



## TRANSFORMATION OF PUBLIC ORGANIZATIONAL CULTURE IN INDONESIAN DEMOCRATIC ERA (CASE STUDY OF JEMBRANA REGENCY)

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*Transformasi Budaya Organisasi Publik pada Era Demokrasi di Indonesia  
(Studi Kasus pada Kabupaten Jembrana)*

### Abstrak

Makalah ini bertujuan untuk memberikan pemahaman mengenai transformasi budaya organisasi publik pada era demokrasi di Indonesia, dengan mengambil contoh kasus yang terjadi di Pemerintah Daerah Kabupaten Jembrana. Berdasarkan hasil kajian dokumen (publikasi di berbagai media massa) menunjukkan adanya transformasi layanan publik yang dilakukan oleh beberapa pemerintahan daerah di Indonesia. Bukti secara empiris menunjukkan bagaimana beberapa pemerintah daerah mencoba melakukan terobosan dengan memformulasikan strategi baru guna mengatasi gambaran negatif serta rendahnya kinerja pemerintah daerah dalam memberikan layanan publik. Makalah ini secara khusus mengangkat contoh transformasi layanan publik yang dilakukan oleh Pemerintah Daerah Kabupaten Jembrana di Propinsi Bali yang kerap dijadikan rujukan bagi pmda-pmda yang lain untuk melakukan transformasi yang sama. Apa yang mampu dicapai oleh Kabupaten Jembrana layak untuk dijadikan landasan guna memotivasi pmda-pmda lain di Indonesia untuk menghadirkan layanan publik yang prima. Kasus Kabupaten Jembrana dapat diidentifikasi sebagai keluaran yang positif atas proses demokratisasi yang bergulir di Indonesia.

**Keywords:** Bureaucracy, public organizational culture, leadership, Jembrana regency.

### A. BACKGROUND

Public organization in Indonesia, especially related to its culture, has long been identified as unresponsive on providing excellent services for Indonesian public. Apparatus character classified as corrupt and insensitive becomes prominent fact of Indonesian public organization. Since the first democratic government established in 2004, president Yudhoyono has strong commitment to reduce, even combat, the corruption existed in various public institutions both in central and regional government.

This paper will present important empirical evidence of the transformation of organization culture in Indonesian democratic era (during the era of Susilo Bambang Yudhoyono). The paper will show how Jembrana regional government performs its culture transformation in order to deliver excellent services for its citizens. This paper presents the Jembrana case as the apparatus entered their new working environment, revealing how the government define and recognize the organization agendas in relation to the social change (transformation) agenda.

### B. BUREAUCRATIZATION AS BAD CHARACTER FOR PUBLIC INSTITUTIONS' CULTURE

The image of Indonesian public institutions has

been presented as relatively negative performances. It often associates with poor or unprofessional organizational culture entitled to the public institutions. The concept of bureaucracy is often blamed as characteristic contributed to the poor management and low performance of Indonesian public institutions. Everyone in Indonesia, including experts, seems to agree that the bureaucracy becomes contributed factor for that. This particular section will provide a theoretical background for analyzing the problem within Indonesian public institutions.

Bureaucracy can be classified as Max Weber important contribution to the theory of sociology. Weber's study on social institution and structure has produced theory about bureaucratization of society. He describes this concept as positive terminology found in an organization as a fact of rationality and efficiency (Johnson, 1981). It refers to the distribution of roles or duties in hierarchy way often connected to governmental management from central to regional level.

Bureaucracy can be defined as "a formal hierarchy of offices" (Turner, 1981: p. 358). This definition has caused different reactions from various writers that can be differentiated into two major groups. The first group consists of writers who consider bureaucracy as "red tape" or "unnecessary officials rules that cause delay", "inefficiency", and "wastefulness". The second



group believes that bureaucracy can be related to "carefulness", "precision", and "effective administration". This particular group believes the concept of bureaucracy as the most efficient method to fulfill organization goals since all of duties and roles are arranged firmly. In fact, Weber's bureaucracy is not simply relating to those two groups. According to Giddens (1997: p. 287), it has contained its idyllic characteristics as follow:

1. There is a clear-cut hierarchy of authority. Bureaucracy describes as pyramid where the highest authority places at the top level and holds by small group of people (group of leaders). It also accompanies by line of command from top level to lower level causes coordination process in a decision making process.
2. Written rules govern the conduct of officials at all levels of the organization. These rules do not simply relate to routine activities, but also attach to the process of cases resolution often should be flexibly interpreted.
3. Officials are full-time and salaried. Jobs are hierarchically associated with salaries. Each of employees is demanded to pursue their career in their workplace. Job promotion is possible by considering the employees competence, seniority, or a combination of these two aspects.
4. There is a separation between the tasks of an official within organization and the official's life outside. The employees should think and act professionally. The workplace and family are two different worlds that should be differentiated one another.
5. No members of the organization own the material resources with which they operate. In relation to this characteristic, Weber believes that the organization or company is not owned personally by the employee. In bureaucracy, the employees do not individually own their workplace, including job equipments used by them daily.

Based on those five characteristics, it is clear that Weber's theory of bureaucracy specifically associated with management process in organization or company. The application of bureaucratic method can be beneficial for organization to maintain the management process of the organization or company.

Those characteristics can be associated with the concept of organizational culture defines as values and practices in the organization used by both employer and employees as their references for their job performances in order to achieve the organizational goals. The organizational culture is

the foundation for character, direction, and collective identity. Organizational culture can be associated with spirit, direction, and collective identity for organization to accomplish its goals. Schein (1989: p. 9) defines the organizational culture as "a pattern of basic assumptions - invented, discovered, or developed by a given group as it learns to cope with its problems of external adaptation and internal integration - that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems".

The organizational culture, as a system, has already been tested for many years since the organization or company established. It becomes very important foundation for the institutions or organizations to establish its image, character, even rules for both employer and employees. Similar with culture existed in society, organizational culture is also handed over the next generation in order to maintain the existence of the organizations. If we perceive bureaucracy as culture, it will certainly be inherited by the next generation.

In addition, Weber also presents his concern about the misleading practices of bureaucracy through his concept about "the iron cage of bureaucracy". This notion relates to the political danger stated in the concept of bureaucracy that strong power may contribute to corrupt management when the leaders may possibly use the organizational management process to fulfill their personal agendas. This case can be emerged based on the hierarchical or top-down characteristic of bureaucracy (Marshall, 1998: p. 49). The misleading practices of bureaucracy can be resulted from unprofessional leaders who try to accomplish their personal plan through the organizational management process. This particular feature can actually be found in Indonesian public service organization.

The misleading bureaucracy can be prevented by implementing inspirational and democratic leadership that can objectively supervise the mechanism of managerial process in the organization (Hughes, Martin, dan Sharrock, 1996: p. 121). It is clear that the foundation for the success of organization is not only caused by organizational rules but also strongly influenced by the aspect of leadership. The concept of leadership can be associated with the leader figure who can direct the organization professionally to accomplish the organization goals. In this condition, leadership can be defined as "actions by a person which handle organizational problems as





expressed in the events faced by others” (Smith and Peterson, 1998: p. 80). Furthermore, Yukl (2010: p. 21) argues that definition of leadership reveals “a process whereby intentional influence is exerted over other people to guide, structure, and facilitate activities and relationships in a group or organization”. In this context, the leadership notion is associated with the role of the leader to organize his employees and management process in the organization led by him.

### C. RESEARCH METHOD

For this purpose, from late 2008 to early 2009, I collected data on Jembrana regency from various mass media coverage published electronically in Bali through online newspapers (i.e. Balipost online (<http://www.balipost.com/>), Berita Bali online (<http://www.beritabali.com/>) and Jembrana regency website (<http://www.jembranakab.go.id/>). These documents were collected, classified, and analyzed accordingly.

### D. PUBLIC ORGANIZATION CULTURE IN INDONESIA

Five Weber's idyllic characteristics of bureaucracy can also be found in bureaucracy implementation in Indonesian public institutions. These characteristics may be classified as actual concept to be implemented in current situation, although in certain cases adjustment process is needed. Indonesian public institutions have hierarchical (vertical) authority, where

1. The higher authority held by the leader of the institution.
2. The availability of written regulation to control the attitudes of employers in each hierarchical level.
3. Bureaucrats are employees of the institution and they are paid by the institution.
4. There is a clear distinction between professional and personal roles of bureaucrats.
5. The institution has resources used to facilitate the employees' roles. It indicates that those five features can be found in Indonesia. Despite the existence of those features, implementation of Weber's concept of bureaucracy may also correlate with misleading practices found in Indonesian public institutions which are often conceptualized as negative stereotype of Weber's concept.

1. See Muhammad, 2008

If those features are connected to the concept of work ethics and leadership, the profile of Indonesian public institution is frequently classified as slow, lack of aspiration, and lack of point of view. These negative profiles are experienced by public on the process of having public services. The profile of public management cannot be distinguished from bad image or negative stereotype judged by public. There are several features which can be found in Indonesian public institutions as follows:

1. Slow (not responsive).  
The bureaucrats are criticized for being lack of empathy towards public services. Public needs very responsive services, so they need can be fulfilled through quick and excellent services. Slow service will produce the delay of public services and the public will suffer a financial or time loss.
2. Complicated.  
Complicated services can be caused by a complex role delegation or authority among the bureaucrats. This can be seen on government or public institution management, where public services are consisted of so many decision making processes done from the top to lower authority. As a result, public services are performed in time consuming processes. This may lead to ineffective and inefficient public services.
3. Lack of innovation.  
Those two previous features can actually be solved by performing innovation toward government management and public service processes that can be accomplished through responsive and comprehensive services. Unfortunately, the main problem of the performance of public institutions is the bureaucrats who have lack of innovative ideas and tend to be resistance to organizational change. For instance, they oppose penetration or improvement on government management and public services.
4. Paternalistic.  
Indonesian public institutions tend to be paternalistic institutions. This specific character is being influenced by strong character of local culture implemented within the process of public services. The leader becomes a central point of the institution, and this feature can strongly determine the performance of the institution (the public institutions).

5. Corruption, collusion, and nepotism (KKN).  
KKN practices become enormous problem in Indonesia. This particular problem has been classified by the public as the bureaucrat disease infected across various public institutions. It can be defined as misleading actions by the bureaucrats on their daily jobs or roles. Indonesia has been known worldwide as one of corrupt countries in the world. As a nation, Indonesia faces significant challenge to construct professionalism within government management and excellent public services. Since this problem is strongly attached to the character of Indonesian public institutions, it should be overcome from within the institutions itself.

Portrait of Indonesian public services often constrains by those five problems identified above. If those features are being related to Weber's concept, it becomes misleading practices of the real bureaucracy concept. The real concept of bureaucracy consists of delegation of authority and roles vertically and horizontally within the institution. In Indonesian case, it frequently becomes a very complex and complicated system which far from the concept of professionalism. It is an example of misleading practices of Weber's concept. According to Gidden, it can be labeled as “red tape of bureaucracy” or as practices caused the delay of work or decision making processes in organization (in this case public services). The phenomena of red tape can create ineffective and inefficient work ethics which later on will contribute to the failure of the fulfillment of organization goals. Red tape phenomena can be found in Indonesian public institutions which are caused by two main problems as follow:

1. Bad leadership.  
This aspect relates to the leader's performance such as lack of potency as a good leader expected to have a strong commitment and dedication towards the accomplishment of institution's goals. Good leader does not simply mean someone who has strong legitimating aspect. The leader should have ability or competence in term of concepts and practices to direct the organization or institution where he works. The profile of public leaders who tend to be slow, lack of point of view, and emphasize their personal goals can be easily found in Indonesian public institutions. The bad performance of the organization can be directly caused by the leader's incompetence under the

2. Source: Website Kabupaten Jembrana (<http://www.jembrana.go.id/>, accessed 22 Desember 2008).



value of paternalistic. Current KKN practices by local or regional government leaders become visible indicator about the existence of incompetence of public leaders. It turns out to be common feature of Indonesian public institution nowadays.

2. Bad organizational culture.  
Public have a tendency to identify the performance of the bureaucrats as unproductive, which can be seen from their performances. The main reasons of unproductive practices can be caused by the following two factors:
  - a. The bureaucrats do not yet think themselves as public servants. They do not see public as a priority. Current system tends to be lack of empathy for the public.
  - b. Bad attitude can be distinguished from the bureaucrats' character and later on handed over their predecessors. They have lack of commitment to perform good jobs as integral part of their roles as public servant.

The above features of misleading bureaucracy practices in Indonesia have clearly signified the reality of low performance of public institution caused by bad practices of leadership and organizational culture.

### E. TRANSFORMATION OF PUBLIC ORGANIZATION IN JEMBRANA REGIONAL GOVERNMENT

The success of public organization transformation process in Indonesia can be associated with the success of Jembrana regional government in Bali to construct innovative concept and practices of public services. The government led by Prof. Dr. I Gede Winasa is able to produce significant achievement by creating the following policies:

1. J-Smart.  
J-Smart is a multi function employee's identity card, which can be also used to gain access on financial or banking transaction and other government facilities, such as health facilities. This card is produced by cooperation of Jembrana government, Bank Pembangunan Daerah (regional bank), and Badan Pengkajian dan Penerapan Teknologi (The Agency for the Assessment and Application Technology).
2. Free identity card (KTP gratis).  
This program is dedicated to reach the Jembrana citizens who previously do not have



identity card because of financial reason. The main goal of this program is to provide identity card for all the Jembrana citizens. Besides, the government also launches life insurance program for those who have identity card. The citizens will gain compensation if they experience calamity. This program will also help the government to identify precisely the number of the population and manage to solve the problems related to inhabitant.

3. Free ambulance (*ambulans gratis*).

Free ambulance program is dedicated to facilitate the member of the community who needs it. For instance, people who is sick or need emergency assistance. This facility is available for public 24 hours and 7 days a week. A person who needs to use this facility can easily contact Satpol PP, the nearest Puskesmas, or government health institutions in Jembrana.

4. Jimbarwana transport.

This transportation facility is a bus operated on evening from 6 pm to 11pm (local time). The bus is accompanied by air conditioning and DVD player faculties. This program is aimed to facilitate people who have travel at night using public transportation. People will have only to pay Rp 1.000,- to travel between local areas. The government is not seeking for financial benefit from this program, since the program is dedicated to give excellent service for the public.

5. Jimbarwana TV and radio.

TV and radio network is aimed to broaden the knowledge of Jembrana community. These two facilities become public facility where people may gain information on local area. Besides, these can also used by the regional government to communicate with the community regionally.

6. Jimbarwana network or J-Net.

J-Net is communication network which integrates sub districts (*kecamatan*), villages, schools, and government institutions across Jembrana regency. This program is performed in order to increase the quality of public services through the implementation of good governance concept, e-learning, and e-people Jembrana regency.

7. One stop service (*Pelayanan Satu Locket*).

If other regional government tries to introduce one roof stop service (*pelayanan satu atap*), Jembrana regency tries to implement one locket stop service (*pelayanan satu loket*). The main purpose of this program is to make short bureaucratic line within the system of public services. In this service, public will easily gain

access to receive excellent services and avoid KKN practices. For licensing or permission services, Jembrana regency tries to notify the community about the procedures and requirements, so it becomes clear and transparent for the community. As a result, the community can easily identify the procedures and requirements of the government services and facilities.

Those seven innovative policies can be classified as innovation of Jembrana regency to perform reformation within bureaucratic system in Indonesian public institution. The ability of Jembrana regency to achieve those innovations cannot be distinguished from its leader as innovative leader where he can create good organizational culture in order to support his innovations. Figure of the regent as a visionary and transformative leader can be fulfilled since he has highest educational background, very determine character, and also have courage to perform penetration in Jembrana regency. As a result, Jembrana regency has been awarded Innovative Government Award in 2007 by the Department of Internal Affairs for its achievement on conducting penetrations of government management, public services, and regional endorsement.<sup>4</sup> Currently Jembrana regency becomes superior regency used as a role model for other regencies across Indonesia.<sup>5</sup>

#### F. CONCLUSION

Based on explanation and analysis above, it is clear that idyllic character of Weber's bureaucracy will always be relevant and actual to be implemented in the area of public services in Indonesia. Negative stigma towards the performance of Indonesian public institutions cannot be easily removed from public eyes, since the misleading practices of bureaucracy is still existed nowadays. This stigma can now be overcome by innovative regency government that can perform professional and excellent services for the community. Compassion government management and public services achieved by Jembrana regency can be used as role model for other regional governments. The success of Jembrana regency can be employed to construct grand design of reformation of bureaucracy in Indonesia.



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