

UDC 331

**ORGANIZATIONAL CULTURE DEVELOPMENT OF STATE CIVIL APPARATUS
AT LOCAL GOVERNMENT AGENCY OF HUMAN RESOURCES DEVELOPMENT BODY
OF EAST NUSA TENGGARA PROVINCE**

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ABSTRACT

This research aims to; (1) find out the development of organizational culture of State Civil Apparatus (ASN) at Local Government Organization (OPD) of Human Resource (SDM) Development Body of East Nusa Tenggara Province; (2) determine some aspects inhibiting the development of organizational culture of State Civil Apparatus (ASN) at Local Government Organization (OPD) of Human Resources (SDM) Development Body of East Nusa Tenggara Province. This was descriptive research with a qualitative approach. This research was conducted at the Local Government Organization (OPD) of Human Resource (SDM) Development Body of East Nusa Tenggara Province. The sampling technique used was purposive sampling. Data analysis used was qualitative data analysis by Bognan & Biklen (1982). The research result shows that ASN work discipline (prompt coming/going home, on time task finishing and responsibility in carrying out the task). The aspect of work discipline involving the coming/going home of ASN at OPD-BPSDMD (Local Government Agency of Local Human Resources Development Body) of NTT province is categorized into complying with the applicable instrument. Discipline aspect in relation to the task finishing based on the applicable time standard is able to execute well and correctly by ASN joined in OPD-BPSDMD of NTT province. As with the aspect of carrying on the task, both a routine task and the additional one which seems convinced.

KEY WORDS

Development, Organizational Culture, public service, human resources.

Cultural development of a bureaucratic organization is related to the effort of increasing human resources quality of ASN which is implemented in Human Resources Development Body of East Nusa Tenggara Province, among other things referring to the indicator which relates to the development of technical and conceptual ability, as well as a good aspect of working morale. For that matter, development effort of bureaucratic culture for ASN as such indication is in accordance with what Edwin B. Flippo (in Hasibuan, 2011) state that the process having to be passed through by ASN is a formal and non-formal education. Formal education relates to the general knowledge increase and understanding of working environment entirely. On the other hands, non-formal education (training) is an effort to improve ASN knowledge and skill to execute a certain task in the field of training and education in terms of developing a technical and conceptual ability, as well as a good aspect of working morale.

Cultural development reflection of a bureaucratic organization of ASN at OPD-BPSDMD of NTT province, based on the scrutiny of Strategic Planning Document of East Nusa Tenggara Training and Education Body (2013-2018) indicates: (1) Evaluation instrument of education and training is not available yet; (2) a competent evaluator human resources are not available yet; (3) not all education and training (diklat) manager has received Management of Training (MOT); (4) not all diklat administrator has undergone Training Officer Course (ToC); (5) Not all Widyaiswara (civil servant who is given responsibility to deliver training to government officials) have received a technical diklat for trainers; (7) An appropriate main widyaiswara is not available yet; (8) diklat facilities are not available yet; (9) diklat facilities are not adequate yet.

ASN limitation in fulfilling those components cause the diklat activity is still stuck in the old pattern of working. As with the indication of its implementation which is reflected from the missing of ASN willingness to make a new throughput in a diklat activity by doing an implementation of educational approaches in relation to the main task and function carried out.

LITERATURE REVIEW

Organizational theory refers to the illustration of several generalizations having an application possibility to universally explain an organizational phenomenon. Some points of view or perspectives that investigate how several phenomena of the organization exist and operate in the middle of society, which if the perspective or point of view are integrated into a systematical frame are “a body of knowledge” or a theory about the organization and called as Organizational Theory (Wursanto, 2003).

Classical organization theory assumes that an organization always has a rational and logical arrangement, both economical and efficiency achievement. In other words, rationality classical organization theory sees efficiency and economic benefits as an organizational goal. In relation with such purpose, a human is also assumed to act or behave rationally. If a human is considered as a rational insane, so it will be easy for management side to achieve his/her interest, especially in terms of productivity increase through wage increase and incentive for worker side (Siagian, 2009).

Max Weber (1864-1920) is a Sociologist expert from Germany. Weber is one of the first pioneers of bureaucratic organization study. Weber lives in a situation which is full of changes. Weber analyzed more about business, politics, religion or government. However, the most Weber's monumental concept is his analysis of Bureaucracy. This analysis on the ideal type of bureaucracy then brings Weber as one of the most important among other pioneers of the Organizational theory (Thoha, 2002).

Cultural as a way of life is a social heritage which is formed through an experience in a historical journey (Abdulah, 1991) Therefore, cultural with its all stage will be utilized as: (1) a whole design of life behavior; (2) Symbol system, meaning provisions and cognitive model which is transmitted into symbolic codes; and 3 A strategy to get around the environment in fulfilling different types of living needs (Rohidi, 1994). For that matter, cultural has a definition which is believed to own by a community member, and be the guidance in conducting an activity, not only personal but also collective.

Limitations of organizational culture if reviewed from the perspective of bureaucracy at least enlighten the scope of bureaucracy which intrinsically can be defined as a rational organization, inefficiency organization, state administration, administration by officials, the form of organization with certain characteristics and quality, such as hierarchy and regulations, and one of the absolute characteristics of modern society. Thus, organizational culture concept is not only dominant in social existence, but also having absolute certain characteristics. Based on Sjamsuddin (1991), keywords which can be listened to in relation to the concept of Indonesia organizational culture means a combination between traditional values and modern value, actually reflected in a bureaucratic behavior or government apparatus in Indonesia. Bureaucratic apparatus sees himself as a ‘state servant’ and ‘community servant’. However, daily appearance is a reflection of work norm appreciation, indicating the different variance and sometimes there is a conflict with values which have to be reflected in an attitude of bureaucratic apparatus.

Siagian (1995, as quoted in Dian, 2014) states that bureaucratic organization culture is a joint agreement about joint values in an organizational life and binds all people in the related organization. Therefore, bureaucratic organization culture will determine what do and don't by an organizational member, decide normative limitations of an organizational member, determine characteristics and forms of control and organizational supervision, determine managerial style which can be accepted by all of the organizational members, determine proper methods etc. Specifically, an important role played by bureaucratic organization culture is: (1) Helping to grow a sense of belonging to the organization; (2) building organizational member's identity; (3) creating an emotional relationship between

organization and the worker involved within; (4) helping to create stability of organization as a social system; and (5) finding a pattern of behavior guidance as a result of habitual norm which is formed in daily basis.

Hasibuan (2011) defines development as an effort to improve technical ability, theoretical ability, conceptual ability, and employees morale in accordance with the needs of employment/positions through education and training. Education increases theoretical, conceptual, and employee morale skill. While training aims to improve the technical skill of employee's job execution.

Andrew F. Sikula (as quoted in Hasibuan, 2011) says that development referring to the staff and personal problem is a long-term process of education which uses a systematic and organized procedure in which the manager learns the conceptual and theoretical knowledge for general purpose. Conversely, training is a short-term process of education by using a systematic and organized procedure, so the operational employee will study the knowledge of executing technical and skill for a certain purpose.

METHODS OF RESEARCH

This was a descriptive research with a qualitative approach. This research was conducted at a Local Government Agency (OPD) of Human Resources (HR) Development Body of East Nusa Tenggara Province. The sampling technique used was purposive sampling. Data collecting technique used was interview, documentation, and observation. Data analysis used was qualitative data analysis by Bognan&Biklen (1982). The data was validated using the triangulation technique.

RESULTS AND DISCUSSION

Technical and Conceptual Ability Development. In relation to that matter, so cultural development of a bureaucratic organization, in this term is OPD-BPSDM of East Nusa Tenggara Province directly connecting to the development of human resources as the civil servant who is responsible to the execution of the diklat. However, to create a good human resource of apparatus needs long time and process. Personnel management should be improved, started by doing a good pattern of recruitment in accordance with the regulation which is based on the competency. As with the development of the employee, Work Achievement Assessment (PPK), career pattern, payment, promotion, discharge etc. As a result, a thorough and basic organizational culture development seems difficult to do in the bureaucratic organization. Cultural development of a bureaucratic organization, including OPD-BPSDM of East Nusa Tenggara Province is only possible to happen at immediate changes which become a demand, it is later on synergized with the needs of government service in the area of diklat, which is through ability improvement of human resources of a competent apparatus.

The existence of apparatus must get a special attention, especially in relation to the strategy of quality improvement and its competency. Competency improvement of human resources in carrying on task or position of bureaucratic through diklat, is oriented to the standard of position competency in relation to the challenges of reformation and globalization which actually is adjusted to the needs of its stakeholder. The quality of the apparatus is impossible to increase without having a concrete effort. For that matter, diklat needs to improve again to make the apparatus have a competency in executing his/her task professionally.

The existence of reformation of bureaucracy set by government was the novelty or strategic changes in the area of institution, governance, and personnel. Changes in the area of personnel is focused on the development of apparatus human resources, from planning, recruitment, and employee selection, apparatus performance or career problem and welfare as well as apparatus discipline. In order to implement the policy of the reformation of bureaucracy that has been set, OPD-BPSDMD of East Nusa Tenggara Province as one of the Local Government Agencies which are on duty to help Governor to implement the compilation and execution of local policy in the area of education and training. It is must try to

adjust his/her role in the area of coaching and development, which is through coaching and development of Local Government Apparatus in order to improve good service provision as well as quality/professionalism improvement and discipline of State Civil Apparatus itself in order to realize good governance.

One of the elements of the realization of cultural development strengthening of a bureaucratic organization in relation to the implementation of diklat discloses the accreditation status of OPD-BPSDMD of NTT province. Accreditation status reinforcement more reflects the implemented diklat service which means to strengthen its capacity as a Governor helper to execute anything about diklat. This actually runs in harmony with a number of instruments which become an integral part of the identity of bureaucratic organization culture. As with the ideal type of bureaucracy as proposed by Weber (in Sutarto, 1991:12) that one of the principles emphasize that bureaucratic organization culture not only has a very clear regulation but also a competent and clear competency scope.

That point of view - at least, explains that accreditation is one absolute requirement for diklat institution in providing that diklat, in accordance with the Chairman Regulation of National Institute of Public Administration (LAN RI) Number 2 Year 2008 on the of Accreditation Guidance of Government Training Insitute, as amended by the regulation of the chairman of LAN RI Number 16 of 2013 on Accreditation Guidance of Training Institute of Pre-Training and Leadership Administration, Number 17 Year 2013 on Accreditation Guidance of Training Institute of Functional Diklat Administration and Number 18 of 2013 on Accreditation Guidance of Training Institute of Technical Diklat Administration. OPD-BPSDMD of NTT province as the party responsible for pre-service and leadership training has been accredited by the supervisory board of Center Training in 2002 and categorized into qualification B to provide diklat activity for 3 years from 2013-2015. While functional and technical diklat cannot be accredited yet since accreditation instrument is not available. By the issuance of the chairman regulation of LAN RI number 17 and 18 of 2013, so starting from 2014 and later on, it will be implemented accreditation while the diklat is going on.

Technical and conceptual ability development of the apparatus grouped into the OPD-BPSDMD of NTT province is intended to strengthen accreditation status, if the human resources are given a space to receive the following diklat, the OPD side also has to prepare a reliable evaluator official. In addition, human resources as an administrator of diklat are obligated to undergo Management of Training (MoT). Diklat administrator is obligated to have Training Office Course (ToC). Widyaiswara as a central figure is obligated to undergo Training of Facilitator (ToF). Human resources readiness after receiving a following diklat based on that demands, at its turn will show the ability of management and implementation of a reliable diklat, supported by trainer's ability which conceptually is able to prepare teaching material which is in accordance with the applicable curriculum, capable of preparing teaching material, as well as being able to make breakthrough.

Cultural development of bureaucratic organization actualized from the development of technical and conceptual capability, also synergized with the pattern of development in the implementation of local government as stipulated in Law Number 32 of 2014 on Local Government, which desires capability development of technical and conceptual of human resources can be implemented by the local government through education and training. Moreover, by the Government Regulation Number 79 of 2005 on the Development of Local Government Implementation, has made Diklat activity as one important and strategic things in implementing local government, conducted to the regional head or the vice of regional head, member of Regional House of Representatives, local government, regional civil servant, village head, village government, and the member of village representation.

Diklat implementation as an instrument of development of local government should be regularly increased, both from the diklat participant, Widyaiswara/information sources, diklat implementation or facilities and infrastructure support, including information ability of diklat through the website of Ministry of Home Affairs Diklat. As one of the sources of study, so the data and information of diklat can be benefiting for the use and administrator of diklat in the area of Home Affairs Ministry Education and Training Agency in increasing quality of diklat implementation in each working area.

Good Working Morale. An effort to increase quality and professionalism of State Civil Apparatus only can be conducted by giving chance or opportunity to the apparatus to continue his/her study to pursue Bachelor, Master, or Doctorate Degree, aside from receiving education and training as well as mentality and behavior improvement. For that matter, morality aspect is one of the concrete indicators to realize a quality and professional ASN. This actually can be understood since the aspect of good morality cannot be separated from the formal and non-formal education background, which will create someone's personality through the work ethic that tends to be positive.

In relation to the issuance of law Number 5 on 2014 on State Civil Apparatus in which there are some basic changes in the management of human resources, which is also emphasized by the regulation stipulated in the Government Regulation Number 11 of 2017 on Civil Servant Management. That change is from personnel administration approach which only in the form of administrative recording of personnel to the human resource management. This approach sees a human resource of apparatus as a state treasure which has to be managed, respected, and developed correctly. Before the application of Law on ASN and Government Regulation related to the PNS management, PNS is not considered yet as a profession having a double standard, profession ethical code, and competency development of profession which has to be honored, defended, served as a step forward in various policies and human resources management. Even PNS as a civil servant and community servant is not considered as a state treasury, even sometimes considered a state burden.

The existence of Law Number 5 of 2014 and Government Regulation Number 11 of 2017 put ASN as a profession which has to have a service standard of a profession, basic value, ethical code and professional behavior code, education and professional development, as well as having a professional organization which can defend basic values of the profession. Today's ASN profession consists of the specific profession also known as a functional position like a lecturer, teacher, auditor, planner, and policy analysis. In other words, every bureaucratic should have a standard of professional service, conducting basic value of professional ethical code, and must develop his/her professional skill periodically.

In order to strengthen merit system in bureaucracy, ASN consists of PNS and government employee with the working agreement (PPPK) with the main basis is competency, competition, and performance. Different from the term of an honorary employee or temporary employee in the previous era, PPPK cannot be appointed as a PNS. So, not all employee who works for government should have a PNS status, their status is a contract-based employee. However, an ASN does not shift PNS since ANS consists of PNS and PPPK.

ASN position has been sifted after the application of Law Number 5 of 2014 and strengthened by Government Regulation Number 11 of 2017, at the same time is a motivation that enables the development of ASN's working moral which is balanced with the provision of Laws. This is enabled to happen if ASN joined in OPD-BPSDMD of NTT province, both as a manager, administrator, and widyaiswara are able to show the working result like the instrument, likewise the diklat activity, aside from building an intense communication in an organization, both vertically or horizontally.

Good working morale reflection in relation to the implementation of task, function, and responsibility of ASN at BPSDMD of NTT province - at least, will be seen from the ASN's work ethic, like what stated by Tasmara (2002) that ethic characteristics are: 1. On time; 2. Morality; 3. Honesty; 4. Commitment; 5. Strong establishment; 6 Discipline; 7. Responsibility; 8. Confident; and 9. Creative. Later on, work ethic can be said as the realization of someone's characteristic to do his/her work by the willingness within self and not forget to consider applicable values and regulation so the job can be finished well. Work ethic can influence the quality and quantity of doing a job, in which someone will feel so thrive to work.

CONCLUSION

Organizational culture conducted and measured at OPD-BPSDMD of NTT province is:

Work discipline of ASN (measured from coming/going home in time, finishing assignments on time and to be responsible for holding task). The aspect of work discipline involving the coming/going home of ASN at OPD-BPSDMD of NTT province is complying with the applicable instrument. Discipline aspect in relation with assignment finishing based on the time standard applied will be able to do well and correctly by ASN joined in OPD-BPSDMD of NTT province. As with the aspect of carrying on the duty hold, bot routine task and addition task that seems so conclusive.

Technical knowledge application (measured from the application of skill, and applying working skill). Skill/capability application can be said to run in accordance with the set-up regulation. Meanwhile, there are two perspectives of skill implementation i.e. those who see it good and those who see it not equally and fairly implement based on the rights and obligation bonded to the ASN.

The balanced of senior and junior is measured by the regeneration of senior and junior's role. Regeneration preparation has been conducted both formally and informally. However, it still collided with the aspect of equal opportunity for the junior and the dominant role of the senior almost in every training activity held. The senior role is generally more related to the comprehensive aspects, such as planning everything related to the educational activities that will be held. Meanwhile, the junior role is more oriented to the aspect of implementation, so that the synchronization between what is planned, and what will be implemented in the context of training activities.

SUGGESTIONS

Considering the organizational culture carried out at OPD-BPSDMD of NTT Province, it suggests several things. First, indicators of discipline have been going well according to the prevailing laws and regulations, OPD is suggested to maintain or even more improve the coming masses. Secondly, development of conceptual ability indicators, whether it is related or not to the presentation of teaching materials, there needs to be a special standard that can be used as a reference. Moreover, a competent side at OPD-BPSDMD of NTT Province needs to make a breakthrough related to the preparation of teaching materials or material presentation techniques for training participants. Third, a balanced role of senior and junior is recommended in the future so that the OPD-BPSDMD of NTT Province needs to pay more attention the aspect of role equality, so the implementation of education and training can run in a conducive situation. Regeneration is necessary because there are a time limit and the transfer of roles from senior to junior, which will be relatively more prepared if done with careful consideration.

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