

THE MEANING AND SYMBOLS IN EDUCATIONAL QUALIFICATION IMPROVEMENT POLICY OF INDONESIAN STATE CIVIL APPARATUS

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ABSTRACT

Educational qualification is a form of competency improvement of state civil apparatus (ASN), in which the implementation is arranged in a circular from Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 4 Year 2013. Educational qualification aims to enhance the professionalism of the state civil apparatus in solving various public problems, which runs in a dynamic and fast move. The challenges and problems faced by the public administrator are very complex and multi-aspect. The role of state civil apparatuses to determine the success and failure of governance development, both at central and local levels. Good examples and bad examples of qualification improvement reflect the will of the state civil apparatus to continue to the higher education level, such as; junior high school to senior high school (as well as C-Package), diploma, bachelor, master, and doctoral degree. Willingness and good intentions need to be appreciated and supported by the leaders of the Bureaucracy, but there is no indication of either the state civil apparatus are willing to improve the qualification instantly or ignore the qualified educational process, such as the circulation of fake diploma, educational institutions that are not licensed and standardized, false pride of the state civil apparatus with a degree of education, and violation of the license of learning process and learning tasks policy. Tangible results expected to increase in the qualification of state civil apparatus that can interpret and apply the principle of dynamic governance as the development of good governance in carrying out their duties and functions. One of the forms of the state civil apparatus is that they must have the understanding of science (theory and concepts), such as logical thinking in arguing with various stakeholders in order to strengthen the implementation of the policy when they are carrying out their duties and functions.

Keywords: policy, qualifications, state civil apparatus, dynamic governance, good governance

INTRODUCTION

Political play between politicians and bureaucrats until now has not been interminable with various alibis, misguided opinions, and the support from strong public opinion through various media. It indicates that state civil apparatus (ASN) is still dominated and intervened by political forces. This indication does not only show the weakness of consistent firmness of the apparatus but also the government in implementing the Act No. 5 of 2015, concerning the state civil apparatus (ASN) is still a big question. The policy of ASN is considered as a guideline and reference for the bureaucrats in implementing the program and activities of the bureaucracy in maintaining their existence as the bureaucrats and their professional capabilities in serving the society. This policy is a clear reference in the implementation of the reform of the Indonesian government bureaucracy.

The weakness of commitment of the bureaucrats becomes one of the problems and challenges in implementing the ASN policy. One of the indications of the main weakness is due to the weakness of bureaucratic apparatus competence. Improving and strengthening the competencies through education and training are the key to forming a professional bureaucracy. The Government of Indonesia through the Ministry of State Apparatus Empowerment and Bureaucratic Reform has prepared and now is preparing various tools in the implementation of the education and training of the apparatus. One of the problems in improving the competence of the apparatus through education is the improvement of educational qualification to higher education, such as the undergraduate, master, and doctoral degree as well as an increase in the qualifications for the apparatus to high school education through the C-Package of Indonesian educational system.

Philosophical and conceptual problems: philosophically, the improvement of educational qualification to higher degree for the apparatus is totally their right that must be fulfilled and protected to support their career. It means that each apparatus gets the same rights to participate in further studies. However, the fact shows us that there are still various perceptions and understanding both philosophically and conceptually in relation to the issue as well as various interpretation or discrimination of the local (regional) policy especially at the local government level for permitting their apparatus to continue their study to a higher degree.

Policy problems: ASN policy that has been formulated and established by the House of Representatives (DPR) of the Republic of Indonesia, in the implementation process sometimes it is hampered by the lack of supporting regulations for it. Implementation and operation, in either the form of government regulations, a presidential decree, as well as other sets of regulations.

Empirical problems: in improving the competence of the apparatus through their educational qualification to higher education by enrolling the good quality college/university that are beneficial to the performance of the apparatus is not in line with expectations of the ASN policy. Empirically, the persistence of improper higher education services, such as; the implementation of distance education, illegal trade of certificates of diploma or higher

degree, compacting/cutting off the learning process, subjectivity in giving test-scores, or educational institutions that prioritize profit from the non-profit and other destructive activities on behalf of higher education.

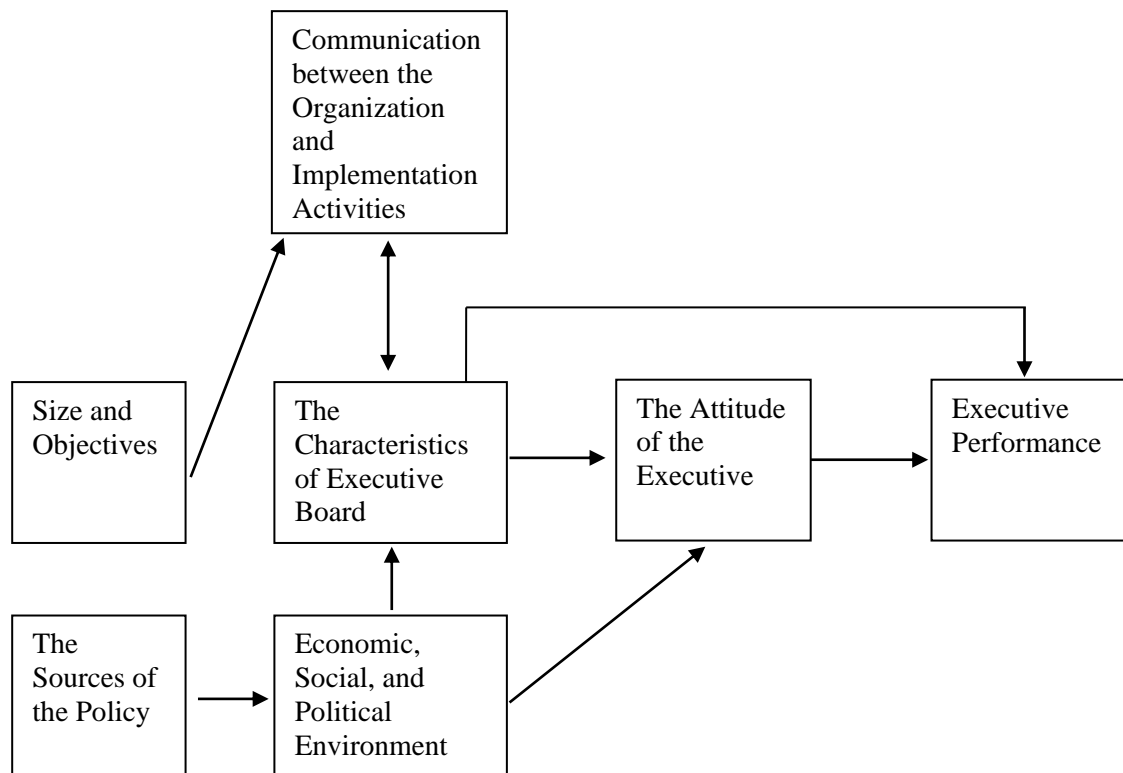
THE IMPLEMENTATION OF STATE CIVIL APPARATUS (ASN) POLICY

ASN policy implementation is a stage that will determine the success or failure of the policy compared to the formulation and establishment process of the policy itself, "... It is to be harder to run a constitution than to frame one." (Wilson in Waldo, 1953:67). The implementation of the ASN policy is considered as the benchmark for assessing the apparatus performance both of individually and organizationally. Professional competence of the apparatus holds a decisive role in achieving the government's programs and activities to provide satisfaction to society.

Van Meter and Van Horn (1975: 447), say further "...those actions by public or private individuals (group) that directed at the achievement of objectives set forth in prior policy decisions." Concrete actions in carrying out bureaucratic reform goal achievement through ASN policy, either carried out by the apparatus of bureaucracy as the main implementer and supported by the stakeholders, are considered as a common goal for the achievement of national development for the welfare of the society.

Van Meter and Van Horn further suggest that in implementing the policy, government needs topay attention to the six variables, as follows:

Figure 1.
The Model of Policy Implementation Process



Source: DS. Van Meter and Van Horn (1975:445-448)

The implementation of ASN policy in improving and strengthening the competence of bureaucratic apparatus associated with variable, which is proposed by Van Meter, has a correlation with the attitude of the apparatus as an implementer that tends to be destructive in taking decisions to improve the qualifications of the apparatus by choosing a college that is illegal and non-standard according to the curriculum competency that is expected by bureaucratic unit. The implication effects on the individual apparatus, organizational units, and deviations of procedures of the apparatus management, which in turn have a negative impact on the achievement of the bureaucracy performance.

Furthermore, Edwards (1980: 1) explains the ASN's role in the implementation of the policy with the roles of other institutions in the achievement of the policy objectives, as follows: "The study of public policy implementation is crucial for the study of public administration and public policy. Policy implementation, as we have seen, is the stage of policy making between the establishments of a policy - such as the passage of a legislative act, the issuing of an executive order, the handing down of judicial decision, or the promulgation of a regulatory rule - and the consequences of the policy of the people whom it affects."

The implementer in improving and strengthening the competence of personnel will not be separated from coordination and the role of other institutions, as well as an increase in the qualifications of the apparatus that requires coordination, monitoring, and oversight in the implementation process. Department of State Apparatus Empowerment and Bureaucratic Reform as an institution in which one of the tasks and functions are to manage state civil apparatus, including an increase in the educational qualifications to higher degree, of course, each department policy will be a guide and reference for government organizations as well as Government officials. Institute of Public Administration (LAN) that is in charge of improving the competence, such as an increase in educational qualifications through further education and training of state civil apparatus and technical training. The Board of State Apparatus (BKN) of the Republic of Indonesia is responsible to maintain the results of educational qualification improvement verify and validate the feasibility based on legal aspect on the results of the further study of the apparatus. The role of parliaments, both of central and regional, sets the policy direction to increase the competence of the state civil apparatus, especially in terms of budgetary and supervision policy.

Edwards (1980) suggests that in implementing any policy as well as the improvement and reinforcement of civilian apparatus' competence through educational qualifications is expected to consider four variables as follows: "... four critical factors or variables in implementing public policy: communication, resources, dispositions or attitudes, and bureaucratic structure." (Edwards, 1980:10). Furthermore, Sabatier and Mazmanian (1979:4) even stress the significance for implementing the policy that should have an impact on the society and its institutions: "... those event and activities that occur after the issuing of authoritative public policy directives, which include both the effort to administer and substantive impacts on the people and events".

THE COMPETENCE OF STATE CIVIL APPARATUS

Sofa (1999: 123) states that "a competency is composed of skill, knowledge, and attitude, but in particular the consistent applications of those skill, knowledge, and attitude to the standard of performance required in employment". Improvement and reinforcement on the competence of apparatus through the qualifications are expected to result in something that can be applied in real life and support the organization's performance with regard to aspects of academic and non-academic knowledge, skills that directly support the work tasks, and changes in apparatus mentality for forming a constructive character. Competence is the apparatus' characteristics that relates to the functions, roles, tasks, skills, abilities or personal qualities of the apparatus, which underlies the apparatus to be able to show a good performance in terms of works and roles in particular situations.

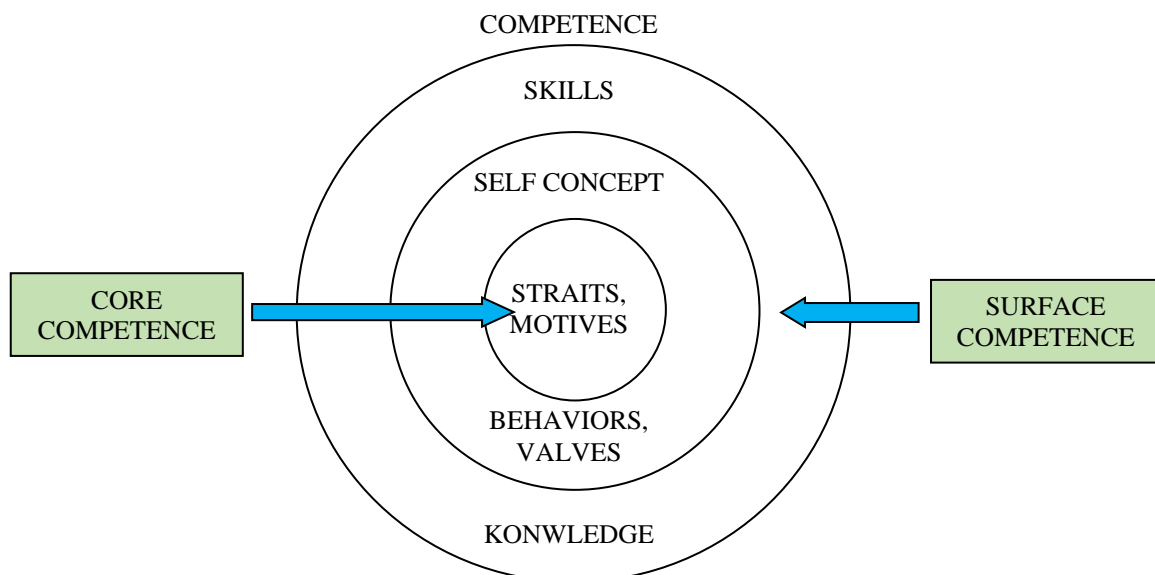
Spencer and Spencer (1993:9) point out that "competency is underlying characteristic of an individual that is causally related to criterion-reference effective and/or superior performance in a job or situation." Furthermore, Spencer and Spencer explains, competence is said to be an underlying characteristic because the characteristics are attached to the personality of the apparatus and can predict various situations and types of work. It is called as causally related because competence causes or predicts the behavior and performance. It is called as criterion-

referenced because competence actually predicts the one whose performance is good or bad based on particular criteria or standards.

Bureaucracy skills or professional staffed for a bureaucracy is already a thing that should not be ignored. Apparatus resources are listed in the column of design parameters, in the preparation of organizational matrix contingency, inter alia by Minzberg (1985:467), namely: the dimensions of main specialization of work, training, formalization of behavior and support staff, among others (specialization of jobs, training and indoctrination, formalization of behavior and support staff) that have been credited as a key mechanism for coordinating a very important position to improve the status of the position and status of the bureaucracy by considering horizontal bureaucratic model, from which the first bureaucracy (simple bureaucracy) towards a machine bureaucracy, a professional bureaucracy, a divisional bureaucracy, and adhocracy.

The establishment of competence, according to Spencer and Spencer (1993: 9-11), is established by the motives, traits, self-concept, knowledge and skills. Motives and traits are core competence or central competence, knowledge and skills are referred to as the individual competence that are "intent" that reinforce the use of possessed-knowledge and skills. The following figure shows the conceptual framework of competence according to Spencer and Spencer (1993: 11).

Figure 2.
The Individual Competence Model



Source: Spencer and Spencer, Lyle M., Jr. & Signe M., (1993)

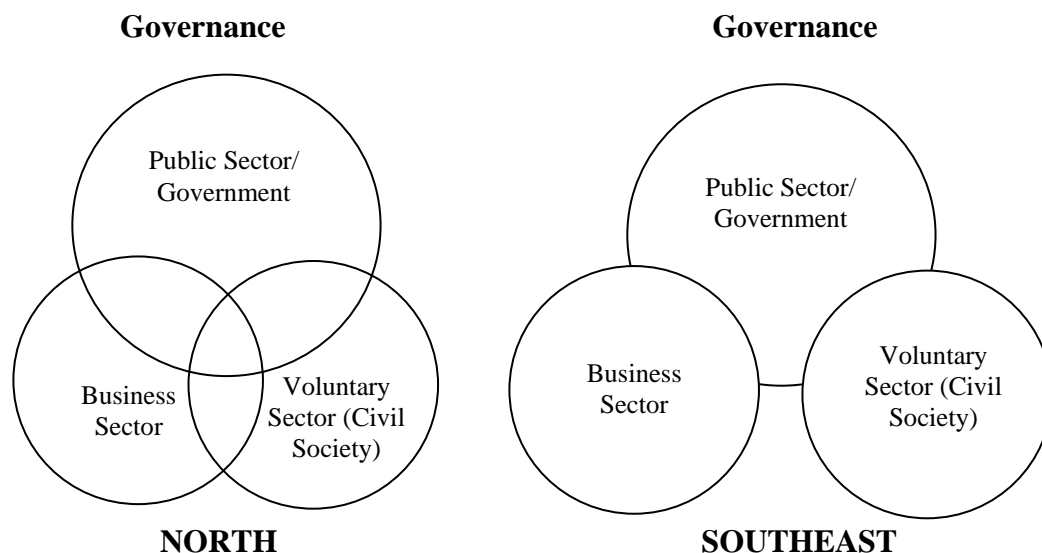
Surface competence (knowledge and skills) is a tangible competence that can be measured through individual performance of the apparatus, while the core competence of the apparatus is a competence that is difficult to see or measure and the competence of the crucial achievements of the successful performance of individuals and organizations, as well as measuring commitment, consistency, and honesty of the apparatus.

STATE CIVIL APPARATUS IN DYNAMIC GOVERNANCE

The competence of Indonesian state civil apparatus will not be separated from the influence of global, regional, national, and local environment. The needs of improvement of qualification become a necessity that cannot be avoided and must be performed by the apparatus to upgrade their competence. The characteristics of bureaucracy of Indonesian government as a developing country with the government's role as regulator and implementer of national development policy are still strong and quite dominant. It is inseparable from a bureaucratic culture behind it, either constructive or destructive, for example local wisdom, cooperation, as well as aspects of the influence of the Dutch colonial bureaucracy that has homage to continental Europe.

The role of apparatus is described by Kasim (2015) in Figure 3. There still exists a gap between the government, private sector, and society in implementing national development policies that has not reinforced civil apparatus in collaborating with the private and the public as stakeholders.

Figure 3.
The Elements of the Difference of Governance Magnitude in Developed Countries (North) and in the Developing Countries (South/ East)



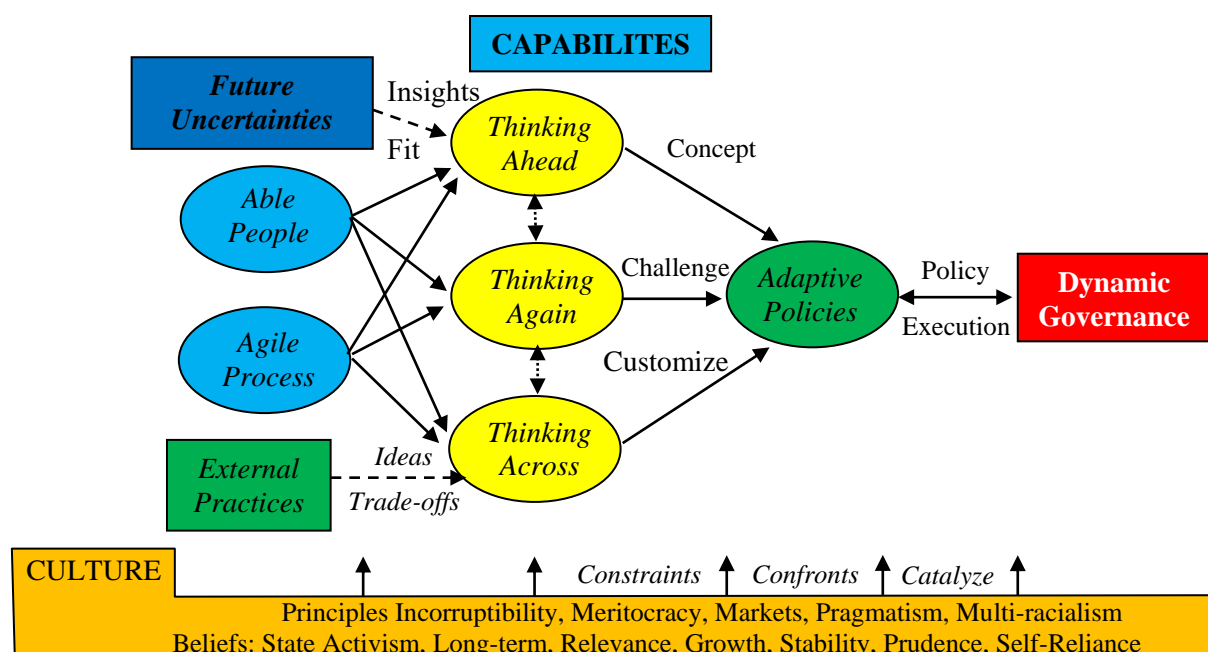
Source: Kasim, Azhar et.al. (2015: 13)

The role of state civil apparatus in improving the competence through qualification can change destructive bureaucratic culture that can align themselves in the management of governance with the developed countries (north) without leaving the national and local constructive characteristics, by giving freedom to both private and public sectors in running development programs. The apparatus competence, which expected in the governance of this government, is the clarity and certainty of service to stakeholder, both the terms of legality, systems and procedures, as well as the competence of apparatus in solving public problems.

Competence that can change the destructive bureaucratic culture has become a major challenge for bureaucratic apparatus in Indonesia, from apparatus 'corrupt-behavior is turned into the apparatus' adaptive, dynamic and constructive behaviors towards national development goals; apparatus' collusion behavior is turned into a solution in solving public problems, a means of communication and coordination of national development programs are effective and efficient; and nepotism behavior is directed to the aperture of the development of behavioral professionalism.

Competence (capability), culture, and the change are aspects that need the attention from the government in managing bureau and in encouraging dynamic system governance as a form of Indonesian government bureaucracy reform, as confirmed by Siong (2007) in Figure 4. The change through increasing and reinforcing the competence of the apparatus is a necessity that can not be bargained again by the government if the civilian apparatus want to be servants of the society.

Figure 4
Framework for Dynamic Governance System



Source: Siong, Neo Boon and Geraldine Cheng, (2007: 13)

CONCLUSION

Improvement and reinforcement of the competence through qualification advancement at further education level is very supportive for enhancing the dynamic bureaucratic apparatus as one of the efforts to reform the bureaucracy. Symbolization of the qualification will mislead the bureaucratic apparatus, lower the image of bureaucracy and impede the realization of a professional bureaucracy. The deep meaning of the results of apparatus' competency qualification is in the form of real work and professional behavior at work. Strategic role of bureaucratic apparatus in reforming the bureaucracy will depend on the changes in the behavior of corruption, collusion, and nepotism towards constructive culture by reinforcing adaptive and dynamic bureaucratic apparatus in serving the society.

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