

# DEVELOPMENT OF ORGANIZATIONAL CULTURE IN PUBLIC SERVICES: CASE STUDY OF GOVERNMENT AGENCIES IN INDONESIA

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## Abstrak

Kualitas pelayanan publik di Indonesia masih dapat ditingkatkan, hal ini tercermin dari banyaknya pengaduan masyarakat yang diterima Ombudsman pada tahun 2021, dimana Pemerintah Daerah (Pemda) memiliki proporsi tertinggi yaitu sebesar 40,99%. Oleh karena itu, untuk meningkatkan mutu pelayanan publik, pemerintah dapat melakukan beberapa upaya seperti revitalisasi, restrukturisasi, dan deregulasi di bidang pelayanan publik, peningkatan profesionalisme aparatur pelayanan publik, korporatisasi unit pelayanan publik, pengembangan dan pemanfaatan E-Government. , peningkatan partisipasi masyarakat, serta pemberian penghargaan dan sanksi kepada unit pelayanan masyarakat. Penulisan ini bertujuan untuk mengidentifikasi permasalahan pelayanan publik di Indonesia dan menganalisis temuan terkini mengenai perkembangan budaya organisasi pada instansi pemerintah dan dampaknya terhadap bantuan publik. Metode kualitatif yang digunakan dalam penulisan artikel ini dengan studi kasus pada instansi pemerintah. Hasil penelitian ini terdiri dari tiga bagian, yaitu faktor pendukung dan penghambat pengembangan budaya organisasi dalam pelayanan publik di instansi pemerintah, inovasi pelayanan publik sebagai wujud pengembangan budaya organisasi, dan penyediaan pelayanan publik yang berkualitas.

**Kata Kunci:** Budaya Organisasi, Pelayanan Publik, Instansi Pemerintah, Kualitas Pelayanan Publik, Inovasi Pelayanan Publik, Pengembangan Budaya Perusahaan.

## Abstract

The quality of public services in Indonesia can still be improved, which reflects the number of public complaints received by the Ombudsman in 2021, where the Regional Government (Pemda) has the highest proportion of 40.99%. Therefore, to improve the quality of public services, the government can make several efforts such as revitalization, restructuring, and deregulation in the field of public services, increasing the professionalism of public service officials, corporatizing public service units, developing and using E-Government, increasing community participation, as well as giving awards and sanctions to community service units. This writing aims to identify problems in public services in Indonesia and analyze the latest findings regarding the development of organizational culture in government agencies and their impact on public assistance. Qualitative methods are used in writing this article with case studies in government agencies. The results of this study consist of three parts, namely the supporting and inhibiting factors for the development of organizational culture in public services in government agencies, public service innovation as a form of organizational culture development, and the provision of quality public services.

**Keywords:** Organizational Culture, Public Service, Government Agency, Public Service Quality, Public Service Innovation, Development Of Corporate Culture.

## INTRODUCTION

According to John M. Ivancevich, organizational culture encompasses the foundation established, discovered, or developed by an exclusive group through external adaptation and internal integration that has been tested and proven. Therefore, new members are taught the organizational culture to understand, think, and respond to the cases they encounter (Hasanah & Aima, 2018). A solid organizational culture significantly impacts implementation, particularly in public services, which is the government's responsibility to benefit the community, as stated in the Republic of Indonesia Law Number 5 of 2014 concerning State Civil Apparatus. This statement is in line with Ridwan and Sudrajat (2009), who define *public services* as services provided by the government as a state organizer to the community to meet the community's needs and improve their welfare. The

improvement of public services also dramatically influences the management of the organizational culture itself.

Looking at the landscape of public services in Indonesia, it still faces various challenges, such as a lack of adequate infrastructure and human resources and issues of corruption and bureaucracy (Suprianto, 2014). The cost, time, and procedures of services (Dwiyanto, 2002) remain constraints in delivering quality public services. The Public Service Index report from the Ministry of Administrative and Bureaucratic Reform in 2020 noted that the public perception index (IPP) given by the community to local government agencies, ministries, institutions, and the national IPP is still relatively good, but with some critical considerations. Some of these considerations include cases of bribery, the existence of Standard Operating Procedures (SOPs), the alignment of service processes with existing SOPs, transparency of information, fairness, and speed in providing services, and ease of access for the public to report issues (Figure 1).

IPP	2017	2018	2019
IPP PEMDA	3,28	3,14	3,43
IPP K/L		3,62	3,83
IPP NASIONAL	3,28	3,38	3,63

Figure 1 Results of the 2017-2019 Public Service Index (IPP). in Prabowo et al. 2022

The Annual Report of the Indonesian Ombudsman for 2021, with the theme "Monitoring Compliance and Preparedness of Public Service Providers in Dealing with Uncertainty," identified that the expectations for improvement in the public service sector have not been fully realized. In 2021, the Ombudsman received 7,186 public complaints, and local government institutions (Pemda) were the most frequently reported, accounting for 40.99% of the complaints. Additionally, according to Dwiyanto (2006), the public feels that the procedures and mechanisms of service provision are overly complex, non-transparent, lacking in information and accommodation, and inconsistent, thereby failing to provide guarantees of legal certainty, timeliness, and cost-effectiveness in service delivery. About the implementation of sound governance principles by the government, it has yet to be optimally achieved. This is inconsistent with the government's obligation to establish service standards tailored to the conditions and needs of the communities in their respective regions, as stipulated in Article 20 of Law No. 25 of 2009 concerning Public Services. The expectation is that the government's obligation to fulfill or ensure social welfare can be implemented through excellent programs to address societal issues and realize the nation's goals and aspirations.

Based on the analysis of the issues above in public service, the government must continue improving public service quality through various measures. These measures include revitalization, restructuring, and deregulation of public service, enhancing the professionalism of public servants, corporatizing public service units, developing and utilizing electronic government (E-Government), increasing public participation in public service, and providing rewards and sanctions to public service units (Maani, 2005). The government has also issued Presidential Regulation No. 81 of 2010, which contains the Grand Design of Bureaucratic Reform 2010-2025. It consists of a three-period National Bureaucratic Reform Roadmap from 2010 to 2024. The Ministry of Administrative and Bureaucratic Reform (PANRB) has determined eight areas of change outlined in the roadmap for bureaucratic reform. These efforts are carried out to enhance the quality of public service and bureaucratic reform in Indonesia. By collectively implementing these measures, it is expected that there will be more effective and efficient improvement in the quality of public service, better meeting the needs of the people. Therefore, this article aims to identify the issues in public service in Indonesia and analyze recent findings on the current organizational culture development in government institutions and its impact on public service. This journal focuses on analyzing the condition of public service in Indonesia, the challenges faced, and the measures that can be taken to enhance the quality of public service. Ultimately, this article aims to contribute to the discussion and improvement of the quality of public service in Indonesia, ensuring better fulfillment of the people's needs and increasing their well-

being—case Study: The Development of Public Service and the Influence of Organizational Culture in Indonesian Government Institutions.

## METHOD

Qualitative methods were used in writing this article to better understand the development of organizational culture in public services in Indonesia, with case studies in government agencies. Several data collection techniques used include observation document analysis and references related to the condition of public services in Indonesia. Apart from that, analysis of the findings from case studies carried out by researchers is also the focus of writing this article. By using qualitative methods and relevant references, this article can provide a better understanding of the development of organizational culture in public services in Indonesia.

## DISCUSSIONS

### Supporting Factors and Barriers to the Development of Organizational Culture in Public Service in Government Institutions

The development of organizational culture in public service in Indonesian government institutions is confronted with several supporting factors and barriers that need to be considered to improve the quality of public service. Supporting factors include 1) Strong and visionary leadership (Suprayitno, 2007), crucial in building an excellent organizational culture oriented towards public service. Leaders in government institutions need to lead by example, provide clear guidance, and motivate and facilitate employees to participate in the development of a better organizational culture. 2) Qualified and competent human resources are essential to developing an excellent organizational culture in public service. Employees must have sufficient skills and competencies to carry out their duties and responsibilities and a high motivation to provide quality public service to the community (Prabowo et al., 2022). 3) Good management systems (Furqoni, 2014), including transparent and standardized Standard Operating Procedures (SOPs), are essential in building a good organizational culture in government institutions. This will help employees understand their tasks and responsibilities and facilitate them in providing quality public service.

According to Mulgan (2006), several factors hinder the development of organizational culture, causing it to be rigid and slow to evolve, including 1) Strong bureaucratic culture (Delivery Pressures and Administrative Burdens) often hampers the development of an excellent organizational culture in public service in government institutions. The bureaucratic culture that tends to be formal and convoluted can hinder innovation and collaboration, which are crucial in improving the quality of public service. 2) Lack of support and excessive reliance on high standards (Overreliance on High Performers as a Source of Innovation) often hampers the development of an excellent organizational culture in public service. Leaders who prioritize the development of a good organizational culture and focus on high standards of public service will help efforts to improve its quality. 3) Lack of qualified and competent human resources is also a common barrier to developing an excellent organizational culture in public service in government institutions. This can be due to a lack of employee training and development and a need for incentives and rewards for those who have provided quality public service (Poor Skills in Active Risk or Change Management). 4) Insufficient budget and inadequate infrastructure are also frequent barriers to developing an excellent organizational culture in public service in government institutions (Short-Term et al.). There needs to be more budget to improve the quality of public service, while inadequate infrastructure can hinder employees from providing quality public service.

Other supporting statements are also conveyed by Osborne and Plastrik (2001), who present five strategies to improve public service in a bureaucratic environment: structural balance, procedural system balance or simplification, infrastructure balance, cultural or cultural balance, and entrepreneurial balance. 1) Structural balance strategy is related to the public organization and includes broader institutional concepts, such as values, norms, legal regulations, codes of ethics, and culture. The organization is viewed as a place where people gather to organize themselves. 2) The strategy of procedural system balance or simplification can help overcome problems of fragmented, rigid, inefficient, and ineffective service systems. Procedural systems need to be detailed to regulate the stages of service. 3) Infrastructure balance strategy is related to service design to make it safer, more comfortable, faster, accurate, easy, and reliable. This includes the design of physical facilities, balancing new service models, and utilizing information technology (teleinformatics). 4) Cultural or

cultural balance strategy pertains to changing the character and mindset of employees based on their worldview, values, norms, characteristics, and habits. This change is reflected in the behavior of employees in serving society. 5) Entrepreneurial balance strategy includes fostering and balancing entrepreneurial spirit and providing opportunities for employees to generate income. This can enhance creativity and innovation in providing public service.

### **Case Study: Development of Public Service and the Influence of Organizational Culture in Indonesian Government Institutions**

High-quality public service in government institutions is a necessity that must be fulfilled by society. In order to achieve this goal, the organizational culture in government institutions also influences the quality of the provided public service. Therefore, a case study on the balance of public service and the influence of organizational culture in Indonesian government institutions is crucial to be conducted. This case study can provide an overview of the balance of public service in government institutions and how the organizational culture influences the quality of such service. The following examples demonstrate that government institutions are also improving the quality of organizational culture to deliver good public service to the community.

1. Implementing e-government or electronic-based government service is an activity that utilizes technology to provide public service. According to Junaidi (2011), e-government-based public service can facilitate all society's access to various government services without having to come directly to government offices. Through electronic systems, this service enables the public to engage in government-related activities more quickly and efficiently. One successful implementation of this system is titled "Implementation of e-government-based public service through Ogan Lopian" by Aulya et al. (2021). This research aimed to analyze the implementation of technology-based or electronic-based public service in Purwakarta Regency. The study's findings showed that easy access to technology is crucial in improving the quality of people's lives. Thus, the public sector continues to balance various models in public service. The Purwakarta Regency Government has improved public service by introducing the Ogan Lopian application and the 112 Ogan Lopian call center through the Department of Communication and Informatics. This electronic-based public service is a form of balance in public service provision by a government institution to the community. Ogan Lopian can be a platform for public complaints, emergency calls, tourist destination searches, and health and security services. With the Ogan Lopian application and the 112 Ogan Lopian call center, the Purwakarta Regency Government can enhance the quality of public service for the community and improve organizational culture during its implementation.
2. The implementation of the Regional Government Performance Report Information System (SILPPD) has been carried out by the Directorate of Performance Evaluation and Regional Capacity Improvement of the Ministry of Home Affairs in Indonesia. SILPPD is the latest application in preparing the 2021 Regional Government Performance Report and replaces the previously used manual system (Virganti & Triputro, 2022). This system contains data and information that can be accessed online and monitored by the Central Government, facilitating data and information processing. The Regional Government Performance Report Information System (SILPPD) aims to achieve transparency in public information, particularly in evaluating regional government performance through the Performance Report, and enhance transparent and accountable public services. The availability of SILPPD provides benefits such as faster delivery of Provincial, District, and City Performance Reports, reduced face-to-face meetings as the system can be accessed anywhere and anytime, saving budget for official travel and document printing, streamlining the evaluation process resulting in faster, accurate, transparent, and accountable Regional Performance Reports, and promoting clean and good governance. With the implementation of SILPPD, regional government performance is expected to become more effective and efficient, improving the quality of public services to the community. The implementation of SILPPD can promote a more effective and efficient work culture. By utilizing a modern and integrated information system, data collection, processing, and analysis can be done faster and accurately, enhancing work efficiency and productivity and reinforcing a performance-based work culture.
3. A study conducted by S. Kurniawan and A. Nurcahyo (2020) titled "Development of Web-based Regional Government Performance Reporting Information System (Case Study: Surakarta City Government)" focuses on balancing the reporting information system using the Waterfall system

development methodology and utilizing technologies such as PHP, MySQL, and CodeIgniter Framework. The developed information system features several functionalities, including user management, incoming and outgoing mail management, suggestions and complaints management, and performance reporting. The results of this study indicate that the developed reporting information system can assist the regional government performance reporting process more effectively and efficiently. With this system, data can be quickly and real-time accessed, facilitating accurate and timely decision-making. Furthermore, this reporting information system can enhance transparency and accountability in regional government performance, thereby strengthening a performance-based work culture. In the long run, the balanced web-based reporting information system can help regional governments improve the quality of public services and foster a more effective and efficient organizational culture.

4. The research conducted by L. Bah (2019) titled "Online People's Aspiration and Complaint Service (Lapor!) at the Bandung City Communication and Information Service (Diskominfo) in 2019" examines the efficacy of the online complaint system in Bandung City. The study adopts the concept of effectiveness defined by Seidarmayanti (2009:60), which encompasses input, process, output, and productivity. The research involves interviews with officials from Diskominfo in Bandung City and individuals who have utilized the online complaint system purposively selected for the study. Data validity is ensured through source triangulation. The findings of the study indicate that the LAPOR! The system in Diskominfo Bandung City operates smoothly and efficiently, as demonstrated by the officials' responsiveness in handling complaints and aspirations submitted by the public. Implementing the online complaint system, LAPOR!, enhances the effectiveness of public services and contributes to cultivating a positive organic culture. It can reduce bureaucracy, promote transparency in the complaint-handling process, and address societal issues. Moreover, this system can foster trust between the government and the public. Implementing the online complaint system, LAPOR!, significantly benefits public services and develops an organic culture.

Various studies have demonstrated efforts to improve public services and cultivate an organic culture, particularly in technology. The development of an organic culture in public services plays a crucial role in ensuring the welfare of society. A positive organic culture can foster transparency, accountability, and collaboration among the different stakeholders involved in public service. By avoiding corruption and prioritizing solid ethical values, endeavors can be directed toward enhancing public services and promoting a positive organic culture. It is imperative to continue strengthening the organic culture and improving public services. Ultimately, society can experience increased satisfaction with public services and reap the benefits of these endeavors.

#### **Public Service Innovation as a Form of Organizational Culture Development and Provision of Quality Services**

The government at the provincial, regency, and city levels in Indonesia has prioritized public service innovation as a primary goal. The One Agency One Innovation movement has been adopted as a collective effort to create a culture of innovation in public services (Permenpan RB, 2017). One of the strategies implemented to achieve this vision is through the Public Service Innovation Competition (Kompetisi Inovasi Pelayanan Publik or KIPP), following the Guidelines for the Implementation of the Public Service Innovation Competition in the Ministries/Agencies, Regional Governments, State-Owned Enterprises, and Regional-Owned Enterprises in 2023.

Public service innovation has become a crucial strategy to ensure quality public services. It encompasses innovative public services in the form of original creative ideas and adaptations/modifications that provide direct or indirect benefits to the community. The government has improved the delivery of public services to facilitate the creation of beneficial public service innovations. This competition aims to encourage the development of successful innovations in public services through healthy competition between local governments and regional-owned enterprises (Prabowo et al., 2022). The competition activities include exploration, selection, evaluation, and awarding innovators and replicators from the provincial and regency/city governments. KIPP is one of the strategic steps taken by the government to promote best practices in public service delivery. Innovations from government institutions, state-owned enterprises, and regional-owned enterprises registered in KIPP aim to improve the quality of public services and provide better services to the community (Prabowo et al., 2022). Since 2014, the implementation of KIPP has been an effort by the government to cultivate a culture of best practices in public service delivery. This event also combines

the One Agency, One Innovation movement, which requires each government institution to produce one innovation yearly. Each public service innovation from ministries, agencies, regional governments, state-owned enterprises, and regional-owned enterprises can participate and compete to become the top innovation finalist.

The system of public service innovation and the competition for public service innovation can also contribute to improving the organizational culture within government institutions. With KIPP, government institutions, state-owned enterprises, and regional-owned enterprises are encouraged to create innovations in public services that benefit the community. This can enhance employees' motivation and enthusiasm to provide better and more innovative public services. Additionally, the One Agency, One Innovation movement can foster a more robust culture of innovation within government institutions, improving their performance and efficiency. Therefore, the system of public service innovation and the competition for public service innovation can contribute to creating a better organizational culture and improving the quality of public services provided to the community.

## CONCLUSION

Based on the case studies conducted on several government institutions in Indonesia, a strong and healthy organizational culture is crucial in improving the quality of public services. This can be seen from several important factors, such as customer satisfaction, employee teamwork, and a continuous commitment to improve institutional performance. To achieve an excellent organizational culture, support from institutional leaders and the awareness and participation of all employees are needed. Additionally, capacity building and human resource development are necessary to enhance the competitiveness and capabilities of employees. With a solid organizational culture, public services can increasingly satisfy the community and lead to significant improvements.

## SUGGESTION

In an effort to improve the quality of public services, there are several key aspects to consider. Firstly, a focus on developing a strong and healthy organizational culture is essential. This involves training, communication, and a collaborative approach that engages employees at all levels. Furthermore, strong support from leaders in public service institutions is a crucial element in fostering a positive organizational culture. Leaders must set an example, support improvement initiatives, communicate organizational values, and motivate employees. Lastly, the awareness and active participation of all employees in developing a healthy organizational culture should not be overlooked. This includes conducting training sessions, regular meetings, and providing channels for feedback. All of these steps together contribute to the formation of a positive organizational culture and the enhancement of public service quality.

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