaluate studies related to certain topics. Systematic literature reviews are conducted for various purposes, including identifying, reviewing, evaluating, and interpreting all existing studies in the area of interest with relevant research questions (Amrutha & Geetha, 2020; A. Khan et al., 2021; Oktaria & Kurniawan, 2017; Orlando et al., 2024). Systematic Literature Review is also often required to define a research agenda, as part of a dissertation or thesis, and as a complementary part of a research grant application (Holgersson & Aabo, 2019; Macke & Genari, 2019). Systematic Literature Review is a review method that is currently widely used by researchers and academics in reviewing scientific literature. This is because the SLR method can avoid bias and subjective understanding of the research (Kitchenham, B & Charters, 2007). SLR has been proven to be a method that can provide an overview of research trends, effectiveness, and coverage of field research in previous studies (Ashiq et al., 2020; Jones & McBeth, 2010; Laufs et al., 2020; Liu et al., 2021).

3 METHODOLOGY

A systematic review of the relevant literature was conducted following the Preferred Reporting Items for the Systematic Review and Meta-analysis (PRISMA) guidelines. PRISMA helps researchers to systematically report the evidence-based set of minimum items that are helpful for critical appraisal of published literature (Moher et al., 2009). There are four aspects of a study considered in PRISMA ie, identification, screening, eligibility, and included records/studies. Originally, PRISMA was standardized for the health care sector, however, it has been proven to be equally applicable in other disciplines. Recent research studies in the information management/library and information science (LIS) discipline have successfully adopted PRISMA guidelines to systematically review scientific research (Ashiq et al., 2020; Safdar et al., 2020).

A Systematic Literature Review was already carried out in May 2021 using
Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) guidelines. According to (Moher et al., 2009), this method consists of several stages as follows:

- Defining eligibility criteria
- Defining information sources
- Study selection
- Data collection process
- Data item selection
- Eligibility Criteria

The Following Inclusion Criteria (IC) are used as the Systematic Literature Review guideline:

IC1: all original and peer-reviewed literature is written in English

IC2: the research aims to obtain the determinant variables of Bureaucratic Reform in developing countries

IC3: the research uses a qualitative or mixed (qualitative and quantitative) method

For IC1, only research written in English was selected because researchers commonly use English. Meanwhile, IC2 refers to the definition of bureaucratic reform carried out by developing countries. Exclusion criteria for bureaucratic reform in this research refer to all articles in developed countries. As for IC3, this research focuses on journal articles using a quantitative or mixed (qualitative and quantitative) method. In other words, journal articles using a quantitative method were excluded in this research.

3.1 INFORMATION SOURCE

The articles analyzed are those related to bureaucratic reform in developing countries. The developing countries in question are in accordance with the criteria and list of the United Nations (Silver, 2010). The articles reviewed were searched for in Scopus indexed journals from the publishers Taylor & Francis (tandfonline.com), Emerald Insight (emerald.com), Wiley Publishing (wileyonlinelibrary.com), and Elsevier (Sciencedirect.com).

3.2 STUDY SELECTION

Study selection was conducted in 3 stages as follows:

1. Using search keywords following the research objectives, namely the
Determinants of Bureaucratic Reform or other keywords of similar reports. The search keywords entered were: ("Bureaucratic Reform" OR "Bureaucratic Reform*" OR "Civil Servant Reform*" OR "Bureaucracy Reform*" OR "Administrative Reform*" OR "critical factor*" OR "critical success factor*" OR "success factor*" OR "key factor*" OR "CSF" OR "determinant*") AND ("Bureaucrats Reform").

Exploring and selecting the article titles, abstracts and keywords based on the eligibility criteria (developing country).

Exploring and selecting all articles not eliminated in the previous selection by fully reading all articles based on the eligibility criteria.

3.3 DATA COLLECTION PROCESS

The data were collected manually by content analysis-based data extraction, including the article type, journal name, year of publication, topic, title, research methodology, respondents/research data, country of research location, variables related to determinants of Bureaucratic Reform in developing countries, indicators of Bureaucratic Reform in developing countries, and research results in the form of the effects of determinant strategy on Bureaucratic Reform in developing countries.

3.4 DATA ITEMS

Data items extracted from each article were summarized into: year of publication, researchers, country and sample, research objectives, research variables, determinants of Bureaucratic Reform, and research results of the effect of determinant variables on Bureaucratic Reform in developing countries. The stages of the Systematic Literature Review are presented comprehensively in Figure 1 below.
4 FINDINGS

From the selected articles according to the criteria, data analysis was carried out in terms of problems, theories used, research methods, main factors influencing bureaucratic reform in developing countries, main strategies used to overcome problems, and challenges in carrying out bureaucratic reform in developing countries. As explained in the method section, the approach used in conducting a literature review is to use qualitative methods. The researcher’s subjective assessment of the criteria mentioned above was used to analyze the selected articles. Meta data from selected articles can be seen in table 1 below:
Table 1. List of Articles

<table>
<thead>
<tr>
<th>No.</th>
<th>Title</th>
<th>Author and year</th>
<th>Publisher</th>
<th>Locus of Study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Institutional Reforms for Economic Growth in the Western Balkan countries</td>
<td>(Nedić et al., 2020b)</td>
<td>Elsevier</td>
<td>West Balkan Countries</td>
</tr>
<tr>
<td>2.</td>
<td>Civil servants’ integrity in public sector: the case of Nepal</td>
<td>(Khanal et al., 2022)</td>
<td>Elsevier</td>
<td>Nepal</td>
</tr>
<tr>
<td>5.</td>
<td>Incumbent Bureaucrats: Why elections undermine civil service reform in Indonesia</td>
<td>(Berenschot, 2018)</td>
<td>Wiley</td>
<td>Indonesia</td>
</tr>
<tr>
<td>6.</td>
<td>Political consensus, economic reforms, and democratic transitions in the Middle East: Evidence from voting on Tunisian reform bills</td>
<td>(Jouini &amp; Ben Akal, 2022)</td>
<td>Wiley</td>
<td>Tunis</td>
</tr>
<tr>
<td>8.</td>
<td>Prerequisites for Implementation of The Public Administration Reform Strategy in Ukrainian Civil Service</td>
<td>(Khadzhyradiev a et al., 2021)</td>
<td>Wiley</td>
<td>Ukraine</td>
</tr>
<tr>
<td>10.</td>
<td>The Political Economy of UHC Reform in Thailand: Lessons for Low- and Middle-Income Countries</td>
<td>(Tangcharoensathien et al., 2019)</td>
<td>Taylor and Francis</td>
<td>Thailand</td>
</tr>
<tr>
<td>12.</td>
<td>The Promise and Pitfalls of Security Sector Interventions: Examining the Medium-Term Impact of Security Sector Reform in Sierra Leone</td>
<td>(Roberts, 2020)</td>
<td>Taylor and Francis</td>
<td>Sierra Leone (West Africa)</td>
</tr>
<tr>
<td>13.</td>
<td>Leadership and Public Sector Reform in the Philippines</td>
<td>(Brillantes &amp; Perante-Calina, 2018b)</td>
<td>Emerald</td>
<td>Philippines</td>
</tr>
<tr>
<td>14.</td>
<td>Leadership and Public Sector Reform in Vietnam</td>
<td>(Pham, 2018)</td>
<td>Emerald</td>
<td>Vietnamese</td>
</tr>
<tr>
<td>15.</td>
<td>Leadership and Public Sector Reform in Malaysia</td>
<td>(Beh, 2018)</td>
<td>Emerald</td>
<td>Malaysia</td>
</tr>
</tbody>
</table>

Source: author

4.1 ANALYSIS

Further analysis was carried out by classifying data from these articles to see the main challenges of BR and strategies in implementing BR in developing countries. In research with the title Institutional Reforms for Economic Growth in the Western Balkan countries (Nedić et al., 2020) The author examines institutional quality as a driver of economic growth in the Western Balkan countries (Serbia, Montenegro, Bosnia, Herzegovina, Northern Macedonia and Albania) in the 2006-2016 period. These countries are rarely mentioned in studies of the impact of institutions on economic growth. This article uses the theory "The impact of institutions that stimulate economic activity and reduce uncertainty is influenced by institutional factors formalized through the concepts
of rule of law, political stability and low levels of corruption" (Corrado and Rossetti, 2018). Researchers empirically tested the impact of individual institutional quality indicators on economic growth, and based on the World Bank governance indicators methodology using multiple panel data and linear regression analysis. The largest statistically significant and positive impact comes from the government, effectiveness variables and regulatory quality.

The research is entitled Civil servants' integrity in the public sector: the case of Nepal (Khanal et al., 2022) discusses the integrity of civil servants in providing public services is the heart and soul of public sector governance throughout the world, including in Nepal. Ensuring a higher level of integrity for civil servants is complex, because it is influenced by several factors. With these considerations in mind, this research aims to examine the factors that influence the performance of civil servants in providing public services in Nepal. This research uses the 2017/18 Nepal National Governance Survey data set.

Another study in Romania with the title Civil Servants Motivation and Work Performance in Romanian Public Institutions (Ciobanu & Androniceanu, 2015) discusses the era of globalization and continuous change, public institutions face the challenge of meeting the needs of the population by having to reduce the resources they have. This aims to provide institutions with focused resources that can help the organization achieve its mission. However, building and maintaining a capable and competitive workforce is a critical challenge for public organizations. Romanian public institutions deal with high levels of employee fluctuation as large numbers of civil servants leave the public sector for better-paying jobs in private companies. This research uses the theory that the factors that determine the motivation of public sector employees are different from those that influence the motivation of people working in the private sector. Private employees have been shown to consider high-income work as the primary motivation, while civil servants find opportunities for promotion and laddering important, followed by high income.

Issues related to bureaucratic reform are also described in research entitled "Incumbent Bureaucrats: Why Elections Undermine Civil Service Reform in Indonesia" (Berenschot, 2018). His research raised the issue of the ineffectiveness of the bureaucracy in Indonesia. One example of this is during general election activities. In practice, it turns out to trigger internal competition fight for power and control over state resources.
Other research that uses Indonesia as a study is research entitled "Impacts of Cultural Behavior of Civil Servants on Citizens Satisfaction: A Survey on Licensing Services of Indonesian Local Government Agencies" by (Private & Kim, 2022). In fact, one of the problems that can also hinder the process of bureaucratic reform is the low quality of public services in developing countries. This can be seen from low level of citizen satisfaction with public services.

Reforms in the public sector also receive special attention national leaders such as the case study in the Philippines. As in the research entitled "Leadership and Public Sector Reform in the Philippines" by (Brillantes & Perante-Calina, 2018). That the intractable and stubborn problems of Weberian bureaucracy such as excessive rules and regulations, overlapping structures and procedures, inefficient procedures, lack of coordination, excessive party politics, and corruption, persist. Strategic leadership by executive departments plays an important role in organizing institutional reform programs. As the highest policy-making institution, the executive department has an important role in directing reform.

Case studies in other developing countries such as Vietnam are described in research entitled "Leadership and Public Sector Reform in Vietnam" (Pham, 2018). Public Sector Reform (PSR) is important to do in Vietnam. The Vietnamese government has emphasized the need for a transparent, capable and modern public sector, including efforts to increase legal capacity, reduce burdensome bureaucracy, fight corruption and improve public services. However, despite an ambitious reform program and several positive achievements, the quality of the public sector remains low with low professional capacity, high levels of corruption and a system that is incompatible with a market economy. The local leaders' strategy in responding to this was to use appointments, promotions and training to encourage the implementation of reforms at lower levels. However, Vietnam's leadership is considered less proactive and persistent in implementing reforms. The separation between party and government is unclear and there is a lack of clarity between policy makers and policy implementers. Many key positions in the government were occupied by members of the Vietnamese Communist Party leading to a blurring of the distinction between 'party cadres' and 'state cadres'. The strategy implemented is to emphasize strengthening performance and achieving results, simplifying and reducing administrative procedures, and decentralization. Leadership that needs to change is from a controlling role to an empowering role in creating an
environment that supports economic participation and development. Continuity and stability of leadership must be considered to achieve successful reform.

Reform

The public sector which is able to be influenced by leadership factors is also described in research entitled "Leadership and Public Sector Reform in Malaysia" by (Beh, 2018). Through case study analysis in Malaysia it was found that Malaysian leaders often fail and recognize that they must demonstrate the ability to achieve public goals and accountability to the public in line with good governance. However, currently public service reform continues to develop with an emphasis on providing better services, electronic government and one-stop service centers.

Improving the quality of public administration is also described in research entitled "Prerequisites for Implementation of The Public Administration Reform Strategy in Ukrainian Civil Service" (Khadzhyradieva et al., 2021). In a case study in Ukraine, to improve performance and ensure the quality of a country's public administration is aimed at civil servant innovation. Efforts to improve performance quality are motivated by public trust in public institutions. This is caused by a lack of balance between centralization and decentralization, poor communication both within the country and between the state and society, a shortage of qualified personnel, and the low quality of administrative services. All of this needs to be substantially reformed to increase the country's economic competitiveness and promote social welfare. The selection of civil servants should also be carried out more strictly in terms of their qualifications and moral qualities. And the challenge here is the refurnishing of the entire public administration structure in the context of change. Considerations regarding the importance and need for reform of the national civil service system are also being strengthened in the context of the economic and political turmoil the country has experienced since independence.

The political conditions of a country can indeed influence the development of bureaucratic reform. In research entitled "Political Consensus, Economic Reforms and Democratic Transitions in The Middle East: Evidence from Voting on Tunisian Reform Bills" by (Jouini & Ben Akal, 2022). In the case of the developing country Tunisia that Governments led by Ennahda candidate Jbali and later Laarayedh suffered from political turmoil. Additionally, political instability in the aftermath of the 2010 Tunisian Revolution was influenced by high levels of polarization. The resolution of the chaos was achieved by holding a national dialogue in October 2013. This marked the beginning of a consensus process aimed at overcoming serious deterioration in the political
environment, as well as disputes between political rivals that might otherwise lead to civil strife. And what is challenging in this case is greater pressure by civil society on the 2015 economic reform agenda.

Efforts to reform bureaucracy can be carried out using a merit system approach. Explained in the study entitled "Party Patronage and Merit-Based Bureaucratic Reform in Pakistan" (Ali, 2020). Problems like competitive electoral systems argue that patronage should decline as parties introduce merit-based bureaucratic recruitment systems. Efforts to improve public services are carried out by approaching citizens. Another strategy is carried out by strengthening relationships between bureaucrats selected in the Pakistan Administrative Service (PAS) case study. And the challenge is that some politicians or groups of politicians are too important for leadership to be ignored. When they want to remove a bureaucrat from office, these politicians do not say that the bureaucrat refuses to meet their patronage demands. Instead, they complain and spread fake news to the press claiming that the bureaucrats are inefficient, frequently absent, corrupt.

Bureaucratic reform, especially in the policy context, can also be influenced by decisions made. As in the study entitled "The Political Economy of UHC Reform in Thailand: Lessons for Low- and Middle-Income Countries" (Tangcharoensathien et al., 2019). It is explained that the set of decisions faced in any policy reform is limited by decisions made in the past, which often results in the continuation of ineffective and inefficient policies. The strategy that can be implemented is by making a breakthrough, such as evidence-based and participatory budgeting. And what needs to be underlined is that the economic, political and leadership dimensions are factors that enable the success of reform. Challenges in various political and economic dimensions can hamper reform if not managed well and attention needs to be paid to budget processes that minimize previously exercised discretionary powers.

In carrying out public sector reforms, it can be done by targeting the development of reforms in the accounting sector. As in the research entitled "Exploring Public Sector Accounting Reforms in an Emerging Economy: A Case of Sri Lanka" by (Nagirikandalage & Binsardi, 2015). In public sector accounting reform, a number of problems were found such as high fiscal deficits, inadequate operational and maintenance expenditure, skills and motivation problems. Therefore, the case study in Sri Lanka focuses on increasing public sector accountability and transparency. Public sector accounting reforms in Sri Lanka began in 2009 through the newer concept of "accrual
accounting”. Public sector accrual accounting proposes recording transactions on an accrual basis, and preparing accrual-based financial reports for the government. And the challenge here is that a slow attitude towards price determination in society can have a negative impact on public sector accounting reform. Although several steps have been taken to introduce public sector accounting reforms, factors such as bureaucracy and complicated procedures in the Sri Lankan public sector have had a negative impact on existing reforms in public sector organizations.

In the defense and security sector, bureaucratic reform is also carried out as an effort to build peace in the process of social regulation and state development from an interpretive perspective. In research entitled "The Roles and Practices of Civil Society Actors in Police Reform in Kyrgyzstan: Activism, Expertise, Knowledge Production" (Lottholz, 2021). While civil society actors can successfully influence reform, they face limitations in terms of their own expertise, capacity and representativeness. Capacity strengthening can be carried out through the Ministry of Internal Affairs in developing action plans for implementing reform measures for internal affairs organs, namely in the case study area of the Kyrgyz Republic. Other research that also emphasizes the importance of reform in the field of defense and security is research entitled "The Promise and Pitfalls of Security Sector Interventions: Examining the Medium-Term Impact of Security Sector Reform in Sierra Leone" (Roberts, 2020). That the lack of supervision of the police must be corrected in the interests of democratic and accountable governance. Other strategies in terms of security are also carried out through road safety education, illegal levy activities in schools, preventing religious radicalism, law enforcement, road accident education, as well as providing road safety equipment.

4.2 DISCUSSION: STRATEGY AND CHALLENGES OF BR IN DEVELOPING COUNTRIES

In the western Balkan countries (Nedić et al., 2020), the main influencing factor bureaucratic reform in the Western Balkans, namely the Western Balkan countries are late in the accession process to the European Union due to many reasons, subjective and objective. Furthest along the EU membership path are Montenegro and Serbia, which have been in the accession process since 2010 and 2014 respectively. North Macedonia and Albania have reached a decision to open accession negotiations in 2020. Bosnia Herzegovina signed a Stabilization and Association Agreement in 2015. It is realistic to
assume that all WB countries are critical to implementing institutional reform policies to ensure market conditions for the economy. Institutional reform is also the direction of action for public policy makers in choosing which public authorities should receive special attention in implementing institutional reform policies. The main strategy used in the BR process is that economic growth implies sustainable investment, especially investment based on innovation and new technology. The research results show that the Government Effectiveness & Quality of Regulation variables have the greatest impact on GDP growth. Policymakers are required to improve the efficiency of public sector employees and the quality of the regulatory framework. The realization of this policy will be a strong signal to potential investors for growing investment, because excessive and complicated regulations will influence the decisions of potential investors. In this sense, it is a kind of "guillotine" of regulations that serves to act as a stimulus and accelerate the dynamics of their development. The challenges faced in the BR process are: According to foreign investors, the obstacle to investing in WB countries is not company regulation, but slow, complicated and inflexible public administration that is discretionary and lacking in professional principles. This can be especially felt in remote places where local officials often improvise too much. Investors are often unsure who is responsible for issuing the necessary permits, and there is insufficient coordination between ministries and agencies; some procedures are considered complicated and difficult.

In Nepal (Khanal et al., 2022) The main factors in the BR process from research findings reveal that citizens' perception of the integrity of civil servants in public services is positively influenced by civil servants' compliance with regulations, their responsiveness in providing services, timely service, hassle-free service, and adequate salaries, while being negatively influenced by the civil servant's previous network/relationships with citizens and their requests or requests to accept bribes for public services. The main strategy implemented is that the Government of Nepal has paid close attention to the quality of public services since the founding of democracy in 1951. Since then, many reform commissions, constitutional bodies, state institutions, laws, policies, guidelines and directives have been established over the years to address this issue, the Constitution of Nepal (2015) has envisaged making public administration fair, competent, impartial, transparent, corruption-free, accountable and participatory. The challenges that cultural organizations face to put the public service ethos into practice appear to be low. Nepal's civil service has been accused of being dysfunctional,
fragmented, poorly organized, inefficient, ineffective, evasive, defeatist, delayed, reckless, self-serving, inexplicable, irresponsible, corrupt, non-transparent, irresponsible, and unable to meet citizens' expectations.

Implementation of BR in Indonesia according to studies (Berenschot, 2018) influenced by political conditions. One of the focuses of the problem is the relationship between civil servants and politicians. This was rampant in the era of Soeharto's authoritarian regime which ended in 1998. In which, Soeharto left Indonesia with a civil position that was not only high in corruption, but also a very unresponsive bureaucracy. In response to this, there have been strategies implemented, such as the emergence of the principle of decentralization in general elections which functions to foster a more responsive bureaucracy managed by civil servants who are appointed on the basis of merit. Bureaucratic reform has indeed become an important element of the post-government agenda-Suharto. This was also encouraged by the public and foreign donors, as well as the formation of new laws, such as Law Number 43 of 1999 concerning Civil Services, Law Number 32 of 2004 concerning Regional Governance and finally Law Number 5 of 2014 on Bureaucratic Reform. This regulation is also a reference in adopting more systems regarding merit-based appointment and promotion of civil servants. However, what is challenging in this case is the assumption that internal politics are considered more important for career path, work ethic progress and actual performance. In addition, the electoral interests of the bureaucratic apparatus are the main obstacle to bureaucratic reform in Indonesia, because they encourage politicians to use bureaucracy only as a means of gaining and maintaining support.

In Indonesia according to (Private & Kim, 2022) Several other factors that are of concern for bureaucratic reform are public services. According to what can influence the low quality of public services, namely organizational culture factors. Services that are considered complicated, such as requirements and procedures, uncertain times, inflated costs, limited resources, and low quality of the physical environment, technical quality and functional quality can hinder the achievement of intensive services. Where ideally the quality of public services should be measured with an orientation towards customer satisfaction.
4.2.1 Main Factor

Main factor to reform the bureaucratic in developing countries is political problems. Likely in Indonesia, implementation of BR in Indonesia according to studies (Berenschot, 2018) influenced by political conditions. One of the focuses of the problem is the relationship between civil servants and politicians. This was rampant in the era of Soeharto's authoritarian regime which ended in 1998. In which, Soeharto left Indonesia with a civil position that was not only high in corruption, but also a very unresponsive bureaucracy. In response to this, there have been strategies implemented, such as the emergence of the principle of decentralization in general elections which functions to foster a more responsive bureaucracy managed by civil servants who are appointed on the basis of merit. Bureaucratic reform has indeed become an important element of the post-government agenda-Suharto.

Other ASEAN countries such as Vietnam and Malaysia (Beh, 2018) facing leadership problems (Pham, 2018). In Vietnam, one of the main reasons for the slow pace of change is that the scope of reform is too broad as it covers all key elements of the public sector, while the capacity of public institutions and individual public employees to implement reform is still limited. Added to this is the lack of a professional civil service, organizational problems that are incompatible with economic reform, high levels of corruption, and the need to respond to the demands of the global context. The lack of professionalism in the public sector is caused by the lack of a clear relationship between qualifications and job specifications, as well as the phenomenon of luan chuyen can bo (cadre transfer) which can disrupt administrative stability. The organization of public administration needs to be adapted to economic reforms and requires appropriate decentralization. High levels of corruption result in a disregard for results and public trust, and hinder domestic investment. Vietnam must respond to demands from regional and international organizations and increase the competence and accountability of its government. Changes in the public administration machinery are necessary to keep up with globalization trends and introduce international practices regarding public administration. Meanwhile in Malaysia in the Government Transformation Program launched in 2010, seven National Key Results Areas (NKRAs) have been identified, namely reducing crime, fighting corruption, improving education through student learning outcomes, improving the living standards of low-income households, improving basic rural infrastructure, improving urban public transport and addressing rising costs of
living. In political transformation programs, digital transformation programs, Community
transformation programs and social transformation programs have also been created
which advance public sector reforms. However, the challenge here is that government is
increasingly full of uncertainty and complexity, especially in the interpretation of
applicable laws.

Other Asian countries that are trying to carry out bureaucratic reform have a main
challenge, namely the competency of human resource personnel that needs to be
improved. The challenges faced include a lack of understanding and generational
differences, as well as professionalism between young activists and policy makers and
domestic affairs staff. Young activists are considered to lack skills and experience, which
is a reason to exclude them from discussions and decision-making.

In developing countries in ASEAN such as the Philippines (Brillantes & Perante-
Calina, 2018) a number of reforms pushed by the president to improve the performance
of national government offices include Performance-Based Bonuses (PBB), open
government partnerships, accountability mechanisms, a road map for civil service reform,
including a strategic performance management system, and others. In addition,
sustainability in public sector reform must be accompanied by reform of institutions,
structures and procedures, as well as embedded in shared behavior, values and vision that
are well communicated and shared by everyone. In efforts to reform the public sector in
the Philippines, there are several challenges faced by leaders. Although they have a
phronetic leadership approach that focuses on changing behavior, views and attitudes.
There are some problems that are difficult to overcome. These challenges include
corruption and lack of accountability which are part of public sector life, apathy and
cynicism from the bureaucracy and society, limited financial resources, and a lack of
capacity and human resources within the bureaucracy. Nevertheless, leaders need to
continue working to reduce the negative impacts of corruption, build a lasting spirit of
change, seek alternative financial resources and increase internal capacity. Sustainable
public sector reform must be supported by changes in institutions, structures, procedures,
as well as culture and vision that are accepted by all parties.

The main factors of the several developing countries like Romanian State
(Ciobanu & Androniceanu, 2015) is the work motivation of civil servants is influenced
by factors that are mainly related to daily activities, such as the leadership style of
superiors, the content of the activities carried out or the degree of independence they enjoy
in carrying out their attributions and to a lesser extent by factors related to professional development, such as participating in professional training activities or career development opportunities. In conclusion, civil servants' willingness to work in Romanian public institutions is driven by motivating factors such as the work environment and what work they do.

4.2.2 Strategy to reform

The main strategy carried out in the BR process is that the most important factor in determining the motivation and work performance of civil servants is the leadership style of their superiors. In line with other research in the area (Van Wart, 2005; Yukl, 2002; Fernandez, 2010), this research shows that leadership behavior plays an important part in determining subordinate performance and, implicitly, organizational performance. In order to identify appropriate solutions to crisis situations, people who occupy managerial civil service positions need to use their interpersonal skills to build relationships based on trust with their subordinates, delegate and assign tasks, encourage learning and development among civil servants.

In determining strategies for the aspect of strengthening organizational culture, namely by determining whether public services can be felt by the public and evaluated. The culture of 'Guyup' (strong ties with the community) must be adopted into a culture of cooperation in work groups. A cooperative attitude becomes an effort to solve problems together and compliance with social norms becomes a feeling of 'embarrassment' when work is not completed. The challenges in reforming, especially in the aspect of institutional culture, namely the interaction between service providers and service recipients, require an evaluation. Because in essence cultural factors and values can encourage improvements in the quality of public services.

5 CONCLUSION

Political problems are still the main obstacle in the bureaucratic reform process in developing countries. Political co-optation in the bureaucratic reform process, such as what happened in Indonesia, often occurs. Internal politics is needed to improve career, welfare and on the other hand bureaucracy is used to maintain power.

Another main problem is the low competency of human resource personnel. Like in Nepal, Civil ServantNepal's services are accused of being dysfunctional, fragmented,
poorly organized, inefficient, ineffective, evasive, defeatist, delayed, reckless, self-serving, inexplicable, irresponsible, corrupt, non-transparent, irresponsible, and able to meet citizens' expectations.

Bureaucracies in developing countries also tend to be corrupt. High levels of corruption result in a disregard for results and public trust, and hinder domestic investment. A mechanism is needed to suppress corruption in the public sector. Lack of accountability that is part of public sector life, apathy and cynicism from the bureaucracy and society, limited financial resources, and a lack of capacity and human resources within the bureaucracy. Nevertheless, leaders need to continue working to reduce the negative impacts of corruption, build a lasting spirit of change, seek alternative financial resources and increase internal capacity. Sustainable public sector reform must be supported by changes in institutions, structures, procedures, as well as culture and vision that are accepted by all parties.

Outdated public organizational culture also still characterizes bureaucracy in developing countries. The bureaucratic pathology that is closely related to public organizations is related to organizational culture. The challenges that cultural organizations face to put the public service ethos into practice appear to be low. Nepal's civil service has been accused of being dysfunctional, fragmented, poorly organized, inefficient, ineffective, evasive, defeatist, delayed, reckless, self-serving, inexplicable, irresponsible, corrupt, non-transparent, irresponsible, and unable to meet citizens' expectations.

A transformation strategy is needed to implement public bureaucratic reform in developing countries. Several main programs that can be implemented are political transformation programs, digital transformation programs, community transformation programs and social transformation programs that have also been created which advance public bureaucratic reform.
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