ASN Cadre School:

A Strategic Breakthrough for Preparing Future ASN Leaders with Integrity and Excellence Towards Indonesia Gold 2045

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Abstract

In order to realize the Indonesia Gold 2045, the Indonesian bureaucracy currently needs cadres of reform leaders. Talents who are prepared to become leaders through a comprehensive competency development process are expected to be able to answer the challenges of the global world and create opportunities for change. This study provides an analysis of the cadre school strategy in preparing ASN leaders with integrity and excellence. The method used is a qualitative method. Data collection techniques using Desk Study (Preliminary Research), Limited Discussion, Focus Group Discussion (FGD), Experts Panel (Seminar or Discussion with Experts), Benchmarking (Field Visit). Informants in this study include consultants and practitioners in the field of human resource management. The results of this study show that in order to prepare high talented ASN future leaders, the cadre school should be developed based on: 1.a high quality recruitment system, 2. A high quality learning system which has a strong foundation in integrity, 3. a guaranteed placement system, and 4. A high collaboration among stakeholders. Cadre schools as a systematic effort to identify potential, leadership competencies and offer fast track careers are expected to be able to create cadres of leaders with high talent and integrity.

Keywords:

civil servant apparatus; competency development; cadre school

Introduction

The Indonesian government has now set the direction of Indonesia's strategic development policy for the next 25 years, called the Vision of Indonesia 2045, also known as Golden Indonesia 2045. In the draft long-term development document, four development objectives are listed, which include: (1) superior Indonesian people who have cultured and mastered science, knowledge, and technology; (2) a developed and sustainable economy; (3) equitable and inclusive development; and (4) a democratic, strong, and clean state. In order to achieve these long-term goals, four pillars of development are formulated, namely: (1) Human Development and Mastery of Science and Technology; (2) Sustainable Economic Development; (3) Equitable Development; (4) Strengthening National Resilience and Governance.

In an effort to realize the Golden Indonesia 2045 Vision, the government will naturally face a number of challenges from both the global and regional environments. The global and regional environment contributes to the formation of a country's strategic domestic environment, including Indonesia. The biggest challenge that the government will face is related to the global megatrend phenomenon. Globalization and regionalization have created a dynamic, complex, and uncertain environment in the socio-political-economic-legal environment of a nation-state. In the present context, global development (global megatrends) has created its own challenges for a nation-state, in particular having a significant impact on each country in pursuing national development goals.

A background study conducted by Bappenas (2019) identified that until 2045/2050, the world faces ten global megatrends as follows: (1) global demographics; (2) global urbanization; (3) geoeconomic changes with the increasing role of emerging economies, especially Asia; (4) international trade integration; (5) changes in international finance; (6) the rise of the middle income class; (7) increasing competition for natural resources; (8) technological change; (9) climate change; and (10) geopolitical change. The global megatrends will have an impact, both directly and indirectly, on the roles, functions, and responsibilities of government, especially in the areas of economic welfare, security, social cohesiveness, and environmental sustainability, as well as other fields that are contextually needed by a country.

KPMG (2016) emphasized that in order to be able to respond to the global megatrend phenomenon and realize development goals, various changes in policies, regulations, and programs were prioritized, in addition to substantive changes concerning the strategies, structures, and competencies of government. Or, in other terms, global megatrends actually emphasize to every nation-state that changes and dynamics in the strategic environment have created a new context that is disruptive and requires stakeholders to change their perspectives and work methods in responding to global change, both in the process of adoption and adaptation. The failure of a country to respond quickly and accurately to the global megatrend phenomenon will result in the difficulty of achieving the national development goals that have been declared. Or in the context of Indonesia, if the government fails to respond to global megatrends, then Indonesia in 2045 will not be as golden as aspired.

The presence of the industrial revolution 4.0 and society 5.0 has also greatly influenced the organizational relations of human work. It requires changes in the way people live to be more practical and efficient. Humans are required to be able to adapt to technological developments. One of the fundamental characteristics of the industrial revolution 4.0 and society 5.0 is the rapid pace of change experienced by enterprises and individuals as emergent technological advances

provide new methods to generate, exchange, and transfer value across society. The 4.0 revolution has disturbed many strategic aspects of human life. We are stuttering in the face of unexpected and quick changes. According to Schwab, the 4.0 revolution has increased the pace, breadth, and depth of systematic impacts on countries, societies, industries, and businesses, with systematic inequality emerging as the most significant concern. The 4.0 industrial revolution marked the start of the transition by introducing a new work culture that promoted digital technology literacy in a variety of ways and spread around the world. The all-digital work system, big data, blockchain, and other technology application systems have altered the behavior of bureaucratic services and governance.

Entering society 5.0, the world has experienced rapid and significant changes in terms of digital technology, business competition, and development. Through this concept, it is hoped that artificial intelligence will be created, transforming the big data collected via the internet in all fields. Life becomes a new wisdom, with the hope of improving human ability to open up opportunities. This requires human resource competencies that are up-to-date and have relevant digital skills. The government must prioritize improving the quality of human resources through various programs. Meanwhile, society must have the initiative to continue learning and developing and have an advanced and open mindset so as not to be left behind by the developments of the times. The government, industrial world, and society must have the awareness to learn and adapt to current developments so as not to be left behind.

In the midst of these strategic environmental challenges and in line with the ideals of realizing World Class Government, various efforts have actually been made by the government to improve the quality of Indonesia's bureaucracy. However, improvements to the bureaucracy so far have not been able to significantly boost government performance. One of these things can be seen in Indonesia's score in the Worldwide Governance Indicators (WGI).

In WGI, there is a dimension of government effectiveness that can reflect perceptions about the quality of bureaucracy in terms of public services, the degree of independence from political pressure, the quality of formulation and implementation of policies, and the government's commitment to these policies. In 2017, Indonesia had a score of 54.81 out of a total of 100 in terms of government effectiveness, an increase from the previous year, which was 52.88 in 2016. However, when compared to other countries in the Southeast Asian region, it can be said that Indonesia's score is still far behind. For example, Singapore has a perfect score of 100; Brunei Darussalam has 84.13; Thailand has 66.83; and Malaysia has 76.44. This lag is homework for the Indonesian government to improve its bureaucracy.

In terms of integrity, Indonesia is still faced with a big challenge that is related to corruption. The Corruption Perception Index issued by Transparency International places Indonesia in 89th place in 2018 out of 179 countries with a score of 38 on a scale of 0-100 (0 score of 0 means very corrupt and 100 is very clean). Indonesia has experienced improvements in its efforts to deal with corruption when Indonesia has a score of 37 in 2017. However, these improvements are considered not significant.

Furthermore, in terms of access and convenience, the Ease of Doing Business (EoDB) rating issued by the World Bank ranks Indonesia 72nd in 2017–2018. Even compared to the previous year, Indonesia's ranking has increased, namely, ranking 91 in 2016, but the rating is still below the position of countries in other Southeast Asian regions, such as Singapore (2nd), Malaysia (24th), Brunei Darussalam (56th), and Vietnam (68th). In addition, the latest data published by the World Bank states that the 2019 projection illustrates the decline in Indonesia's convenience rating to 73, although the value has increased, from 66.47 in 2018 to 67.96 in 2019 (GCI, 2019).

addition, in terms of demographic development, Indonesia is classified as a country that experiences a demographic bonus in 2035. That means, in that period of the year, Indonesia will have a large productive-age population, which in fact will have the power to move various development lines. From 2020 to 2030, it is predicted that Indonesia will reach its peak productive age population of 70% of Indonesia's total population (Sebastian, Amran, and Youth Lab, 2016). This could be an advantage for Indonesia's economy and progress if the millennial generation, as a large generation, can be managed well. Moreover, they have good leadership, so they are able to manage their individuals or organizations. Therefore, the central and regional governments must strive to accelerate the regeneration of bureaucratic organizations within government. By placing generation Y in a strategic environment, they will be able to balance the challenges of bureaucratic reform, where public services are now required to be based on e-government. The presence of the millennial generation in the bureaucracy could be an opportunity to improve the bureaucracy so that it is compatible with current conditions.

The millennial generation is a population born between 1980-2000 and in 2021 it will be 20–41 years old. This condition makes the millennial generation at the most productive age to make the best contribution to Indonesia's progress in various aspects. The largest population after the millennial generation is generation Z, or the population born after 2000. However, when viewed from the productivity side, only a small portion of generation Z is of productive age, so that the millennial generation remains the mainstay of the economy for the next 10 years.

Referring to the challenges and strategic environment that surround Indonesia, in order to realize the World Class Government, it is necessary for the Indonesian government to repair and adapt quickly and precisely. In this case, the role of leadership is very strategic. There are several strategic roles for leaders. The *first* is that of an agent of change. In the context of public sector reform, leaders play a role in encouraging the ability of bureaucratic organizations to adapt institutions according to the values that live in society. Leaders play the role of creating a vision that is a source of inspiration for changes in the members of the organization (Bennis and Nanus, 1986). They are expected to be able to encourage the creative process for the apparatus to move forward and make breakthroughs in order to achieve the expected ideal conditions.

Second, the leader has a role as a role model. They are able to set an example for employees to behave in accordance with good values. *Third*, the leader has the role of an enabler, which is to motivate employees to make changes and help them overcome the obstacles they face. *Fourth*, leaders are responsible for creating opportunities for change (opportunity creation) by building collaboration networks with stakeholders at large (Cordeiro, 2009). Some leadership experts (Heifetz, Grashow, and Linsky, 2004; Kotter and Rathgeber, 2005) refer to this ability as an adaptive ability, namely how to build good relationships with internal and external stakeholders.

The strategic role of leaders in responding to the challenges of the public sector's strategic environment is also recognized in the global world. As stated by the OECD (2001), many OECD member countries are currently looking for leaders who are able to find solutions to the challenges facing the public sector in their country. How do they approach solving public sector problems in their context?

Seeing the strategic role of leaders as outlined above, the need to produce quality leaders becomes a necessity for a government that wants to realize national development goals amidst the challenges of the strategic environment. In various countries faced with the challenges of change, the need to produce quality leaders manifested itself through the establishment of a Leadership Cadre School. The OECD (2001) states that the latest agenda in forming leadership cadres is leadership cadres that are more responsive to various changes in the strategic environment.

The concept of a cadre school has actually been revealed since 2006 by Boediono (Vice President of Indonesia for 2009–2014), although in a different term, 'reformer group'. Boediono, in his professor's speech, alluded to the need for agents of change, even in the broader context of strengthening the process of democratization in Indonesia. The agents of change that Boediono

calls the 'reform group' can include reformist elements from entrepreneurs, intellectuals, professionals, bureaucrats, youth, NGO activists, and others (Boediono, 2006).

This state civil apparatus (ASN) cadre school is interpreted as a competency development system. ASN cadre school is a competency development system that aims to prepare primary high leader (echelon II) positions through an accelerated path of promotion. Cadre schools not only aim to prepare a cadre of highly talented bureaucratic leaders but also improve bureaucratic performance and national competitiveness.

Competency development for ASN in Indonesia still shows some weaknesses. The development of civil servant competencies is still interpreted narrowly as education and training carried out classically. This is revealed in National Institute of Public Administration (LAN) (2016), where the methods for developing employee competencies in the public sector have not been as well developed as in the private sector. Employee development methods, such as internships and secondments, are still rarely carried out in the public sector in Indonesia. The competency development method is still in its classical form through classroom training, both through lectures, seminars, and workshops.

The current leadership training program still has a number of weaknesses, including the fact that it emphasizes more knowledge and skills and does not accommodate the formation of personality, character, and mental culture in the apparatus resources model. National Institute of Public Administration (LAN) in the Indonesian Grand Design Public Administration (GDPA) 2045 document states that the mental culture of the apparatus resources model should no longer be driven by procedural authority but reflect flexibility and agility as a basis for building consensus with stakeholders in adaptive policy processes by prioritizing deliberative leadership. The success of deliberative leadership lies in the ability of the apparatus resources to optimize and produce knowledge that leads to innovation. In addition, competency development and talent management are not yet integrated. Training is the only means of developing employees. The overall development program requires integration between education and training and talent management policies.

Regarding ASN leadership cadre in Indonesia, there are also still a number of problems, including the leadership cadre system carried out institutionally so as to create a sectoral ego culture in which employees are mostly recruited to develop and end their careers in one agency. In addition, the recruitment of leaders is still largely based on closeness. The poor quality of leadership is largely due to the weak recruitment of leadership cadres. Many leaders occupy positions not because of their ability but because of political closeness or primordial ties.

In a bureaucratic context, the millennial generation will force "millennials serve millennials" with expectations that are certainly different from previous generations. In order to direct millennials to determine the quality of the country's administration, the leadership pipeline needs to be well prepared so that there is no talent shortage, especially in terms of quality. The current fact is that it takes more than 12 years for a civil servant to reach the position of administrator and more than 20 years to reach the position of primary high leader. This tendency can hinder the preparation of ASN millennial leaders. Based on this, it is necessary to create a new breakthrough that can answer the challenges of a future that is increasingly uncertain and full of dynamics. This breakthrough can be made by preparing ASN cadre school as an instrument for preparing young ASN leaders through an accelerated route so they can immediately contribute to the bureaucracy and act as a competitiveness lever for the bureaucracy at the global level.

Reflecting on weaknesses and problems in competency development and leadership cadres so far, the formation of cadre school as a systematic effort to identify leader potential and leadership competencies and offer certainty in career paths and fast-track career processes increasingly finds urgency. The urgency is further strengthened by the president's vision, which emphasizes the strategy of identifying, facilitating, and providing educational support and self-development for Indonesian talents.

As regulated in Law No. 5 of 2014 as amended in Law No. 20 of 2023 concerning State Civil Apparatus, NIPA is given the authority to carry out studies, education, and training for ASN. Furthermore, Government Regulation No. 11 of 2017 as amended in Government Regulation No. 17 of 2020 concerning the Management of Civil Servants states that NIPA is responsible for organizing, coordinating, and implementing competency development. With these authorities and responsibilities, NIPA needs to prepare policy materials for the formation of ASN cadre school, which will be confirmed by government regulation based on a review of this paper.
Based on the background, the problem raised is how the cadre school strategy can be developed to prepare young ASN leaders with integrity and excellence.

Methods
The research method used in this study is based on policy research methods, which include:
a) Desk Study (preliminary research)
Desk study is an activity to explore library materials, clippings, print and electronic media, policies, previous research, related legislation, and other secondary data that are used as preliminary data in the form of a framework and build assumptions.

b) Focus Group Discussion (FGD)

The FGD was conducted to test the research findings and assumptions based on the data and facts they had in order to obtain input from discussion participants, who all acted as resource persons. Through the discussion guide that has been prepared, the researcher seeks to solicit information from the resource persons to complete, explain, and verify the researcher's findings.

c) Expert Panel (seminar or discussion with experts)

This activity presents experts in a panel to present material that is presented with certain themes in accordance with their respective expertise. This is done in order to clarify or validate the findings of field data collection results before drawing a conclusion from a study.

d) Benchmarking (field visit)

This activity involves conducting field studies at several private corporations in the country. As well as searching and studying Best Practice through the internet related to the application of the Fast Track Career for Civil Servants abroad and the Fast Track Career in the Corporate World.

Results and Discussion

A breakthrough in competency development that may train superior talents to become world-class bureaucratic leaders can be accomplished through the cadre school program as a fast-track career to the position of primary high leaders (Echelon II) via an expedited path.

Cadre school is a competency development system that prepares future state civil apparatus executives for high-level jobs through an accelerated promotion path. Cadre school is one of the national priority projects listed in Presidential Decree No. 18 of 2020 regarding the 2020-2024 National Medium-Term Development Plan (RPJMN), with a target of 100 talented participants attending the cadre school. where the best graduates from this cadre school will be given accelerated promotion as supervisors with a fast track, and in accordance with what is stated in Presidential Decree No. 18 of 2020 concerning the 2020-2024 National Medium-Term Development Plan, the program's implementation was initiated by NIPA as the implementing agency.

The Cadre School aims to cultivate exceptional bureaucratic leaders who are fast-tracked for advancement to enhance bureaucratic quality and expedite national development.

Program participants

In terms of participation, the necessity for admission of cadre school participants is determined based on national priority needs targets, and the head of NIPA determines conditions and national selection. The national selection process includes three stages: administrative

selection, portfolio presentation assessment, and competency-based behavioral interviews. The cadre school concept will include identifying young ASN with leadership potential. Participants in the Cadre School program with an eight-year pattern are new graduates of premier institutions (accredited A) who will be trained via lengthier stages over eight years, with the goal of holding the Primary Position if all stages are completed. Alumni placement projections are carried out by Talent Succession.

Program Design

The Cadre School program, as part of preparing highly talented bureaucratic leadership and improving bureaucratic performance and even national competitiveness through the role of talented leaders, must be designed as a comprehensive competency development program in order to meet the Cadre School's objectives. The cadre school curriculum should emphasize not only technical abilities, but also leadership, strategic thinking, and adaptation to rapid change. The Cadre School program is designed to focus on competency development in order to prepare primary high leaders for accelerated promotion. This program's design is implemented over an 8-year period, beginning with the selection process, continuing with learning, and concluding with the final evaluation via a competency test. The 8-year program design provides its own set of problems, including lengthier internship durations at each location and a greater emphasis on implementative project-based learning.
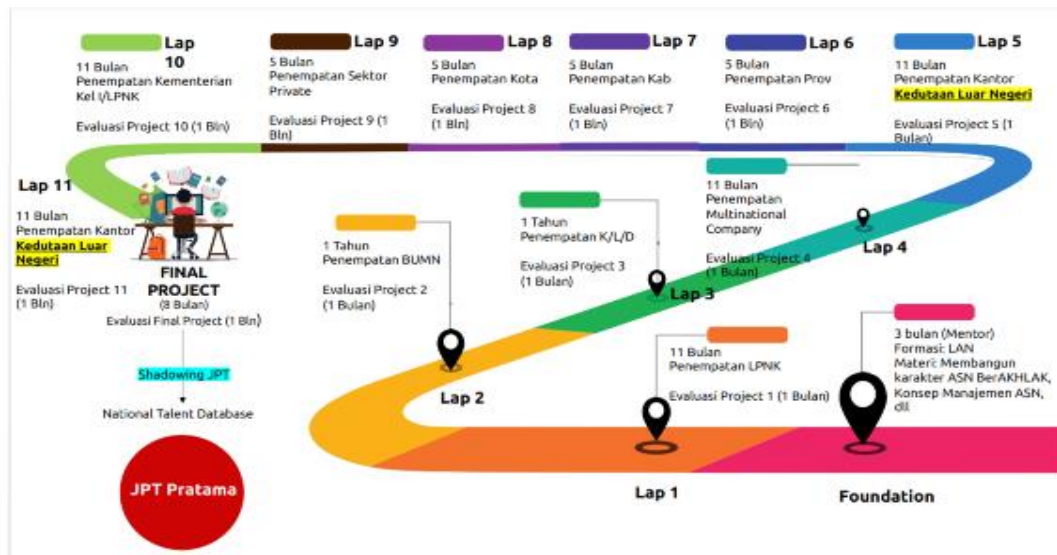
Learning Design

Formulating the learning design and the Cadre School program design based on the results of the studies and discussions conducted by NIPA with the involved stakeholders, aligned with Millennial Leadership in the VUCA Era. To reach and achieve the cadre school competency target, the Cadre School offers both classical and non-classical training (blended learning), with a learning design focused on formal learning, social learning, and experience learning. The learning composition is 10%, 20%, and 70%. This design indicates that 10% of the total learning process is carried out through formal learning, 20% through social learning, and 70% through experience learning/internship, helped by information technology in the form of a Learning Management System (LMS). The cadre school program is taken over a period of 8 (eight) years using a project-based learning method that is periodically evaluated, and its implementation is carried out in government agencies.

At each evaluation level of project-based learning, a knockout system is used. The goal of project-based learning is to improve participants' abilities in solving complicated project challenges and producing real-world results, as well as to develop soft and hard skills in project completion. Participants in the cadre school program who successfully complete all laps of

project-based learning will be accepted into the national talent pool. Participants in the cadre school program who fail the competency exam at the end of the project-based learning phase are expelled from the program.

The learning journey for cadre school program design is presented in the following picture:

Organizer of Cadre Schools

In the establishment of cadre schools, NIPA is responsible for administering the cadre school program, and in addition to collaborating with government agencies, it can collaborate with the public sector, corporate sector and national and international non-governmental organizations. The Cadre School offers both classical and non-classical training (blended learning), with a learning strategy that combines formal, social, and experiential learning.

This formal learning process is carried out in a traditional manner inside the Cadre School's structure. It means that all Cadre School participants will convene in one location to participate in structured learning activities such as Massive Open Courses (MOOC), directed discussions, sharing sessions, action learning, scooping immersion, and reflection.

Next comes social learning, which is a collaborative kind of learning within a community or guidance, such as coaching-mentoring, communities of practice, benchmarking, job shadowing, and so on. In concept, Social Learning supplements Formal and Experiential Learning. Participants in the Cadre School curriculum will always apply and utilize this Social Learning technique. This learning is not only delivered in a traditional manner, but it is also integrated with a Learning Management System (LMS). In concept, Social Learning supplements Formal and Experiential Learning. Participants in the Cadre School curriculum will always apply and utilize

this Social Learning technique. This learning is not only delivered in a traditional fashion, but it is also integrated with a Learning Management System.

Experiential Learning is a learning process where the participants of the Cadre School combine knowledge, skills, and values through direct experiences. The ideas and principles experienced and discovered by the participants of the Cadre School will be more effective in behavior change. This learning method is very suitable for Cadre School participants to enhance and develop the soft and hard competencies they have previously learned. This is because the soft and hard competencies that have been structured are expected to not only be cognitive but also to focus on how they are applied in becoming a young leader in the bureaucracy. Experiential Learning in the Cadre School program can be referred to as an internship program. The Cadre School is divided into several methods, such as job shadowing, job acting, project-based learning, and benchmarking.

Funding for the Cadre School

The Cadre School's funding comes from the state budget (APBN), which is granted through NIPA, as well as other financial sources that follow current laws and regulations. The Minister in charge of state finances oversees additional regulations governing funding for the Cadre School's operation.

Evaluation of the Cadre School

The Cadre School is evaluated using four criteria: participant assessment, education staff evaluation, implementation evaluation, and post-learning evaluation. Participant evaluation is used to examine the hard and soft skills of future leaders. Education staff evaluations are conducted to examine their capacity to perform their tasks. The Cadre School's service quality is assessed through an implementation evaluation. Post-learning process evaluation is performed to ensure the certainty of career acceleration for highly satisfied alumni, as well as the benefits of alumni in increasing organizational performance and/or policy implementation performance.

Specifically, participant evaluation is carried out based on the stages of learning, assessing understanding of leadership competencies, seminar results from the four stages of experiential learning, discussions on the outcomes of experiential learning, and seminars on the results of experiential learning. Certainly, all stages of the learning evaluation are crucial. However, the stage of measuring leadership competency knowledge (both hard and soft skills) is significantly more important because it addresses the fundamental parts of learning that Cadre School participants must master. Similarly, the final stage of learning, the seminar on the results of experiential learning V (internship at the Ministry/Agency), has a higher assessment weight because it represents the culmination of learning, with participants expected to produce a

masterpiece, an innovative project that is critical and beneficial to improving bureaucratic performance.

What's next?

Regulations are required to incorporate the Cadre School curriculum into the national civil servant legal framework and facilitate its implementation in civil servant management. Here are some aspects that need to be organized for the Cadre School program:

1. Government Regulation

A regulatory framework is required, specifically the formulation of a government rule on state civil apparatus management, which is presently under discussion among parties, including provisions related to cadre schools.

2. Training Personnel

The Cadre School program requires numerous professionals to offer insights and innovative perspectives from diverse stakeholders, including the private sector, influencers, practitioners from state-owned businesses (BUMN/BUMD), and other specialists. However, many of these experts already have their own charges for public speaking, and no defined mechanism for financing specialists exists (Principles of propriety and fairness in giving honorariums).

3. Financing

The Cadre School is funded through the state budget (APBN), as specified under the DIPA NIPA budget. However, financing must be regulated because the Cadre School program requires large funds and a multi-year budgeting mechanism.

4. Implementation

The Cadre School has various challenges from the regulatory framework in its execution, including:

a. There are currently no regulations regarding the duration of activities that exceed the targets set by the National Medium-Term Development Plan (RPJMN)

The Cadre School activities endure around eight years. The government's program policies are based on the National Medium-Term Development Plan (RPJMN), which is then translated into strategic plans, and finally into work plans, such as the Ministry's Work and Budget Plan (RKA-KL) and Regional Development Work Plans (RKPD). Multi-year activities lasting more than five years are difficult to separate from the RPJMN established by the government. As a result, there are no standards governing the organization of training that lasts more than one fiscal year, which has an impact on the implementation budget. To bring the Cadre School to fruition as soon as possible, collaboration between the Ministry of Administrative and

Bureaucratic Reform, National Development Planning Agency/ Bappenas, BKN, the Ministry of State Secretariat, and other stakeholders is critical, both in the policy preparation stage and in its implementation.

b. It has not yet been regulated in terms of Key Performance Indicators (KPIs) with knockout system involvement.

So far, NIPA has used the percentage of participants who graduate as its primary performance metric. Using the cadre school thinking concept, it is difficult to measure the attained key performance metrics because the number of participants diminishes year after year or at specific stages due to the dropout system in numerous given qualifications. As a result, an alternative mechanism for measuring the main performance indicators for cadre school alumni must be developed that is not based on the number of training participants who graduate, but rather on the quality of participants as the output of these main performance indicators, as well as the future success and benefits of alumni.

Conclusion

According to the findings of this study, a cadre school is required to help increase bureaucratic performance and lead to world-class governance. The cadre school system provides a chance for Indonesia to develop a new generation of leaders capable of meeting the challenges brought by globalization, technical breakthroughs, and governance reforms. High quality leadership can only be formed through talent management, a high-quality recruitment system, and the development of high-quality leadership competencies that are built on a solid foundation of integrity, commitment, and collaboration among stakeholders. The policy initiation of cadre schools is a strategic step in the process of achieving world-class bureaucracy which is expected to not only fulfill the filling of primary high leaders but can also have an impact on improving bureaucratic performance through talented leaders.

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