

# Implementing the Role of Civil Servants as the Binding Force and Unifying Element of the Nation within the Surabaya City Government

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## Abstract

**Background** Civil servants play a strategic role not only as implementers of public policy and providers of public services, but also as the glue that binds and unites the nation. This study aims to analyze the implementation of the civil servants' role as the glue that binds and unites the nation within the Surabaya City Government.

**Methods** This study employs a descriptive method with a qualitative approach through literature review and interviews with employees within the Bakesbangpol and the Organization Division of the Surabaya City Government. Analysis was conducted using a top-down policy implementation approach to assess the extent to which local government policies and programs are translated into practical implementation on the ground.

**Results** The findings indicate that the implementation of civil servants' roles in Surabaya has been carried out systematically. This implementation demonstrates that civil servants not only perform administrative functions but also act as agents of social change, contributing to strengthening social cohesion and maintaining national unity at the local level.

**Conclusions** The implementation of the role of ASN as a unifying force for the nation within the Surabaya City Government has been carried out systematically and supported by various cross-sectoral collaborative programs. ASN not only perform administrative functions but also act as agents of social change in strengthening social cohesion and national values within the community.

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## Keywords

*Key words: Civil Servants, Nation Unity, Policy Implementation, Public Policy, Social Cohesion*

## Introduction

Indonesia is a nation-state built on the foundation of a highly complex and unique diversity. The diversity of ethnic groups, religions, races, cultures, languages, and geographical conditions spread across more than 17,000 islands is an objective reality that is inseparable from Indonesia's existence as a unitary state. On the one hand, this diversity constitutes a strategic strength of the nation that serves as social capital for national development; on the other hand, it also harbors the potential for conflict and fragmentation if not managed fairly, professionally, and sustainably by the state ([Karimullah & Sugitanata, 2023](#)).

The challenges are becoming increasingly complex due to global and regional geopolitical dynamics that also affect national stability for example, through economic pressures, separatist movements, migration flows, and the influx of transnational ideologies that can erode national values. In this context, national integration is not a process that occurs naturally, but rather requires a multidimensional approach that integrates political, economic, social, cultural, and legal aspects. ([Newton, 2023](#)). Some of the key issues that frequently arise include ethnic, religious, and racial tensions that can spark conflict; development disparities that create a sense of injustice among regions; and the impact of globalization, which can threaten the preservation of local cultures and accelerate the disintegration of national identity ([Info Hukum, 2025](#)).

Ethnic, religious, racial, and intergroup (SARA) sentiments are one of the critical issues hindering national integration in Indonesia. The diversity of identities, which should be a source of national strength, is often exploited by certain parties for practical political gain, particularly in the run-up to general elections. In this context, mass mobilization based on ethnicity or religion is frequently used as a strategy to gain political support, which ultimately exacerbates differences and creates polarization within society. Furthermore, horizontal conflicts triggered by intergroup intolerance further worsen the situation ([Ariyanto, 2023](#)).

Table 1. Communal Conflicts in Indonesia and Estimated Casualties

No	Main Categories	Province	Affected Regency/City	Time Period	Estimated Number of Victims
1	Dayak-Madura	West Kalimantan	Bengkayang, Pontianak, Landak, Sambas, Sanggau	December 1996-February 1997	1.006
2	Melayu-Madura	West Kalimantan	Bengkayang, Sambas	January-April 1999	481
3	Dayak-Madura	Central Kalimantan	East Kota Waringin, West Kota Waringin, Kapuas, Palangkaraya	December 2000-July 2001	1.255
4	Kristen-Islam	Maluku	Ambon, Central Maluku, Southeast Maluku, Buru	January 1999-December 2000	2.023
5	Kristen-Islam	North Maluku	Ternate, Tidore, Halmahera	August 1999-December 2000	2.782
6	Kristen-Islam	Central Sulawesi	Poso	April-June 2000	613

7	Anti-China	Jakarta	Central Jakarta, South Jakarta, East Jakarta, West Jakarta, North Jakarta	May 1998	1.206
8	Anti-China	Central Java	Solo	May 1998	33
<b>Total Number of Fatalities</b>					<b>9.399</b>

Source: [Tadjoeddin and Chowdhury \(2009\)](#)

Regional development disparities in Indonesia represent one of the most serious challenges to achieving comprehensive and equitable national integration. The gap in development levels between western and eastern Indonesia has fostered a deep sense of injustice among communities in underdeveloped regions. This disparity is not only evident in economic terms but also encompasses access to quality education, adequate healthcare services, and basic infrastructure such as roads, transportation, electricity, and telecommunications networks. Many regions in eastern Indonesia, for example, still face significant challenges in securing competent teachers, adequate hospital facilities, and safe, affordable transportation. These conditions widen the welfare gap between the center and the regions, and weaken the sense of national identity and trust in the central government. In the long term, inequality that is allowed to persist can trigger apathy, social protests, and even separatist movements that threaten the nation's unity.

Globalization and cultural disintegration are strategic issues that influence national integration in Indonesia, particularly in today's open digital age. Foreign cultural influences flow in with great ease through various digital media, such as social media, entertainment platforms, and unrestricted internet content. While globalization brings benefits in the form of information exchange and technological advancement, it also poses serious challenges to the sustainability of local cultural values. Many foreign cultures that do not align with the character, norms, and noble values of the Indonesian nation are being adopted wholesale by society, particularly the younger generation. This phenomenon can erode national identity and diminish pride in and a sense of ownership of one's own culture. The younger generation, who should be the guardians and inheritors of culture, are instead more familiar with and idolize foreign cultures, while local traditions are increasingly abandoned. This situation is exacerbated by the weakness of character education and cultural history within the education system, which leads to a lack of understanding regarding the importance of preserving the nation's culture. If left unchecked, cultural disintegration could create a national identity crisis and weaken the foundations of nationhood ([Jadidah et al., 2023](#); [Rayhan et al., 2025](#); [Sangapan et al., 2025](#)).

Indonesia's wealth will lead to conflict if it is not managed properly. Amidst these differences, national integration is a vital element for uniting all segments of society under a single national identity. Without strong integration, diversity can actually become a source of disintegration, which weakens unity, hinders development, and threatens the stability of the nation. Therefore, it is important for all elements of the nation to consistently and continuously uphold national integration in various aspects of life ([Sihaloho et al., 2024](#)).

One of the main reasons why national integration is important is to maintain the unity and cohesion of the nation ([Gani & Sembiring, 2024](#)). Indonesia's diversity has the potential to create social divisions, rifts, and even open conflict if not held together by a strong spirit of nationalism. Through national integration, every individual feels part of the same nation,

regardless of their background, religion, or language. This strengthens social cohesion and fosters harmony within a pluralistic society. Furthermore, national integration is crucial for preventing social conflict and disintegration rooted in issues of ethnicity, religion, and race. (Faisal et al., 2022). Indonesian history is marked by various horizontal conflicts triggered by identity tensions. In this context, national integration serves as a shield that protects society from division by fostering mutual respect and tolerance among groups. Through this approach, differences are no longer viewed as a threat, but rather as a source of strength that unites the nation.

National stability is also a direct result of strong integration (Faisal et al., 2022). A well-integrated nation will enjoy greater political, economic, and social stability, as there is minimal friction between groups and a shared common goal. This stability is essential for creating a conducive and sustainable environment for development. Conversely, when social groups feel marginalized or neglected, they tend to become apathetic or even oppose the system, which ultimately undermines the national order. National integration promotes equitable development and social justice across all regions. The disparity between Indonesia's western and eastern regions, if left unaddressed, can foster a sense of injustice and weaken national solidarity. By strengthening integration, the government is required to pay closer attention to underdeveloped regions so they do not feel neglected. Equitable development not only improves welfare but also strengthens the public's loyalty to the state.

In a diverse society, national integration also serves as a means of reinforcing the values of tolerance and national character. Education that instills a spirit of diversity, lessons in national history, and the cultivation of noble values such as mutual cooperation and deliberation are all part of the effort to build a society that respects one another. A strong and inclusive character is a vital foundation for creating a nation resilient to provocation and identity conflicts. In an era of accelerating globalization, national integration also serves as a bulwark protecting society from the negative influences of foreign cultures. Without a strong understanding of their own culture, young people may lose their national identity and come to idolize foreign cultures that may not align with local values. Therefore, strengthening character education, preserving local culture, and utilizing digital media to promote Indonesian culture are vital components of the national integration strategy (Faisal et al., 2022).

Equally important, national integration strengthens the nation's resilience in the face of global geopolitical dynamics (Ari P et al., 2023). Amid competition among nations, threats to sovereignty, and the influence of transnational ideologies, Indonesia requires strong internal resilience. This resilience is built not only through military or economic strength but also through social cohesion and a strong sense of national identity. When society is united and integrated, the nation will be more resilient in facing various external challenges.

Within the framework of national life and statehood, national integration is a cornerstone that safeguards the survival and unity of Indonesia as a diverse nation. With a backdrop of thousands of islands, hundreds of ethnic groups, various religions, as well as cultural and linguistic differences, Indonesia requires a unifying force capable of mediating these differences without negating them. National integration is the process of uniting this diversity under a single national identity and commitment, namely as citizens of the Republic of Indonesia (Kurniawati et al., 2024).

However, national integration does not happen automatically. It must be maintained, strengthened, and championed through various state instruments designed to foster social harmony, ensure a sense of justice, and build trust among citizens and between citizens and the state. In this context, the Civil Service (ASN) plays a highly strategic role. ASN are not merely implementers of public policy, but also agents of national unity who are at the forefront of managing the relationship between the state and society.

As public servants, civil servants are required to maintain neutrality, professionalism, and integrity in every aspect of their duties (Saputro, 2024). The neutrality of civil servants is crucial to preventing the politicization of the bureaucracy, which could undermine public trust and damage social cohesion. The professionalism of civil servants in providing services without discrimination is a tangible manifestation of a fair and equitable state, which in turn strengthens the bonds between local and central governments, among regions, and among different segments of society.

Civil servants are the direct representation of the state's presence in the daily lives of the public. Their interactions with the public occur continuously through the delivery of public services, the implementation of development policies, and other governmental functions. Therefore, the attitudes, behavior, and quality of civil servants not only impact the effectiveness of the bureaucracy but also influence public perception of the state, the sense of social justice, and the level of public trust. Professional, neutral, and ethical civil servants will strengthen social cohesion; conversely, civil servants who are discriminatory, politically biased, or corrupt have the potential to weaken national unity.

Law No. 20 of 2023 on Civil Servants explicitly positions civil servants not only as implementers of public policy and providers of public services, but also as the glue that binds and unites the nation. This formulation affirms that the functions of civil servants are multidimensional, encompassing administrative, social, and ideological dimensions. Civil servants are required to maintain political neutrality, uphold national values, and manage social diversity within the framework of the Unitary State of the Republic of Indonesia. As the glue and unifiers of the nation, ASN play a strategic role in maintaining social cohesion within a diverse society. ASN are expected to serve as role models in upholding the fundamental national values, namely Pancasila, the 1945 Constitution, *Bhinneka Tunggal Ika*, and the Unitary State of the Republic of Indonesia.

These values not only serve as a normative foundation for the administration of government but also guide civil servants in cultivating attitudes and behaviors that reflect the spirit of unity and nationalism. This role becomes increasingly important in the context of an Indonesian society that is growing more pluralistic and dynamic. In a diverse social environment, civil servants are not only required to possess technical competence and professionalism in carrying out government duties, but they must also demonstrate social sensitivity, cultural intelligence, and a strong commitment to the nation. These capabilities are essential for civil servants to actively contribute to maintaining social harmony, preventing potential conflicts, and reinforcing the values of unity amidst the diversity present in society.

In the local context, Surabaya is one of Indonesia's major cities with a high degree of social diversity, encompassing ethnic, religious, and socio-cultural backgrounds. This high level of diversity makes Surabaya a dynamic social space, which on one hand reflects the richness of

pluralism, but on the other hand also carries the potential for social friction if not managed properly. However, based on an assessment conducted by the SETARA Institute, Surabaya does not even rank among the top ten most tolerant cities in Indonesia ([Hartono, 2025](#)). This situation indicates that efforts to promote tolerance and social cohesion still need to be further strengthened, including through the role of civil servants within local governments as key actors in fostering a harmonious community life.

Civil servants play a crucial role in implementing various government policies, including serving as the glue that binds and unites the nation. In this capacity, civil servants are not only tasked with carrying out government programs and activities but also serve as a bridge between established policy objectives and their implementation on the ground. In other words, civil servants are key actors who ensure that public policies are translated into concrete actions that benefit the public. This aligns with the perspective expressed by [Akib \(2010\)](#) which states that policy implementation is a process that links policy objectives to the execution of government activities.

Against this backdrop, this study aims to analyze how civil servants fulfill their role as a unifying force for the nation within the Surabaya City Government. It is hoped that this study will provide a more comprehensive understanding of how this role is carried out in practice, the various challenges faced by civil servants, and the efforts made to strengthen the values of unity and nationalism within a diverse society.

In policy implementation studies, there are several approaches that can be used to understand how a policy is implemented. Sabatier in [Maharaksa et al. \(2025\)](#) explains that policy implementation is generally understood through two main models: the top-down and bottom-up approaches. Both approaches are often referred to as policy-centered, as they focus on the policy itself and how it is translated into practice.

This approach seeks to uncover the extent to which a policy is able to achieve its stated objectives when implemented. Additionally, it highlights various issues that arise during the policy implementation process, including obstacles, constraints, and potential implementation failures. These issues are then analyzed by linking them to a number of factors that influence the success or failure of policy implementation, thereby helping to explain why a policy does not always proceed as planned ([Maharaksa et al., 2025](#)).

## Methods

This study employs a descriptive method with a qualitative approach, which was chosen to provide a systematic overview of the role of civil servants as the glue that binds and unites the nation ([Cresswell & David Cresswell, 2018](#)). This study was conducted through a literature review and direct interviews with employees at the Bakesbangpol and the Organizational Affairs Division of the City of Surabaya. By compiling primary and secondary literature sources—such as laws and regulations, research reports, and policy articles regarding the role of civil servants as the glue that unites the nation—and conducting direct interviews, this study aims to elucidate the practical application of civil servants' role as the glue and unifier of the nation within the Surabaya City Government. A case study was conducted to provide an overview of how civil servants actually carry out their role in maintaining national unity through public service, social communication, and national development.

## Results and Discussion

The implementation of the role of Civil Servants (ASN) as the glue and unifying force of the nation within the Surabaya City Government is carried out in a strategic and structured manner, and is supported by a clear legal framework. Two key regulations serving as the foundation are Surabaya Mayor's Decree No. 188.45/313/436.1.2/2022 regarding the Task Force for the National Mental Revolution Movement in Surabaya, and Surabaya Mayor's Decree No. 100.3.3.3/25/436.1.2/2025 regarding the Working Group on National Ideology Education in the City of Surabaya. Through these two legal foundations, ASN not only carry out administrative duties but are also encouraged to act as agents of change in strengthening the spirit of national unity and solidarity within a diverse society.

In its implementation, the Surabaya City Government promotes cross-sectoral collaboration involving local government agencies (OPDs), elements of the Indonesian National Armed Forces (TNI) and National Police (Polri), community organizations, academics, the business sector, and professionals. Civil servants are actively involved in various strategic programs, such as education on national identity, campaigns promoting integrity and tolerance, and social movements based on mutual cooperation. Through this involvement, civil servants serve as key drivers in maintaining social cohesion, preventing potential disintegration, and building inclusive and humanistic public services.

A top-down approach was used to analyze the implementation of civil servants' roles as the nation's unifying force within the Surabaya City Government. This approach was employed to assess the extent to which policies and regulations established by the local government can be effectively translated into practice at the organizational and community levels. Overall, these practices indicate that civil servants within the Surabaya City Government are striving to fulfill their role as the nation's unifiers and cohesive force in tangible ways at the local level, through a collaborative, values-based approach focused on strengthening national character. Some of the efforts undertaken by the Surabaya City Government include the following:

### A. Movements and Collaborative Initiatives

The Surabaya City Government has developed various cross-sectoral collaborative initiatives as an active response to social issues. One concrete example is the Curfew Restriction Initiative for Children Under 18, which is implemented in a coordinated manner by the Department of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB), the City Police (Satpol PP), the Social Affairs Department, in collaboration with the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and community participation. This initiative not only reflects inter-agency synergy but also demonstrates a commitment to child protection and social order.

In addition, the PUSPAGA (Family Learning Center) program serves as an educational and counseling space for families in Surabaya, managed collaboratively with various universities to strengthen family resilience and promote healthy parenting practices. In the field of drug eradication, the implementation of P4GN (Prevention of Drug Abuse and Illicit Trafficking) also demonstrates close cooperation between the city government and the Surabaya Regional Narcotics Agency (BNNK) alongside other stakeholders, through community-based outreach,

education, and rehabilitation.

To support character education and spirituality, the *Sinau Bareng* and *Ngaji Bareng* programs are implemented by the Education Department in collaboration with several universities in Surabaya. These activities are designed to strengthen moral and national values among students through participatory and collaborative approaches. As an effort to expand access to literacy, the Surabaya Government has also initiated the *Rumah Ilmu Arek Suroboyo*, run in partnership with *Kaskogartap*, the *Panca Mandala Network*, and the *BNNK*, as well as a literacy and story-writing program developed in collaboration with *Lingkar Pena*, targeting students from early childhood education (PAUD) through high school (SMA).

Support for children in conflict with the law is also a serious concern, as evidenced by the legal assistance programs carried out by civil servants in collaboration with the Surabaya City Police and the Tanjung Perak Police. These programs aim to provide protection, education, and social rehabilitation to these children to prevent them from falling further into criminal activity.

Support for children in conflict with the law is also a serious concern, as evidenced by the legal assistance programs carried out by civil servants in collaboration with the Surabaya City Police and the Tanjung Perak Police. These programs aim to provide protection, education, and social rehabilitation to these children to prevent them from falling further into criminal activity.

Another noteworthy initiative is the “Veterans Teach” program, where veterans are invited to junior high schools to share their experiences of struggle, with the goal of instilling national values and love for the homeland directly in the younger generation. Equally important, the City Government also provides access to legal aid services for low-income communities through a collaboration between the Legal Affairs Department and the Indonesian Advocates Association (PERADI).

The *Tagana Goes to School* program, implemented in partnership with the Social Affairs Department, targets middle school students and provides education on disaster mitigation and early emergency response. Additionally, a collaboration between the Education Department and the Indonesian Pastors Association (API) brings Christian religion teachers to schools that lack such educators, as a form of inclusive service addressing the spiritual needs of students of all faiths.

Collectively, these initiatives and programs reflect a holistic, cross-sectoral collaboration model grounded in community needs, positioning civil servants as catalysts for social integration. Through this approach, the Surabaya City Government has successfully strengthened the community’s social capacity while reinforcing the role of civil servants as the nation’s unifiers and binders.

## **B. The Role of Civil Servants as the Binding Force of the Nation in Society**

Civil servants within the Surabaya City Government do not merely perform administrative or bureaucratic functions; they also play a strategic role as agents of social change, facilitators of community-based development, and agents of social cohesion across various segments of the population. This role is reflected in the active involvement of civil servants in social mapping activities, direct service delivery, and

inclusive and sustainable community empowerment.

- Role in Social Mapping

In the context of data-driven development, Surabaya's civil servants play a crucial role in establishing a regional database that encompasses social, economic, educational, demographic, and property tax (PBB) information. This process is carried out collaboratively with sub-district and village officials, as well as RT and RW leaders, with civil servants serving as data collection teams who go directly into the field. This database serves as a vital foundation for designing targeted policy interventions and ensuring that public services address the real needs of the community. By having a comprehensive picture of residents' conditions, the city government is able to set development priorities that are more equitable and evenly distributed.

- Role in Direct Service Delivery

Civil servants also play a direct role in providing social and health services to the community. For example, civil servants are stationed at Community Reading Parks (TBM) or reading corners located in more than 500 neighborhood association (RW) community centers, which serve as community literacy and learning centers. Additionally, in the health sector, civil servants serve as family health post (posyandu) officers in each RW, as well as tuberculosis health educators and medical personnel, particularly within the "1 RW, 1 Healthcare Worker" program and the provision of ambulances in each sub-district. These roles ensure that basic health services are accessible quickly and equitably.

Furthermore, civil servants also serve as counselors at Family Resilience Centers, which operate within RW community halls to strengthen the family's role in fostering a harmonious social environment. In the broader aspect of public service, ASN are required to ensure non-discriminatory service, where all residents from various backgrounds whether religious, social, or economic are served equally, whether in permit processing, access to education, or other social services.

- Role in Community Empowerment

Surabaya City civil servants do more than just provide services; they also serve as catalysts in the community empowerment process. This is evident in the "Merah Putih" cooperative development program run by the Department of Cooperatives, Small Businesses, and Trade (Dinkopdag), which aims to collectively strengthen the local economy. In the fields of education and youth affairs, civil servants are involved in the "Pemuda Tangguh" Scholarship Program, which is intended for high-achieving students from low-income families, as a form of social affirmation and an investment in the nation's future. Additionally, ASN are active in various community-based outreach and educational activities, which not only convey information but also foster collective awareness among residents regarding the importance of solidarity, tolerance, and self-reliance.

The role of Surabaya's ASN clearly extends beyond administrative and bureaucratic functions. They serve as a bridge between government programs and community needs, ensuring that public services are fair, inclusive, and adaptable to the social context. Through their active roles across various sectors, civil servants reinforce the

values of unity, equality, and social justice, while positioning themselves as an integral part of efforts to strengthen and unite the nation through concrete work at the grassroots level.

### C. The Commitment of Government Agencies to Promote Tolerance and The Implementation of National Values

The commitment of the Surabaya City Government, through its local government agencies, to strengthen tolerance and instill national values is reflected in various strategic activities carried out in a sustainable, inclusive manner that directly engages diverse segments of society. The approach taken is not merely ceremonial, but also educational, cultural, and participatory. The three main dimensions of this commitment are the implementation of ceremonial and national education activities, the strengthening of local cultural identity as part of the national identity, and the concrete facilitation of interfaith harmony.

- Ceremonial and National Education Activities

Surabaya City Government agencies regularly hold ceremonies to commemorate national and religious holidays at City Hall. These activities not only serve as a form of respect for the nation's historic moments but also as a means of instilling the values of patriotism and diversity among civil servants and the general public. Additionally, national awareness campaigns are conducted down to the village level, serving as a form of civic education that directly engages grassroots communities. To target the younger generation, the city government actively organizes anti-radicalism dialogues for university students and schoolchildren, aiming to raise awareness of the importance of upholding the state's ideology and countering extremist ideologies. Not only that, Surabaya has also established the National Integration Forum (FPK) and the Interfaith Harmony Forum (FKUB) as formal platforms that represent diversity and serve as channels for cross-group communication to foster social harmony.

- Strengthening Cultural and National Identity

As a city rich in history and tradition, Surabaya leverages its local cultural potential to strengthen national identity. Through activities such as cultural parades and historical parades, a sense of national pride is rekindled in a more festive and participatory manner, involving students, arts communities, and the general public. Additionally, events such as the Rujak Uleg Festival and Fashion Show serve as inclusive spaces for local cultural expression, demonstrating that regional culture can act as a unifying force for the nation. Educational initiatives are also carried out through exhibitions of historical archives and photographs, as well as storytelling and writing workshops for early childhood and elementary school teachers, aimed at fostering a sense of nationalism from an early age and enhancing teachers' ability to convey national values creatively.

- Promoting Interfaith Harmony

Surabaya City Government agencies have also demonstrated a genuine commitment to fostering interfaith harmony through various concrete programs. One such initiative is the implementation of a survey on permits for the construction of places of worship, conducted collaboratively between the government and interfaith

community members. This effort aims to ensure that members of all faiths can practice their religion safely, comfortably, and on an equal footing, free from discrimination. Additionally, the city government provides scholarships to students who have memorized sacred texts, which not only serves as a form of recognition for religious achievements but also symbolizes the acknowledgment of the importance of religious diversity in shaping a tolerant and spiritually strong nation.

The commitment of Surabaya City Government Agencies (OPD) to maintaining and strengthening national unity does not stop at the level of formal policies or written regulations alone, but is tangibly realized through various programs and activities that directly touch upon the dimensions of community life. These activities encompass ideological, social, cultural, and spiritual aspects, which collectively form an inclusive, tolerant, and just social system. In the ideological sphere, the OPD actively conducts outreach on national identity, inter-community dialogues, and anti-radicalism training to instill the values of nationalism and love for the homeland evenly across all sectors, including students, university students, and residents at the neighborhood level.

In the social sphere, the city government encourages community involvement through forums on national unity and interfaith harmony, serving as platforms for fostering communication across ethnic, religious, racial, and social groups. In the cultural sphere, various events such as cultural parades, traditional food festivals, and historical archive exhibitions are utilized as means to strengthen local identity while fostering a sense of pride in the cultural diversity of the Indonesian nation. On the spiritual front, the government prioritizes the balance of religious life, including by facilitating the inclusive establishment of places of worship and providing scholarships to scripture memorizers from various religions, as a form of recognition for the religious values thriving within society. All these approaches are implemented collaboratively, involving government agencies, civil society, religious leaders, academics, and the business sector, thereby fostering a participatory and responsive governance system capable of addressing complex social dynamics. Surabaya's success in maintaining social cohesion and nurturing diversity through the active role of OPDs reflects a strong institutional capacity to integrate the values of Pancasila into daily life.

The implementation of this policy is evident in the existence of a clear regulatory framework, such as the establishment of the National Mental Revolution Movement Task Force and the National Ideology Education Working Group. These regulations indicate that the policy direction has been formally formulated by regional heads as a guideline for local government officials in implementing various programs to strengthen national values and social cohesion within the community. Within a top-down framework, civil servants serve as implementing actors tasked with translating their role as the nation's unifying force into concrete programs and activities. This is evident in the implementation of various cross-sectoral collaborative programs involving local government agencies, elements of the military and police, civil society organizations, universities, and other stakeholders. Programs such as national awareness education, community literacy movements, child protection, and the strengthening of family resilience demonstrate how policies formulated at the local government level are then operationally implemented by ASN in the field.

Furthermore, policy implementation is also reflected in the role of civil servants in social mapping, public service, and community empowerment. Through social data collection

activities at the regional level, health and education services, and various economic and social empowerment programs, civil servants serve as a bridge between government policies and community needs. From a top-down perspective, these activities represent a concrete manifestation of the process of translating policies into public service practices that are directly experienced by the community.

However, the top-down approach also highlights that the success of policy implementation is heavily influenced by bureaucratic capacity, inter-agency coordination, and the consistency of policy execution at the operational level. In the context of Surabaya City, various collaborative programs involving the government, the community, and various institutions demonstrate efforts to ensure that established policies can be effectively implemented. Thus, the implementation of the role of civil servants as the glue and unifier of the nation does not stop at the regulatory level, but is also realized through various activities that strengthen social cohesion and national values in society.

Overall, the implementation of civil servants' role as the nation's unifying force within the Surabaya City Government has proceeded through a relatively structured mechanism, beginning with policy formulation by the local government, program elaboration by local government agencies, and culminating in the implementation of activities at the community level by civil servants. This process illustrates how public policy can be operationally translated into local government practice, while also highlighting the crucial role of civil servants as key actors in bridging government policies with the social realities of the community.

## Conclusion

Based on the findings of the study, the implementation of the role of the Civil Service (ASN) as a unifying force for the nation within the Surabaya City Government has been carried out in a fairly systematic and structured manner. The fulfillment of this role is supported by local regulations as well as various programs that promote the strengthening of national values, tolerance, and social cohesion within the community. ASN not only perform administrative functions as policy implementers but also act as agents of social change through various cross-sectoral collaborative activities involving the government, the public, universities, and other stakeholders.

In practice, the role of civil servants is reflected through their active involvement in social mapping, public service, community empowerment, as well as various programs on civic education and the promotion of social harmony. These initiatives demonstrate that civil servants in Surabaya serve as a bridge between government policies and community needs, while also acting as catalysts in strengthening unity and solidarity within a diverse society. Overall, this implementation demonstrates that the role of civil servants as the glue and unifiers of the nation can be tangibly realized through a collaborative approach, inclusive public service, and the reinforcement of national values in the social life of the community.

This study employs a descriptive qualitative approach focused on a single location, so the results cannot yet be generalized. The data obtained through literature review and interviews are also limited in representing the broader public's perceptions and place greater emphasis on a top-down approach. Therefore, future research should expand the geographical scope and employ a mixed-methods approach to yield more comprehensive results. Additionally, it

is important to integrate a bottom-up perspective and examine the role of digital technology in strengthening the function of civil servants as the nation's unifiers and binders.

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