Efforts to Reform State Civil Apparatus Management in the Face of Globalization

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Abstract

Currently, Indonesia's institutional structure is overweight with 34 ministries, 28 non-ministerial government institutions, and around 69 non-structural institutions with overlapping authority, indicating the complexity of government fragmentation in Indonesia. Globalization will intervene more in the field of government institutional restructuring when Indonesia's institutional situation is too hierarchical, fragmented, and over-procedural. This paper aims to discuss the importance of ASN management and how the government steps to actualize public values in ASN reform. This research uses a qualitative approach, which describes the efforts to reform ASN management in the face of globalization. The data collection technique used in this research is a literature study by collecting materials from books, journals, by describing the data through several experts' opinions. This paper proposes a recommendation that institutional downsizing is a logical consequence of the fragmented condition of Indonesian government institutions, the president should dare to reorganize the power structure in order to save the cost of governance. The quality of ASN in the face of globalization should be strengthened by recruiting younger employees who understand the dynamics of technological development, and educating ASN personnel by conducting special trainings in responding to globalization as a challenge that must be faced.

Keywords: Reform; Management; State Civil Apparatus; Globalization

INTRODUCTION

The ambiguity of the division of government affairs is one of the pressing and strategic issues, but has not received much attention from policy makers (Dwiyanto, 2015). Government activities are carried out with a structurally fragmented bureaucracy that causes a lot of overlapping. Meanwhile, the strength of bureaucratic institutions in terms of expertise is a vital demand considering that its main business is policy implementation. While other government functions such as representation, policy-making and voicing of interests are carried out by various institutions, policy implementation remains the responsibility of civil servants, despite the fact that in some countries they are conditioned to work under politics. Failure to organize bureaucratic expertise has negative implications for effective and efficient governance in all regions.
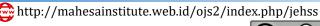
The principles of professionalism of government institutions have been widely echoed by public administration experts to improve the performance of public sector organizations. Following the arguments of public sector performance management experts (Moore, 1995) (O'Flynn, 2007) (Spano, 2009), The main argument of this presentation is built on the following assumptions. First, that public organizations are said to have created public value if the benefits received by the community are greater than the costs incurred, including the use of legal aspects that force service users to comply with statutory provisions. Second, the concept of public value creation is needed as the main basis for implementing management reform of the state civil apparatus (ASN). Third, public value can be achieved when the services produced by public sector organizations meet the needs of the population, so that the higher the public satisfaction, the greater the public value created. From all these realizations, this paper would like to convey.

The definition of public is a very dynamic one. Several public administration researchers have recorded the journey of the definition of public by emphasizing the differences in the locus of public administration (Pesch, 2008) (Radhika, 2012) (Pramusinto, 2009) which sees public administration as an organizational understanding with a societal character. Emphasis must be applied in several ways. First, public administration theory cannot deny its existence as a child of political theory, so that political theory both as a science and art remains an influential thing in it. Second, public administration theory needs a deeper definition of the anthropological conditions of society to embody the meaning of "public" so that there is no doubt in reviewing the social implications of public administration practice. Third, the meaning of "public" as a societal orientation is a universal order that represents all aspects of goals that are influential in ensuring the smooth running of public administration practices.

So far, the institutional structure in Indonesia has been assumed to be an organization that is highly hierarchical, overlapping, and using too many convoluted procedures. The overgrown institutional structure inevitably leads to the need to reduce institutional fragmentation if the government is to build an effective and efficient government. This may not be easy given the political intervention of stakeholders dominated by political parties. In the institutional aspect, revisiting the constitutional foundation is an important aspect when the State Civil Apparatus (ASN) is reviewed in the locus of a unitary state such as Indonesia.

Not even two years after the State Civil Apparatus Law was enacted, the media has been filled with attempts to revise, criticize, and abolish it. Even in the House of Representatives, which passed the law, a faction of a political party has proposed a revision of the State Civil Apparatus Law (Thoha, 2014). Of course, Indonesia as a unitary state has a different pattern of management of the State Civil Apparatus from the system implemented in federal countries that apply federalistic decentralization. The State Civil Apparatus is often voiced to be refined following the patterns developed in European countries or the United States, but with the character of a unitary state, it is felt that the solution to refinement by accommodating these patterns will actually bring serious threats to the sustainability of the performance pattern of the State Civil Apparatus.

The development of an increasingly globalized era demands an ideal, competitive State Civil Apparatus that can adapt and be responsive to public demands (Ateh, 2018). Globalization is something that cannot be avoided by any country, its implications for various sectors within the

country can always be analyzed using many scientific disciplines. Thus, globalization has become a transdisciplinary field. The implications of globalization for public administration. Through an apolitical economic approach, an analysis is made of the various meanings and perspectives of globalization, the causes and consequences of globalization, and the basic or constitutive elements of globalization, an all-embracing phenomenon with a world governance model and its range of implications for society, government, and public administration.

Globalization has facilitated connections and coordination between communities, governments, and non-governmental organizations. Global accessibility is a major positive step towards human progress. However, globalization is building the foundations of a new civilization marked by many paradoxes. Not all countries have been affected by or responded to globalization equally. The process has moved faster in North America, East Asia, Western Europe and Australia than in Asia, Eastern Europe, Africa and Latin America. Nevertheless, the globalization of capital, politics, administration and culture has affected almost every country: in this sense, no country has been left untouched.

There are at least five major changes that globalization may bring about. First, the establishment of supraterritorial governance organizations such as the International Monetary Fund (IMF), the World Bank, and the World Trade Organization (WTO), whose decisions and codes of conduct are binding on countries that affect the administrative systems of these organizations. Second, there is an increasing level of interdependence among modern states to address territorial and supraterritorial issues and to seek cooperation for a number of common interests, such as concerns for the global environment and ecological survival. Third, all states have gained the information advantage to process information in almost all functions of governance, both domestically and internationally, although less developed states will continue to lag behind for a while. The most important aspect is the global hegemony on military technology of the dominant nations that dominate both earth and space, such as the United States. Fourth, the increasing role of government as a partner and promoter of the private sector, often at the expense of public goods and services. Under the forces of globalization, governments are increasingly shifting towards providing an enabling environment for private enterprise. Fifth, the shift of the administrative state from the welfare state to the corporate state, or shadow state, state, contractor state, entrepreneurial state and other such designations. The corresponding change in the nature of public administration and management has been defined by terms such as managerialism, political management, new public management, hallow-state, or corporate administrative state.

The concept of good governance is broader than the concept of traditional governance and management characterized by unilateral and monopolistic power practices by governing elites around the world, be it democratic or authoritarian. In such systems, the role of limited citizens, women and alienated ethnic groups, and civil society is ignored by Governments and governing elites. At a time when the invisible hands of powerful business elites in government and governing elites are popular, civil society and citizens of different genders, races, and ethnical backgrounds have been left out of the process. However, all this is changing in the information age and in global efforts to transform good governance.

This paper discusses the importance of State Civil Apparatus management and how the government steps to actualize public values in State Civil Apparatus reform. This paper also describes how globalization is faced by the government by managing government institutions. The argument of this paper is that public administration must emphasize positive moral aspects in an organizational understanding that has a societal character. To do that, radical changes are needed in the core management of the State Civil Apparatus. Patterns that have so far contained spoil systems, fragmentation, and over-procedure are criticized with the principles of public value which are expected to be able to answer problems.

The main purpose of this paper is to address an issue to encourage the formation of a new understanding and a more critical insight into the mechanism of reform of the management of the State Civil Apparatus, which in turn is needed as a basis for a more accountable strategy of collaboration between government institutions. This paper wants to present a critique and

correction of the institutional architecture of government based on the prevailing constitution in Indonesia, the following paper is intended as a correction of its implications in social and political life. Starting from these assumptions, to produce public value, government institutional design is faced with a problem of how to know that the system has successfully achieved its goals.

RESEARCH METHODS

This study used qualitative research methods. (Creswell, 2016) Qualitative research reveals that qualitative research is a method for exploring and understanding the meaning that comes from participants, be it individuals or groups originating from social and humanitarian problems. The data collection technique in this research is in the form of literature study, which is carried out by documenting documents, literature and books related to research material. Literature studies are conducted to obtain theoretical information so that researchers have a strong theoretical basis as a scientific result. The data in this study are based on books and journals that are relevant to the author's research. The data analysis technique used in the research is qualitative data analysis where in this study in the form of opinions expressed by experts regarding learning media, the data is used as a basis for strengthening the author's argument in analyzing. Data analysis using qualitative analysis techniques Miles and Huberman's (1992) approach in (Sugiyono, 2019) These include: data reduction, data presentation, and conclusion drawing stages.

RESULTS AND DISCUSSION

With a large number of institutions including 34 ministries, 28 Non-Ministerial Government Institutions (LPNK), and around 69 Nonstructural Institutions (LNS) with overlapping division of authority, it is easy to imagine how complex the fragmentation of government in Indonesia is (Dwiyanto, 2015). The result is the difficulty of policy execution at the bureaucratic level when authority has been distributed to institutions, coordination that is difficult to implement makes policies cost a very large budget.

The central government's Nawa Cita program basically requires a lean, effective and efficient government structure. Institutional downsizing is a logical consequence of the fragmented condition of the Indonesian government institutions, so as the highest authority of the government, the president should have the courage to reorganize the power structure in order to save the cost of governance and facilitate the performance of the bureaucracy. A high degree of expertise if not followed by a good arrangement will still experience difficulties due to bureaucratic fragmentation and overlapping regulations.

Reducing institutional fragmentation is a necessity for President Joko Widodo's government to create progressive, effective and efficient work patterns. The reorganization of ministries, non-ministerial government agencies, and nonstructural institutions has become inevitable (Dwiyanto, 2015) Research conducted by LAN in (Dwiyanto, 2015), shows that over the past 7 years, government institutional structures have continued to grow into officialdom. Often the expansion is related to the operandi motive, namely the establishment of new organizational units such as UPT, opening representative offices, and increasing the echelon status of officials in institutions.

Reformulation of Government Functions and Institutional Structure
a. Indonesian Reflection

Reformulation of government functions is generally carried out periodically, 5 years or 7 years, depending on the dynamics and capacity of the government to manage these dynamics (Dwiyanto, 2015). But in Indonesia, the reformulation that has occurred so far is very rarely done. Departing from some arguments of public administration experts (Dwiyanto, 2015) (Thoha, 2014) (Zauhar, 2012). First, ministries and agencies within the central government continue to maintain and try to swell their institutions even though their functions and roles are diminishing. Second, bureaucratic theory is difficult to understand because it contains explanations of the past, rather than answering the question of why public services can work today. Third, formulating the objectives of administrative reform is very complicated, because of the many parties involved, each

of which has its own objectives, which are not only different, but often in conflict with each other. As a result, the objectives of reform are highly subjective.

b. Strong Leadership as the First Step

There needs to be strong leadership from the bureaucracy at all levels to take risks and exercise discretion against rules that do not make sense and are not in accordance with the objectives of the public interest. A challenge that is difficult to face is the problem of criminalization of the State Civil Apparatus, which has enormous potential. Overlapping regulations such as administration, staffing, state administration have become regulations that can criminalize State Civil Apparatus employees. The behavior of auditors who often take action against government officials who violate laws and regulations due to overlapping regulations also increases the fear of finding alternative policies.

Leadership in ASN: A Response to the Fragmentation of the Indonesian Bureaucracy

A lean cabinet with an unconditional political coalition is something that public administration experts covet in the perspective of saving government institutions from the intervention of tight and dangerous political control. Political battles and compromises involving many veto players are in view (Tsebelis, 2002) This is something that indicates a challenge for the government to immediately compromise with the many interests, either by coalition or even co-optation. This is more intended to see how the style of policy making made by the government does not experience fragmentation and overlap. One of the main keys is to streamline the institutional structure that has been experiencing obesity problems.

The poor structure of Indonesia's bureaucracy has implications for many aspects, services that are too procedural so that they are impractical, complicated and inefficient, and the accumulation of tasks involving too many agencies makes tasks not simple. Following the arguments of many governance experts (Pramusinto, 2009) (Dwiyanto, 2015) (Thoha, 2014) (Purwanto, 2006), The main argument regarding the problem of bureaucratic structure is built on the following arguments. First, reforms in the political system, bureaucracy and public policy must lead to the welfare of the people in the form of public services, while the role of the state has shifted over time. Second, that the issue of streamlining the bureaucratic structure specifically oriented towards managing service activities needs to be designed and implemented systematically and ensure that the actions taken by the government are appropriate according to public needs. Third, the act of sacralizing the position of government bureaucracy is almost inevitable for Indonesians, where all matters from small to large always require and obtain the legitimacy of government bureaucracy. Fourth, that the success of strong programs requires other supports such as strong leadership and decision-making mechanisms that are balanced between short-term public needs and long-term public needs. So far, one of the weaknesses of bureaucratic leadership is that it does not have a clear vision of where development will take place.

Excessive sectoral and spatial fragmentation of the bureaucracy has created chaos in the relationships between bureaucratic units in the regions as well as between bureaucracies in ministries and non-ministerial agencies. Interconnection, cooperation and mutually reinforcing relationships do not exist between them. Instead, overlap, conflict, and competition between units stand out. The fragmented condition of the bureaucracy in terms of opinion (Dwiyanto, 2015) creates a double disadvantage as follows: (1) The government creates obstacles and constraints in executing its public policies. When authority is fragmented, the implementation of public policies must involve many government agencies. The implication is that it is difficult to equalize perceptions between agencies that are given authority and roles in the implementation of a particular government policy; (2) The cost of government administration is getting higher. Coordination is important because it requires a common perception, but it will take a lot of budget and time to immediately execute. It is different if the authority to carry out certain government affairs or functions is given to one particular government agency, policy implementation becomes simpler, easier, and cheaper. In addition, coordination costs between agencies are not required. Public accountability of policy implementation is also easy to manage, where failure and success

of implementation are easy to measure and accountability is easy to do; (3) The tendency to create sectoral ego or silo mentality among ASN (State Civil Apparatus). High sectoral ego then has implications for overlapping work between government agencies.

Reducing institutional fragmentation is a must for the government to build an effective and efficient government. What can be done is to take a leadership approach by reformulating the government affairs that must be organized by the government. In approaching the concept of the role of bureaucracy, the formation of institutions must be based on the affairs and functions to be managed, not the other way around. The assumptions presented by (Dwiyanto, 2015) that cases of overlapping and clashing authority between ministries and institutions are common. Conflicts of authority between ministries become even more complicated when the ministers involved in the conflict come from different political parties. Moreover, when the contested authority is related to access to resources that can be used for electoral purposes, the resolution will become even more complicated. Such problems cannot be resolved at the Coordinating Minister level and tend to be left to the president to resolve. As a result, the president will become a shelter and terminal to solve problems that do not need to occur when the governance structure is clearly and thoroughly regulated. On the other hand, the development of public demands and the increasingly diversified problems of society demand a decentralized movement of government leadership change, if the next institutional arrangement is not immediately streamlined, the burden of the central government's duties will be even heavier considering that the only mechanism that can be taken when government institutions are fragmented is to take over the implementation of policies by the president through direct instructions. Of course, this explains how the intervention of the central government is very high and certainly adds to the burden of the head of government.

The fragmentation of government institutions must be recognized as an implication of the involvement of political elements entering the ASN personnel system, while the government has long been required to implement independence and neutrality to prioritize the public interest. The basic principles of regulations on ASN actually have prohibitions including: (1) Discrimination; (2) Collusion, Nepotism, and Favoritism; (3) Obstructing constitutional rights; (4) Using coercive political activities; (5) Obstructing the right to compete.

Globalization: A Reflection on Ali Farazmand and Building World Class Governance

As comprehensive and inclusive concepts, governance and good governance are all-encompassing, highly participatory, dynamic and processual. Governance seeks solutions to problems through dialog and communicative action, engagement through the interplay of citizens and non-governmental organizations (NGOs) and government agencies. Partnerships have therefore become a central requirement of governance in the modern global environment.

In a new global political, economic and administrative context, the concept of good governance has emerged around the world. The concept is a natural problem because it can mean different things to different people. The political economy of this idea has its roots in corporate capitalism as well as in the new world order that dominates globally, it is characterized by unipolarism, the unitary ideology of shared capitalism, neo-liberal, interest ideology of individualism, market-oriented organizational and administrative systems, market-oriented reforms, privatization, and a pluralistic ideology of divide and rule. The new concept of governance has been pushed by global corporate elites as a precondition for investment in developing countries as well as globally dominating governments such as the United States that represent and support them globally (Farazmand, 1999).

The concept of good governance has been emphasized around the world, although this unrealistic and problematic concept is also emphasized differently around the world. For example, countries with repressive and dictatorial governments are allowed to continue repression of their citizens, exploitation of cheap labor and natural resources, and violation of human rights. Governments deemed less friendly or those that do not submit to the dictates of the new world order are threatened by heavy political propaganda, economic boycotts, incitement of forms of terrorism and opposition groups, destabilization policies, military interventions, and a range of

other sanctions that reduce the ability of governments to continue functioning, leaving governments weak in the hands of the designers of the new world order of corporate capitalism.

Building a world-class government means requiring Indonesia to be able to form a high-performing, trust-based government, and have a bureaucracy and ASN employees who are professional, impartial, and have integrity (Dwiyanto, 2015). It is certainly not an easy job considering the need to strengthen the bureaucracy without political intervention, streamline institutions, and establish strong leadership. To be able to carry it out, it is necessary to increase the degree of ASN expertise, this can be started from applying the merit principle in ASN management with characteristics including:

a) Selection and Promotion in a fair and competitive manner.
b) Performance-based pay, reward and punishment.
c) Standards of integrity and behavior in the public interest.
d) Effective and efficient human resource management.
e) Protecting employees from political intervention and arbitrary actions.

CONCLUSION

By maintaining the fragmentation of authority and institutions, the central government is actually burying the people's dream of effective and efficient work programs. The ability to accelerate development will also be difficult considering that the coordination that must be carried out by fragmented institutions will be carried out more often just to equalize perceptions, not to mention the amount of costs that will be incurred for each coordination meeting agenda. On the other hand, the Ministry of PAN and RB's regulation that prohibits meetings and activities outside the office forces many institutions to rent large government-owned buildings, such as Balai Kartini, when holding meetings involving many participants.

Courageous leadership needs to be exercised by dissolving fragmented ministries, for example, the case of the tug-of-war over the authority to manage village funds between the Ministry of Home Affairs and the Ministry of Villages and Disadvantaged Regions is one of the most well-known examples in the media. The government should be able to optimize the Ministry of Home Affairs to manage this authority, while the Ministry of Villages and Disadvantaged Regions can still be addressed by downgrading it to the level of a Department or Directorate under the responsibility of the Ministry of Home Affairs. Institutional proportionalization must be implemented because coordinating 34 ministries at once by two leaders is impossible due to the weak degree of control.

The government needs to take strategic steps to strengthen government institutions. This requires strong and visionary leadership that is able to take non-populist actions in the public interest. The turmoil and resistance experienced in internal institutions can be overcome by not making political contracts that threaten the merit system of the State Civil Apparatus. Reforms that are contextual, focus on meeting public needs, and eradicate inhibiting bureaucratic cultures are possible policies.

One of the strengths of leadership lies in ethics. The application of ethics is expected to create a life of good administrative governance. Ethics in a sovereign perspective is the principle of morality. Morality is generally absolute when it comes to ethical decisions. Meanwhile, the ethics of goods service contains more promotion of efficiency and maximization of input to output. In this view, an illustration can be given that in sovereign ethics a decision is said to be ethical if it can fulfill an absolute value that is considered good. This relates to how the government should dare to bump into some rules when the policy objectives are actually aimed at the public interest but are hindered by non-actual legal interests.

Transformative leadership is a form of accelerating transformation towards world-class governance. This can be done by recruiting younger employees who understand the dynamics of technological development, and educating the available ASN workforce to understand integratively how globalization is addressed as a challenge that must be faced by conducting special training. This is because globalization will intervene more in the field of government

institutional restructuring when Indonesia's institutional situation is too hierarchical, fragmented, and over-procedural. Of course, government institutions should not be tampered with by the interests of global elites who offer institutional restructuring into a model of government that is friendly to foreign capital rather than friendly to the public interest.

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