

## **Human Resources Management as a Form of Acceleration of State Defense Bureaucracy Reform**

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### **Abstract**

Today, the implementation of bureaucratic reform in the defense sector has developed significantly, one of which is the acceleration of personnel and human resources in supporting the reform of the State defense bureaucracy. The method used in this research is qualitative research. Qualitative methods emphasize more on observing phenomena and researching the substance of the meaning of these phenomena. This research helps review the implementation of national defense bureaucratic reform during the pandemic and analyze the acceleration of human resources in supporting the State defense bureaucratic reform. Based on the evaluation of the implementation of the RB Accountability System & Government Agencies (SAKIP) of the Ministry of Defense by the PAN-RB Assessment Team of the Ministry of Defense, the achievement of the Kemhan RB reform index value has increased from year to year. The government can also reform the national defense bureaucracy by utilizing information technology. In this case, digitization in the HR management of the Ministry of Defense can be a significant factor in forming a new work culture within the Ministry of Defense. In the future, policy governance, defense management, budget, and others related to the Ministry of Defense will be positively affected. Thus, managing human resources can be considered one of the main factors in accelerating the reform of the defense sector bureaucracy in Indonesia.

**Keywords:** Implementation, bureaucracy reform, Human Resource acceleration, Covid-19 pandemic, Digitalization.

### **Background**

The implementation of bureaucratic reform in the defense sector has developed significantly. The change in the State defense structure after 2000 was the separation of defense and security through amendments to the 1945 Constitution and TAP MPR-RI. The significant implication of this change is the abolition of the ABRI faction in the Legislative, the withdrawal of Army members from political/public positions, and the development of defense management with the principle of a dual command structure.

Bureaucratic reform is essentially an effort to make reforms and fundamental changes to the government administration system, especially regarding aspects of the institutions (organizations), management (business processes), and human resources of the apparatus.

Bureaucratic reform is carried out in order to realize good governance (Ministry of Administrative Reform and Bureaucratic Reform, 2009).

The evaluation of bureaucratic reform carried out in 2019 showed that there was progress in the implementation of bureaucratic reform in central agencies, but it was still progressing slowly. In order for the acceleration of the bureaucracy to run optimally, a simplification of the bureaucracy is carried out in addition to equalizing performance allowances to be able to accelerate the movement of bureaucratic reform in government agencies (Ministry of Administrative Reform and Bureaucratic Reform, 2020).

The effectiveness of implementing the Bureaucratic reform of State defense is based on the Sihankamrata. All aspects of defense are involved in creating a whole and resilient defense system in the face of the dynamics of the strategic environment. Law No. 23 of 2019 concerning Management of National Resources for National Defense explains that "Management of National Resources for National Defense aims to transform Human Resources, Natural Resources, and Artificial Resources, as well as National Facilities and Infrastructure into State Defense forces that are ready to be used for the benefit of the State. The National Defense". Management of National Resources is, of course, held based on principles, one of which is the principle of universality.

Bureaucratic reform in the field of national defense (State defense) is aimed at creating a professional bureaucracy in the administration of government in the field of State defense with characteristics that are adaptive, integrity, high-performance, clean, free of corruption, capable of serving the public, neutral, prosperous, dedicated, sticking to values -fundamental values and code of ethics for state apparatus. Programs, activities, and stages of reform in national defense are institutionalized, sustainable, and in the spirit of bureaucratic reform.

Bureaucratic reforms that the government has proclaimed as a national program to realize clean governance and free of corruption must be carried out by all ministries/agencies and local governments. The government has established the Grand Design for National Bureaucratic Reform 2010–2025 as a guideline and reference in implementing bureaucratic reform for all Ministries and Institutions, including the Ministry of Defense as an element of government that has the task and function of formulating and formulating policies in the defense sector.

Implementing State defense bureaucratic reform leads to solving problems in the State defense sector, such as organization, legislation, Human Resources (HR) Apparatus, authority, public services, mindset, and work culture. The targets of the Bureaucratic reform State defense are the realization of a clean, professional, and free government from corruption, improving services to the community, nation, and state, as well as increasing the capacity and accountability of the performance of the government administration in the field of national defense. Bureaucratic reform State's defense's acceleration is in a good direction. Every year the results of the evaluation assessment continue to increase; in 2019, the evaluation value reached 69.05%. Bureaucratic reform constraints include sectoral egoism, weak professional work culture, corrupt practices, low quality of public services, a varying level of discipline, and inefficient and effective bureaucracy.

The focus of the problem is the existence of the Covid-19 Pandemic, which has an impact on the ongoing Bureaucratic reform process. The budget focused on handling Covid-19 also impacts the budgeting of Bureaucratic reform programs. The remote/online system is

one of the choices to implement the bureaucracy during the Covid-19 Pandemic. The use of technology in bureaucratic processes during a pandemic is a necessity.

Two central problems will be discussed in this paper: 1). How is the implementation of Bureaucratic reform state defense during the covid-19 pandemic? 2). How is the acceleration of the human resources of the apparatus in supporting the reform of the State defense bureaucracy? Based on the description above, the author is interested in reviewing and raising it into research titled "Human Resource Management as a Form of Accelerating Bureaucratic Reform in the Defense Sector."

## **Method**

The method used in this research is qualitative research. Qualitative methods emphasize observing phenomena and more research into the substance of the meaning of these phenomena. The strength of the words and sentences is greatly affected by the analysis and sharpness of qualitative research. Therefore, Basri (2014) concludes that qualitative research focuses on the process and meaning of the results. The attention of qualitative research is more focused on human elements, objects, and institutions, as well as the relationship or interaction between these elements, to understand an event, behavior, or phenomenon.

This research aims to examine human resources as a form of accelerating bureaucratic reform in the national defense sector. Secondary data sources are obtained from literature study techniques, books, journals, articles, websites, and other scientific literature. Then the data is processed in stages; inventory, identification, classification, systematization, and argumentative. Material/data analysis is carried out as an activity to provide a study which can mean opposing, criticizing, supporting, adding, or providing comments and then making a conclusion on the research results by analogy with the help of the theory that has been used based on the relevant literature or related laws, to facts or events on the object under study.

## **Result and Discussion**

### ***State defense Bureaucratic Reform in the Covid-19 Pandemic***

President Jokowi conveyed that in implementing bureaucratic reform during the pandemic, bureaucratic reform and improving human resources would continue to be carried out. The President's message was to avoid work activities that were just routine. However, at this time, the apparatus should start working as a progressive revolutionary spirit (Republika.co.id, 2020).

The positive side of the Covid-19 pandemic is a significant change in bureaucratic reform. As was conveyed by the vice president, the current Covid-19 pandemic has placed Indonesia in a challenging condition. According to him, this global epidemic has caused not only a public health crisis but also various other aspects of life, including aspects of governance. (JawaPos.com, 2020).

Policies regarding the Covid-19 Pandemic have an effect on governance. Almost all sectors implement work from home, namely working with remote systems (remote control) and using technology. The technology-based policies used by the government today are bringing increasing positive results. The e-Government Development Index (EGDI) survey by the United Nations shows that Indonesia is ranked 88th out of 193 countries in 2020, or an increase of 19 places compared to 2018 which was ranked 107th and 116th in 2016.

Technological advances have changed the working order, because fast or sooner or later the government will be affected (MediaIndonesia.com, 2020).

Implementing bureaucratic reform State defense is carried out through programs, activities, and stages, institutional and sustainable activities. The target is to realize a clean, professional, and free government of KKN. In addition, it also increases services to the community, nation, and state. RB State defense also has another target, namely increasing the capacity and accountability of the government administration bureaucracy's performance in the national defense field. Despite the Covid-19 Pandemic crisis, the implementation of the State defense RB continues to be carried out in tandem.

Changes in the bureaucratic system in the State defense sector also occurred during the Covid-19 pandemic. At that time, the human resources of the apparatus were affected by the Work From Home (WFH) policy. The government's implementation was ultimately carried out online by utilizing technology. Various meetings that examine strategic issues using technology so that international meetings are held online (MediaIndonesia.com, 2021)

The Ministry of Defense's internal governance has also been reformed by using internet-based employee attendance. Supervising employees who carry out WFH is carried out with an online attendance system. It is hoped that government governance can continue to be implemented outside the office. The following describes the results of bureaucracy reform State defense's evaluation.

Indonesia's economic growth and the consequences of the Covid-19 Pandemic crisis became a dilemma in implementing the State defense RB in 2020. That happened because there was a change in the budget, which had an essential role in accelerating the Strategic Plan and RB State defense. The economic crisis (multidimensional) in 1998 provided an authentic experience of how the budget played a substantial role in bureaucratic change.

**Table 1.** *Beucracy Reform Evaluation Results of the Ministry of Defense 2015-2019*

SASARAN RB 2015-2019	INDIKATOR	SKOR/TARGET	HASIL
Birokrasi yang bersih & akuntabel	a. Opini BPK atas LK Kemhan b. Tingkat Kapabilitas APIP c. Tingkat Kematangan Implementasi SPIP d. Penggunaan <i>E-Procurement</i> terhadap Belanja Pengadaan	a. WTP b. Skor 1-5(3) c. Skor 1-5 (3) d. 100 %	WTP 3,390 (BPKP) 2-3 (BPKP) 22,8%
Birokrasi yang efektif & efesien	a. Indeks Reformasi Birokrasi b. Indeks Profesionalitas ASN c. Indeks <i>E-Government</i> (SPBE) d. Indeks Akuntabilitas Kinerja	a. Skor 1-100(A) b. Skor 1-100 c. Skor 1-5(B) d. Skor 1-100(A)	69,05(B) - 2,6 (C) 64,55 (B)
Birokrasi yang memiliki pelayanan publik berkualitas	a. Indeks Integritas b. Survei Kepuasan Masyarakat (SKM) c. Prosentase Kepatuhan Pelaksanaan UU Nomor 25 Tahun 2009 tentang Pelayanan Publik (Zona Hijau)	a. Skor 0-10 b. 100 % c. Skor 1-110 (Zona Hijau, kuning & merah)	3,68 85,5 % 101 (Zona Hijau) Tertinggi

**Human Resource in State Defense Bureaucratic Reform Issues**

Think Achievement of the Vision of Bureaucratic Reform Source: Grand Design of Bureaucratic Reform 2010-2025



**Sources:** *Grand Design Bureaucratic Reform 2010-2025*

In the implementation of bureaucracy reform State defense, the management/management of State defense is something that needs to be considered. According to Fluri and Spagenov (2002), defense management is a significant concept that incorporates different aspects, both legal and conceptual, through institutional building and resource management for operations, international cooperation, and civilian control of the defense.

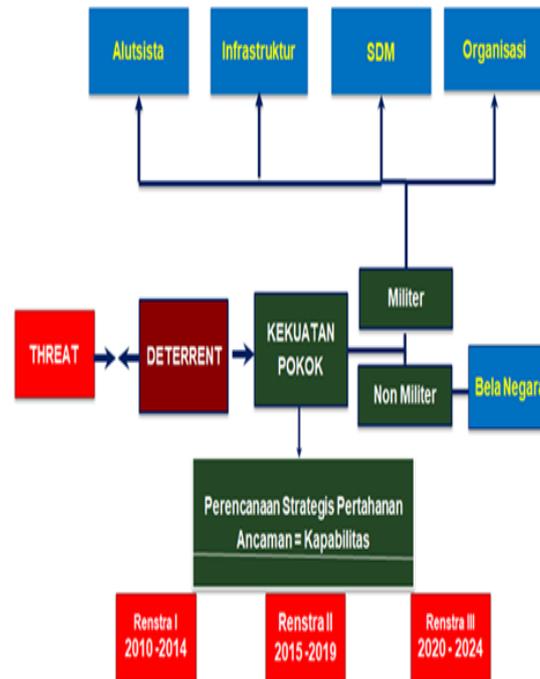
In achieving the vision of bureaucracy reform in State defense, defense management is needed that also pays attention to HR governance. In Law No. 3 of 2002, it is stated that there are national resources to assist the national defense forces. The SDNs referred to are HR, SDA, and SDB. This SDN arrangement is included in the defense capability development stage, which states that SDN can be utilized to improve the national defense capability.

The quality of State defense's human resources really must be considered. The role and quality of existing human resources significantly influence the budget, defense equipment, other resources, and defense policies. On this basis, they are placing several people appropriately in the correct position whose expertise, ability, age, and rank/position have been evaluated and adjusted into an organizational structure, in this case, the Ministry of Defense and the Indonesia Army (TNI).

Regarding State defense's strength in HR data from The Military Balance 2021 from The International Institute for Strategic Studies in Total Available Active Military Manpower, Indonesia has 395,500 active army personnel. In 2022 Indonesia is projected to have a population of 277 million (Central Statistics Agency, 2019), so ideally, Indonesia should have 2.7 million to 5.4 million security personnel as a national defense force.

This shortage of TNI human resources is anticipated by the existence of a Reserve Component by the mandate of the PSDN Law. On October 7, 2021, President Joko Widodo led a ceremony to determine the Reserve Components for the 2021 Fiscal Year, which was held at the Special Forces Education and Training Center (Pusdiklatpassus), Batujajar, West Java. During the ceremony, President Jokowi mandated the 2021 reserve component for as many as 3,103 people who came from civilians with different professional backgrounds.

The following is an overview of State defense's strategic planning (Renstra) associated with bureaucratic reform;



**Figure 2.** Strategic Plan and RB State defense

**Source:** Lecture Material on Public Policy and National Defense Policy

In the picture above, the four components of the defense system, namely defense equipment, infrastructure, human resources, and organizations, are part of strategic planning which also includes an essential part in reforming the national defense bureaucracy. Considering these aspects, the RB Strategic Plan is divided into three periods: Strategic Plan I 2010-2014, Strategic Plan II 2015-2019, and Strategic Plan III 2020-2024.

### **Reform of the National Defense Bureaucracy during the Covid-19 Pandemic**

The Covid-19 pandemic has forced drastic changes in all aspects of life, including the defense and security sector. The government issued several policies to deal with the pandemic, while policy adjustments during the pandemic continued to be made. Indonesia faces various dynamics and strategic environment complexes. The state runs the government to adapt to the turmoil of the fluctuating national political and economic situation.

The state defense budget was also adjusted to the PEN policy during the Covid-19 pandemic. The Indonesian government has prepared a strategy for handling the Covid-19 pandemic, such as industrial support, social assistance, additional health budgets, and policies on the regional finance and financial sectors. In terms of the budget, the RB program experienced problems because, during the pandemic, it was not a priority activity. Even so, the implementation of the State defense RB is still being carried out in stages and continuously. (Kompasiana, 2022).

The aspect that must be improved from the budget side is the perspective of budget absorption, which is not result-oriented. At the end of the year, almost all institutions or agencies will carry out many activities to absorb the year-end budget. That is less efficient and poses risks in the future. Changes in the perspective of results-oriented budget realization are significant in bureaucratic reform. So that the quality of the ministry's programs or activities is

prioritized over the absorbed budget, The spirit of bureaucratic reform is realized by creating a competent civil servant. In implementing bureaucratic reform, the personnel expenditure budget is also used as a benchmark for the efficiency of the state budget.

The efficiency of bureaucratic spending has also been proven to lead the nation out of various crises; support from the community and other stakeholders to make government officials as tough and competent as the private sector is needed to achieve bureaucratic reform's goals as soon as possible. The community and other elements are at the forefront of monitoring and evaluating bureaucratic reforms implemented by the government, especially in the State defense sector.

The Covid-19 pandemic is the starting point for changes in the bureaucracy of the government. Using technology in the bureaucratic process becomes natural, mainly because of the adjustment of activities that require meetings but are limited by circumstances. Even so, information security so as not to leak and harm the country needs to be prepared and paid attention to comprehensively. The use of technology also provides an overview of reducing the complexity of the bureaucracy that is a specialty in the Indonesian government.

### ***State defense HR in Accelerating National Defense Bureaucratic Reform***

Bureaucratic reform is one of the government's efforts to achieve good governance, to make reforms and fundamental changes to the system of government administration, especially regarding aspects of the institution (organization), management, and human resources of the apparatus. Through bureaucratic reform, an effective and efficient government administration system is organized. Bureaucratic reform is the backbone of changing the lives of the nation and state. Briefly, bureaucratic reform is defined as an effort to make reforms and fundamental changes to the government administration system to realize good governance.

Presidential Regulation (Perpres) Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 in its background explains that the meaning of reform in the bureaucratic field is considered to be the most backward in development when compared to the implementation of reforms in the political, economic and legal fields. State defense human resources should be prepared with competence to be more professional, with integrity, neutral and free from political intervention, free from KKN practices, as well as being able to provide public services for the community and able to carry out their role as an element of national unity and integrity based on Pancasila and the 1945 Constitution.

Digitization of the bureaucracy (use of technology) is now becoming a norm. For example, the staffing system, online budget submissions, and filling vacancies in digital ways are no longer conventional. The advanced technology used in the State defense bureaucracy accelerated the process of bureaucratic reform. Information that is open and accessible to all parties minimizes the practice of corruption in the State defense element.

The surplus of TNI personnel at the higher officer and Colonel positions at the Ministry of Defense became the basis for the issuance of Presidential Decree No. 37/2019 concerning the Functional Positions of the TNI that the functional officers of the TNI are located under and responsible to the Head of the Work Unit/Organization concerned. In other agencies, open auction of positions has become a common thing to find. That implementation in the Ministry of Defense this practice may require some adjustments

Currently, State defense is also open to participation in general, and this is legalized by the concept of State Defense contained in Law no. 23 of 2019 concerning the Management of

National Resources for State defense (UU PSDNP), currently translated into PP No. 3 of 2021 concerning the Implementation of Law no. 23 the Year 2019. Optimization of Information and Documentation Management (PID) is another central element in the RB State defense process. That is related to Law no. 14, the Year 2008 Public Information Disclosure (KIP).

Furthermore, achieving the goals and objectives of the bureaucracy reform Kemhan is carried out through priority programs that are considered strategic, fast, and practical to realize world-class governance. This program aims to transform the system and work mechanism of the organization as well as the mindset and cultures of individual ASN to become more adaptive, innovative, responsive, professional, and integrity so that they can meet the demands of the times and the increasing needs of society. The conditions to be achieved in this area of change are:

1. The more consistent the involvement of the leadership and all staff of the Ministry of Defense in implementing bureaucratic reform.
2. Changes in the mindset and work culture of the Ministry of Defense are increasing, especially in responding to the times.
3. Decreased resistance to change.
4. An embedded culture of change.

**Table 2.** *Activities in the 2020-2024 HR Management Arrangement Program*

No	Activities
1	Determination of disciplinary rules/code of ethics/code of conduct.
2	Monitoring and evaluation of the implementation of disciplinary rules/code of ethics/institutional code of conduct
3	Application of determining individual performance measures.
4	Periodic monitoring and evaluation of individual performance
5	Formulation and determination of performance-based reward and punishment policies.
6	Continuous improvement of the 5-year employee needs planning system, supporting the main performance of the Ministry of Defense according to the needs of the organization.
7	Preparation of employee redistribution plan
8	Formulation and determination of assessment center utilization policy
9	Employee career development based on assessment results
10	Implementation of mutations based on assessment results
11	Formulation and determination of recruitment and selection system policies in a transparent and competency-based manner.
12	Implementation of an open, competitive, and competency-based promotion system
13	Develop and determine employee career patterns
14	Determination of employee performance appraisal policy
15	Job analysis and workload analysis
16	Compilation of job factor information
17	Determination of job maps, job classes.
18	Implementation of Position Competency Standards
19	Implementation of Job Evaluation based on Position Competency Standards
20	Competency-based employee development
21	Monitoring and evaluation of competency-based employee development
22	Equalization of Administrative Positions to Functional Positions in the context of simplifying the bureaucracy
23	Staffing information system updates
24	Application of ASN Talent Management.

In addition, the HR management system restructuring program is also carried out to increase the professionalism of HR/employees of the Ministry of Defense, supported by a competency-based, transparent apparatus recruitment and promotion system, as well as obtaining commensurate salaries and welfare benefits. The conditions to be achieved through this program are:

1. Increased obedience to the management of the Ministry of Defense employees.
2. Increased transparency and accountability in the management of Ministry of Defense employees.
3. Increased discipline in the Ministry of Defense's HR.
4. Increasing the effectiveness of the Ministry of Defense's HR management.
5. Increasing the professionalism of the Ministry of Defense's human resources.

Based on the Minister of Defense Regulation Number: KEP/858/M/X/2020 dated September 10, 2020, regarding the Road Map for Bureaucratic Reform of the Ministry of Defense for 2020-2024, the following are the activities in the Human Resources Management Arrangement Program for 2020-2024:

## **Conclusion**

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Based on the previous description, in managing human resources consisting of civilian and military personnel at the Ministry of Defense, the Head of the Secretariat General of the Ministry of Defense Personnel Bureau becomes the leading sector in manning existing programs. In this case, the head of the personnel bureau Secretariat General of the Ministry of Defense is also assisted by the Secretary of education and training agency and the Director of Human Resources of the Directorate General of Defense in providing training programs to existing personnel.

In addition, in structuring the apparatus HR Management system, the indicators that appear in the reform of the Ministry of Defense bureaucracy by the National bureaucracy reform targets are the civil servant professionalism index. Thus, it can be understood that the proportion of attention given to civilian personnel in the Ministry of Defense should be appreciated as a form of effort to improve the quality of human resources that can support national defense like the main component, namely the TNI. In addition, a collaboration between civilian and military human resources is essential in national defense, considering that civil and military cooperation in various countries has become the key to increasing a robust national defense.

## **Conclusion**

Based on the results of the evaluation of the implementation of the RB & Government Agency Accountability System (SAKIP) of the Ministry of Defense by the Evaluator Team of the Ministry of Defense PAN-RB, the achievement of the Ministry of Defense's bureaucracy reform index value has increased from year to year. Accelerating the reform of the State defense bureaucracy can also be done by utilizing existing information technology. In this case, digitization in the HR management of the Ministry of Defense can be a significant factor in forming a new work culture within the Ministry of Defense.

In the future, policy governance, defense management, budget, and others related to the Ministry of Defense will be positively affected. Through digitization and information technology, public information disclosure becomes more accessible, so the level of public trust in the Ministry of Defense institutions also increases. The structuring of the Apparatus HR management system at the Ministry of Defense also shows that more ASN professionalism is demanded to increase efforts for civil and military cooperation in national defense. Thus, human resource management can be considered one of the main factors in accelerating the reform of the defense sector bureaucracy in Indonesia

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