

Identifying the Pattern of Organizational Culture in Indonesian Government Agencies

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Abstract

This study aims to map the pattern of organizational culture in government agencies, which refers to Edgar H Schein's concept of organizational culture research, namely group norms, principles, ideology, leadership policy, unwritten rules in the organization, the feelings that appear in the group, language with group members including with new members, understanding, the way to form groups and to celebrate events. Using case study research method, the researchers collected the data needed using in-depth interview technique towards 17 key informants. The result of the research shows that the pattern of organizational culture of government agencies in Indonesia is patterned on, first, the enactment of regulations by the government in the form of law, in effect to all government agencies, values, rituals, organizational climates, including individual expectations serving as reference in behaving and communicating implemented in the form of jargon among members of the organization. Secondly, the pattern of mixing the existing and new institution values. Third, patterned on the direction and policy of the highest management.

Keywords: Organizational Culture, Government Agencies

Introduction

The character of organizational culture in government agencies in Indonesia has a relevant uniqueness to be the subject of study. This is related to the variety of regulations that affect the process of interaction between individuals, systems of government agencies, even the pattern of communication and daily activities. The routines lead to the formation of organizational culture. Therefore, it is interesting to review the pattern of organizational culture in government agencies in Indonesia.

Culture basically consists of habits and tendencies to act in a definite way but not the act itself. It is a form of language, value, behavior, belief, habit and thought. Geerts (in Goldhaber and Barnett, 1998: 102) explains that culture is the compilation of systems of meanings and symbols in which social interaction occurs and develops. Hence historically culture has transmitted the form of meaning which is a symbol, a system which is symbolically represented by means of communication and developing their knowledge and life.

The same thing happens in a government agency studied in this research; it will be seen how symbolic processes are represented in the form of platforms, activities, and so forth. Therefore, the object of this case study research is a ministry-level government agency located on Jalan Medan Merdeka Barat Central Jakarta Indonesia.

In general, ministry-level government agencies in Indonesia generally have an organizational structure which consists of the Minister, the General Secretariat consisting of bureau chiefs and the same level, the Directorate General consisting of directors, section heads, sub-heads, sub-directorate heads, section heads and staff members. There exist the supporting elements in the form of Agency Heads, Expert Staff members, Inspectorate and Center Heads. The structure has become a standard rule for managers of government agency structures. The same situation happens in one of the ministry-level government agency that is the focus of this study.

Based on the bureaucratic reform agenda in 2010, marked by the increasingly high demand of public service quality- the transparency of information and clean bureaucracy: free from corruption, collusion and nepotism, the central government through the Presidential Regulation, issued the Decree of the Ministry of State Apparatus Empowerment and Bureaucratic Reform which states that every government agency implements bureaucracy reform agenda as stated in the Grand Design and Bureaucracy Reform Roadmap.

The Ministry of State Apparatus Empowerment and Bureaucratic Reform, one of which assigns ministry-level government agencies to have organizational jargon. The ministry-level government agency that is the

focus of this case study has a jargon called “Proactive”. The jargon is then disseminated in the form of banners and LED televisions at every entrance of the office, either in the main building, the new building in the back area or the former ministry building. Proactive Jargon boosts employees’ inspiration when working as well as increasing their morale in their routine. When the research team conducted the research, the banners saying Integrity Zone and Proactive were seen at the office. Both of these writings reflect the organizational culture made by the members of the ministry-level government institution.

In addition, the government also issued Act No. 14 of 2008 on Public Information Disclosure (Undang Undang Keterbukaan Informasi Publik). The law aims to create good and accountable governance through principles of accountability, transparency and law supremacy as well as involving public participation in every process of public policy. The implementation of Good Governance principles highly depends on the preparation of public institutions in managing information and documentation.

The aspects of organizational culture in the form of routine patterns like employees rituals and various job descriptions are actually interesting to examine, especially in government agencies, not only for the interests of researchers but also for public, namely as a

model application of cultural organization pattern in public institution that are currently implementing bureaucratic reform and information disclosure programs. Referring to the explanation, this study focuses on organizational culture that occurs in a ministry-level government agency located on Jalan Medan Merdeka Barat Central Jakarta.

As an organization, government agencies comprise of individuals coming from different cultural backgrounds, they get together with the consequences of their individual cultural behavior to disappear, to be dominant or to collaborate with other people’s cultural behaviors. Someone’s cultural behavior in communicating within the scope of organization is somehow interesting to study. As an individual whose communication behavior is good in speaking when he communicates with others, a shared value that grows into a shared culture in communicating could arise.

The focus of this study is to reveal what organizational culture pattern within a government agencies is like? While the objectives of the research are to know the organizational culture pattern, which includes (1) behavior that can be seen routinely when each individual interacts; (2) norms, principles and values in group; (3) ideology principle and leadership policy; (4) unwritten rules in an organization; (5) feelings arise in the organization; (6) special competence belonging to the members of the

organization; (7) perceptions, thoughts; (8) languages with group members, including new members; (9) little understanding is made by group members as they interact with each other; (10) the way they get together that involve their own characteristics, where they are appreciated; and (11) the way the group celebrates events.

The benefits of this study include, first, academic benefits as the result of this study goes into a special study in the context of organizational communication in government

Conceptual Framework

After having an observation on the organizational communication, as per concept, it is found that there are three possible ways to conceptualize organizational communication. Each has different focus and limitation. First, it focuses on the development of organizational communication as a special department for communication and communication associations. Second, the conceptualization approach of organizational communication focuses on communication as a phenomenon that exists within the organization. Third, problem-solving approach is to deal with communication as a way in describing an organization. The same way as in psychology, sociology or economics can be considered as a process which is capable of describing an organization as a different model of the organizational mindset. (R Wayne Pace, Don F Faules, 1993:5).

organizations focusing on organizational culture. Second, the practical benefits; the result of the study will be an applicative review for the organizers of organizational communication in government agencies, public institutions, especially in managing organizational culture. It also serves as consideration for policy makers to apply strategies and models of organizational communication relevant to the needs and existence of public institutions.

Furthermore, when it comes about organizational culture, sociologists and anthropologists have offered a variety of definitions related to culture. Some external factors such as artifacts, social systems, clothes, food and technology. In addition, it emphasizes the form of behavioral form. While other aspects of the internal factors include the behavior, values and beliefs of group members or organization members.

While the definition of organizational culture (D'Andrade in Goldhaber and Barnett, 1998: 104) is "Organizational culture consists of a process of learning over meaning, which is communicated with the tools of natural language and other system symbols which have effective representation, direction and function, and can form as a special cultural entity and sense of reality. Through these systems, individual groups adapt to their environment and the activities of their

interpersonal structures. Culture defines systems that affect and are affected by various systems over the flow of materials and services, and interpersonal networks over the needs and provision. Various aspects of culture mean systems that are distributed differently across individuals and status, shaping institutions such as family, market, nation and so on with the rules of social structure “.

Some other definitions regarding organizational culture were also quoted by the researchers, among others, Edgar H. Schein (2010: 14) who says that organizational culture is a concept, an observable abstraction / whose activities can be seen namely, first, the behavior that can be seen regularly, each of us interacts with each other, for example the language they use, the costumes, the traditions involved, the rituals in various variations. Second, group norms, are implicit standards and norms that apply in groups, such as the norm “those who work will get paid”. Third, espoused values are principles and values in groups to be achieved such as “product quality” or “leadership”. Fourth, formal philosophy is the principles of ideology and leadership policy.

Fifth, rules of the game are unwritten rules in the organization. Sixth, climate is a feeling that appears within the group, among members of the organization when interacting with each other, with consumers

from outside groups. Seventh, embedded skills are special competencies possessed by members of the organization, embedded in their lives including their off springs, without having to be written. Eighth, habits of thinking, mental models, and / or linguistic paradigms are cognitive frameworks in the form of perceptions, thinking, language with group members, including new members. Ninth, shared meanings, are minimal understandings made by group members as they interact with each other. Tenth, root metaphors or integrating symbols, are a way of grouping which involves their own characteristics which they appreciate. Eleventh, formal rituals and celebrations are the way in which groups celebrate events that reflect important values through members such as promotions, important projects and organizational outcomes.

Basically, an organization and its cultural aspects are inseparable. When trying to understand an organization, one must observe two sides: communication and organizational culture. By placing our understanding on organizational culture in symbolic interactions and social constructivism frameworks, we will gain an insight into how social processes move every time. Through communication from time to time, members of the organization simultaneously form social meanings and structures. This communication supports the

form of interaction involved in the normative control system that governs the actions of its members. (Michael J. Papa, Tom D. Daniels, Barry K. Spiker, 2008: 128).

The term culture is a symbol. It represents action, practice, history, story (in monologue and dialogue), and cultural characteristic artifacts. We study culture over an organization through a symbolic environment, therefore; it will involve interpretation of the notion of symbolic construction. There are several reasons why an organization is considered as a symbol; first, as part of a cultural study starting from a fundamental approach to how an individual concept is formed in a language. Second, language forms the organization based on our understanding about it; that is how we interpret it. Third, assessing the organization as a symbolic construction involves the definition of man as a symbol and a man who behaves symbolically like other creatures. (Eric M. Eisenberg, H.L. Gooldall, Jr., 1997: 125)

The next one is Deal and Kennedy's review about strong culture which explains that success of a business can be supported by strong cultural management. If an organization has a strong cultural component, it will be able to put individuals to work and will develop them and the organization's performance. Deal and Kennedy identify four key components of a strong

culture, which include: (1) Value: representing the trust and vision of organizational members. (2) Hero: explaining about individuals who are able to "exemplify" or manage the organizational values so that it can be developed. (3) Rites and rituals: referring to a process of ceremonies through which organizations glorify the values.

Values of an organization are developed in a ritual to reward idea coming from employees. On the other hand, in an organization, rites and rituals are included in the company's activities to give appreciation to the best employees. (4) Cultural network: referring to a communication system through cultural values that is reinforced and internalized. Cultural networks consist of formal organizational media such as newsletters and informal media for employees. (Katherine Miller, 2009: 81)

In organizational culture, there includes the aspect of a leader's contribution in shaping the organizational culture. Starting from the aspect on how leadership communication can play a role in organizational culture management process. The following is a quote from Jerome Want in his book *Cultural Organization* (Wibowo, 2010: 338) that explains the role of a leader in making cultural change, namely: (1) Become a student of a culture. Organizational culture is not owned by someone and certainly not by the

Chief Executive Officer. Culture is the product of many contributing forces over the years, basically through people's behavior, commitment and value, corporate business practices, policies, mission, history and industry conditions. (2) Renewal. Chief Executive Officer is uniquely positioned to build culture as a process of renewal.

By updating the corporate culture, people's talents and commitments are re-energized on behalf of the company. (3) Communication. Chief Executive Officer and leaders of change must make sure to open communication with the entire organization. Nothing can create distrust instead of secretly disclosing the process of cultural change. (4) Inclusiveness (involvement). A Chief Executive Officer should make it clear to the

Research Method

The approach of this research is a qualitative approach, with a constructivist paradigm, which views social science as a systematic analysis of "socially meaningful action", through direct observation of social actors in a natural setting in order to understand and interpret how social actors create and nurture the social world. (Agus Salim, 2006: 72) The research method used in this research is descriptive case study method, which focuses on a research with the "how" question process as researchers have little chance to control the events to be

organization that cultural building is a process of engaging a process by including people. (5) Trust. A Chief Executive Officer should instill trust among participants in the process of building a culture. One should feel safe in voicing his or her opinion and the differences about the culture to dream about and the way in which the process is managed. (6) Accountability. A Chief Executive Officer should be able to consider whether the process of cultural change goes in the right direction and accomplishes the real goal.

From the overall concept above, the research team refers to the concept of organizational culture by Edgar H Schein as a basis in compiling the organizational culture patterns prevailing in government agencies at a ministry-level agency in Indonesia.

investigated and the focus of research lies in the contemporary phenomena (present) within the real-life context. (Robert K. Yin, 2003:1).

In qualitative research, the process in data collection technique begins by examining all available data from various sources; among others are interviews, observations which are recorded earlier in field notes, personal documents, official documents, pictures, photographs and so on by using triangulation technique, an examination technique the validity to check the data that utilizes something else. (Lexy J. Moleong, 2004: 247).

The process of collecting primary data in this research starts from in depth interview with 17 key informants, employees in government ministry-level agency. This refers to the reality of socially constructed through the words, symbols and behavior of members of the organization. The interview process seeks to get the symbols in which individuals use them when conducting the evaluation process. The procedure is inductive, free from the a priori category. (Goldhaber and Barnett, 1998: 111). As for the secondary data, the research team conducted a literature study relevant to the research focus to support the data collection.

Regarding the technique of validity and reliability of data, citing the opinion of John W. Creswell, that qualitative validity is an examination of the accuracy of research results by applying certain procedures. While qualitative reliability (Gibbs in Creswell, 2010:

285) emphasizes that the researcher's approach is to be consistent when applied by other researchers for different projects. Gibbs specifies a number of reliability procedures as follows: (1) Check the transcription results to make sure that there are no errors made during the transcription process. (2) Make sure there are no expansive definitions and meanings concerning codes during the coding process. This can be done by continuously comparing data with the codes or by writing notes about codes and

their definitions. Creswell's validity strategy is structured as follows: (1) Triangulation different sources of data by examining the evidence from the source and using it to justify the themes coherently. (2) Applying member checking to see the accuracy of research results. This process can be done by presenting the final reports or descriptions or the specific themes to participants to check whether they think that the reports / descriptions / themes are accurate. (3) Creating rich and thick description of the research results. This description should at least succeed in describing the research setting and discuss one of the elements of the participant experience. (4) Clarify the bias that researchers may bring into the study. By doing self-reflection on the possibility of bias in the research, the researcher will be able to make the readers feel the open and honest narration (5) Presenting different and negative information can provide resistance to a particular theme. (6) Exploiting a relatively long time in the field or research location. (John W Creswell, 2010: 288).

Furthermore, the technique of data analysis is the process of simplifying data into a form that is more readable and interpretable. Qualitative data analysis can be interpreted as an effort done by working with data, organizing them, sorting them into manageable units, synthesizing them, searching and finding the patterns, finding what is important and what is learned and deciding

what can be told to people other. (John W Creswell, 2010: 288) Specifically the stages of data analysis techniques to be developed in this study include several stages, namely: step 1. Processing and preparing data for analysis; step 2. Reading the entire data; step 3. Analyzing in more detail by coding the data; step 4. Applying the coding process to the description of the setting, people, categories and themes to analyze; step 5. Show how the description and the themes will be restated in the narrative / qualitative report and step 6. Conducting the process of interpreting the data. (John W Creswell, 2010: 283)

Results and Discussion

The result of research on the pattern of organizational culture in the ministry-level government agency in Indonesia shows a pattern formed from the prevailing regulation in all institutions both in the central government and in the regional government. Beginning with Government Regulation No. 81/2010 on Grand Design of Bureaucracy Reform 2010-2025, signed by former the President of the Republic of Indonesia, Mr. Susilo Bambang Yudoyono.

The Government regulation becomes a reference in directing all regulations related to bureaucracy reform agenda which supports the achievement of good governance. Therefore, bureaucratic reform is enforced across ministries, government agencies and local

governments. Therefore, the bureaucratic reform roadmap is determined every 5 years through the regulations of the Ministry of State Apparatus Empowerment and Bureaucratic Reform. In line with the spirit, through the Ministry of State Apparatus Empowerment and Bureaucratic Reform, the Regulation of the Ministry of State Apparatus Empowerment and Bureaucracy Reform No. 20/2010 has been issued on the Roadmap of Bureaucratic Reform 2010-2014. The regulation was renewed to regulation of the Ministry of State Apparatus Empowerment and Bureaucracy Reform No.11/2015 on the Bureaucratic Reform Roadmap 2015-2019.

The basic rules that inspire and become the reference for the formation of bureaucratic reform agenda include: Act No. 28/1999 on the Implementation of a Clean and Free State of Corruption, Collusion and Nepotism; Act No. 17/2003 regarding State Finance; Act No.1/2004 concerning State Treasury; Act No.15/2004 regarding Audit of State Financial Management and Accountability; Act No. 5/2014 on State Civil Apparatus; Act No. 23 /2014 on Regional Government which is amended into Act No. 9/2015; and Government Regulation No. 81/2010 on the Grand Design of Bureaucracy Reform 2010-2025.

Thus, the implications of the entire regulation, the development of a new

organizational sub-culture and deliberately formed, managed within the framework of achieving the performance and objectives of the organization, government agencies. But on the other hand, the organizational sub-culture enriches the organizational culture that consists of the original rituals of government agencies that have existed long ago, long before the bureaucratic reform agenda emerged. And the existence of an organizational culture pattern that refers to the orientation of leadership style of the highest leader in the government institution. The overall organizational culture will be reviewed below.

The pre-research results, conducted in September 2016-October 2016 with interview techniques and literature studies, show that ministerial-level government institutions should have jargon and basic values that can be used as direction and motivation for all employees. This also applies to government agencies at the ministerial level where this case study is held. There exist foundation and institutional value that have been launched since 2016, namely “Let Serve PROACTIVELY”, which is an abbreviation of professional, accountable, integrity and innovative. The focus is to give service quickly, precisely and simply.

The value of the institution, although still in the form of jargon, was proclaimed by the Minister and has been published to all

employees. However, like the interview reviews mentioned by some key informants, that the technical operation of PROACTIVE value system has not been specifically developed. It is basically supported by the patterns and activities of communication within the organization that are followed by all employees, both functional and structural officials.

Officials in these government institutions generally use formal communication media in the form of discussions, meetings and briefings to talk about the dissemination of ministerial regulations and other new regulations. However, on the other hand, the other key informants stated that the organizational value has not been optimally disseminated and implemented, despite the launching of the new values. Then the highest official, in this case the minister, asks the structural officials of the government agency to disseminate and develop a strategic agenda for its application, in the form of Change Management Team.

Furthermore, from the interviews delivered by key informants, in November 2016 – May 2017, there was a dissemination through internal media; intranets, LED TVs, posters, on air radio during breaks and lunch. For example, in the application of organizational culture, it can be

seen from the existence of performance allowance (Tunjangan Kinerja), according to the State Civil Apparatus Regulations, which makes the employee accustomed to come to office and go home on time. Therefore, one thing that encourages the employees rituals and habits to be punctual is allowance. The habit was certainly different from the time when the performance allowance did not exist. There was even a popular jargon 8 - 0 - 4, in which they came to office and signed in at 8 am, then signed out and went home at 4 pm, but in the middle of 8 am to 4 pm, they did not do anything at all or 0.

Another key informant concerning the new rituals, which took place after the bureaucratic reform agenda, felt that the establishment of the Information and Documentation Management Officer (PPID) in 2010, a new government institution, has added their workload. The impression is quite normal as there is addition of job description of the existing employees whose roles are ex officio with the new role in PPID ministry institution unit.

If we have a look at its history, PPID (Pejabat Pengelola Informasi dan Dokumentasi) is a government agencies, established since the enactment of the Public Information Disclosure Act (UU KIP) of 2011. The government regulation applies to all public institutions that oversee the PPID. Not only

ministry institutions but also other state high institutions have PPID. For government institutions, the PPID serves as the institution that receives and regulates public information requests from anyone who needs them. Within the PPID, government institutions have a path, flow and management of interrelated information. It is not apart from the communication culture that occurs in the organization and at the same time it also translates the organizational culture into their daily lives.

Based on the interviews to 17 key informants and the literature studies conducted by the research team from September 2016 to May 2017, there are several aspects that can be described in accordance with the focus of research on organizational culture patterns in government agencies. The first is the behavior that can be observed regularly, the interaction of each individual, the language they use, the clothes, the traditions involved, the rituals in various variations. The interviews show that government agencies at the ministry level has a system used frequently, especially in administration and correspondence through programs called Simaya (virtual office system) and Apik (computerized attendance application for employees). Both make the correspondence process faster by first scanning the mail, emailing it and then a notification will appear

in each recipient's email inbox. However, the administration of the correspondence is also constrained if the disposition of the superior / minister takes a long time. Another obstacle is that not all senior employees are able to apply the system because of absent-mindedness, lack skill with the recent technology and a rather slow personal response.

The next ritual that became the effect of the bureaucracy reform agenda is the performance allowance (Tunkin). Performance allowance makes employees discipline when entering and leaving work. However, there is a unit at the ministry-level government agencies which initially has an additional allowance fund in the form of a telecommunication service allowance (Jasa Telekomunikasi). Thus, with the presence of Tunkin, Jastel program is eliminated so as not to double the budget. The allowance supports the work routines of employees and makes them more disciplined. Another routine of the ministry-level government agencies is the use of uniforms; the employees wear white uniforms on Mondays, free costumes on Tuesdays, typical ministry blue uniforms on Wednesdays, a free costume on Thursdays and free batik on Fridays. Then the routine of employees and officials on Tuesdays and Thursdays are directed to maximize the agenda related to external parties, wearing uniforms with different colors, Wednesdays for meetings

with superiors/ministers, and Friday for sporting events, ceremonies, and other events which are formal ceremonies.

Second, group norms. The results show that employees understand the norms that bind the group which says that "those who work neatly, disciplined, punctual will get a proportional remuneration". In accordance with the remuneration rules contained in the State Civil Apparatus Act, it is mandatory to agree with the attendance system mechanism, on-time finger scan, the employee will get monthly salary and performance allowance. This means that group norms refer to formal rules which are passed by the leaders based on government regulations, so that norms that bind members of the group emerge, that those who discipline the time, will get performance allowances. Although there are still group members who ignore the norm by coming late and being frequently absent.

Third, Espoused values are principles and values in the group to achieve. The results showed that the value to be achieved in the group "Let's serve Proactively", which stand for Professional, Accountable, Integrity and Innovative. The principle is the top down implementation of the leaders/minister which is the implication of the bureaucratic reform agenda and has become the group value and the joint reference to

achieve; each employee when doing public service must refer to Proactive value system. Although the bureaucratic reform agenda has not been comprehensively implemented, it has become an added value to the institutions and group value of the work unit.

Fourth, formal philosophy is the principle of ideology and leadership policy. Leadership and ideology policies forming the formal philosophy of the organization, according to the results of research referring to the ministerial regulations of the State Ministry of State Apparatus Empowerment and Bureaucracy Reform that has obliged all ministries to make the set of values. Thus, each ministry establishes procedures and mechanisms through ministers and echelon 1 officials and then they are disseminated to all work units. In particular, the regulations on work culture are in the process of making the draft and later on it will be in the form of guidelines passed by the Minister, which is released in 2017. It will become the reference of all ministry employees. Other than the breakthrough made by the Minister which has changed the way of thinking paradigm of employees and institutions from “work” to “service”. Thus, Education and Training for Change Management was held and it focused on service innovation in order to make employees have an understanding of their roles and

positions as civil apparatus. The ministry has conducted research and assessment through a third party and generated the identification of the main problem (entropy) such as innovation, which means the institution has not optimized the innovation channelization for the employees.

Government agencies have a PROAKTIF system as a regulation and policy of the minister. It is expected that all employees must be professional. Although so far, the effect has not come far from jargon only as the implementation has not been optimal and everyone still seems to have their own interpretation based on their way of thinking. The key informant's version with the tagline “Towards the Information Society”, but now the tagline is not optimized anymore as different leaders / ministers show up, then also the tagline also changes.

Currently the vision of the government's mission refers to the working cabinet. There is a vision of Nawacita, but that is for the service sub-sector, what about the non-service work unit, how about the compilers of communication and information regulation, still need to be reformulated, especially the work unit in charge of presenting positive information for the community in succeed, socialization of government policy to the community. Formal philosophy is still undergoing a dialectical process, because there are two distinct and contradictory sides

between work units, it is related to the task of divergent functions and orientations.

Fifth, rules of the game are the unwritten rules of the organization. These rules exist within government institutions and say that the hierarchy of individuals and seniority take place on a regular basis. The junior employees cannot practice “main selonong”, the term used by the key informant when being interviewed which means they cannot do anything as they want. Communication between subordinate and superiors is a rigid mechanism as it must go through the process of disposition; mandate and by pass system are not accommodated by members of the organization. Although there are different patterns when leaders are in a particular work unit and they behave differently, it depends on the policy of each unit leader.

Sixth, climate is a feeling that appears within the group, among members of the organization when interacting with each other, even with consumers from outside groups. The result shows that there is still a different feeling among the work units, both the existing work unit and the new one which is formed due to policy changes at the leader/minister level. The members of the existing work unit feel that they are not fully capable of applying information technology; new units, transferred from other ministries, feel more optimal in handling information

technology, more discipline and open minded. There is also a new work unit that has the same feeling as the existing work unit. They feel that they are not technology savvy enough. The ministry then creates a mechanism- a system that allows integration and mixed interactions among members.

Seventh, embedded skills are special competencies held by members of the organization, bound in their lives without having to be written. The result shows that the work units with certain characteristics have different competencies and different integration output. If the unit containing personnel and communication elements, they are more easily diffuse. However, the technical unit still requires time when they have blend with others. This means that the special competencies of members of the organization are very diverse such as according to job-based functions IT competence, communication, budget, law, staffing, managerial and others.

Eighth, the habit of thinking is a cognitive framework in the form of perception, thinking, language with group members, including new members. The results show that the employee's cognitive framework is the result of a combination of several cognitive frameworks of different institutions and blended into a cognitive framework of government institutions at the ministry level.

Generally, employees of the former institutions have been working there for a long time and are over 50 years old now, over 25 years of service. They work with employees who are currently on duty at a ministry agency with 10 years of service. Generally, the existing and new employees blend in while still having prevailing perceptions and rituals such as the value of *tepo seliro*, *ewuh pakewuh*, polite, respecting superiors, and even the cognitive framework of “A was brought in by B” which then puts new people to work in the office because of the leader’s “special disposition”.

Ninth, shared meanings are a minimal understanding made by group members as they interact with each other. The results show that the minimal understanding begins with the enactment of the application of values, laboratory innovation and competition to encourage employees to be more innovative in technology. This is also to support the establishment of a work unit that composes the national e-government and becomes the initiator for the innovation. Therefore, the process of blending employees starts from the recruitment process of human resources, merging three work units into one, each of which has their own background culture and understanding. Hence, there is the increase of competence through the implementation of training, arrangement of mutation, rotation, recruitment, open auction (bidding) for the

highest leaders and follow the assessment process for employees.

Tenth, root metaphors or integrating symbols are grouping which involves their own characteristics, in which they are appreciated. The result shows that the internal nature of the coordination meeting, there are big events such as forums and meetings. The group communicates through media, the most common one is via letters. The informal media is by meeting, face to face chatting, coordination between units, meeting forums which are usually done between leaders and members.

Eleventh, formal rituals and warnings are the ways how groups celebrate organizational activities that reflect important values among members. The result shows that the internal ritual activities in the form of ceremonies, religion study programs for female members on Fridays, and dinner at birthday parties done by individuals. Ceremonies in commemorating certain days and the boss gives speeches and appreciation to the best employees following the regulations proposed by the Minister to the President. In addition, technical guidance is provided to increase the capacity of new and existing employees in certain areas of work. There is also the 17th of August independence ceremony followed by the competitions. Having received the letter from

the Cabinet Secretary to the Ministry, the leaders usually issue regulations that require the staff members to attend the ceremony of the great ceremony.

Based on the organizational culture patterns written by Edgar H Schein, the organizational culture which has been formed in government institutions did not happen yesterday instead it is an output of the cultural process of repeating and it has taken taken for a long time, undergoing various structural changes, presidential nomenclature and policies, bringing government institutions into their own uniqueness. On the other hand, the transfer of new employees from other ministries/departments in the last 10 years (2007-2017) can give a different color compared to the old culture.

The following research team identifies organizational culture terminology that have been collected during the interview process, namely: a cultural mix among the work units of the new order era, reform order and work units from other ministries. The next mapping; the characteristics of the employees in the first group are generally slow in giving response, are from older generation, are specialists in their job, are not technology savvy. The next one is the characteristics of the second group employees; they are generally technology savvy, are fast moving, get high

remuneration (with different performance allowance from the existing employees). The third employees' characteristics are; they generally comprise of new people (under 10 years of service), more technology savvy, second / new generation, quick response, get their leader position from recruitment system by open bidding / open recruitment / auction system.

Furthermore, top leader characteristics from political parties are professional and they use outsourced teams from professionals for acceleration and faster performance achievement, although it does not change their large culture and is short-term.

Next, there is the "Change Management" program, followed by selected employee representatives. There are also artifacts in the form of laws, internal regulations, uniforms and employee habits. There are new activities that lead to cultural change namely the activities of Innovation Competition, Agent of Change, Bureaucratic Reform, Proactive Values and Integrity Zone. Moreover, there is a term commonly used among employees in the form of acronyms ro-way, ro-can, sat-ker and others.

While employee communication media to create organizational culture in the institution takes the form of routine meetings (weekly, monthly, termly, national coordination meeting 1x per year,

coordination meeting), big day commemoration ceremony, Indonesia Independence Ceremony, informal meetings and outbound employees to out of town.

When analyzed in the context of organizational culture, governmental organizations have a peculiarity. Unlike non-governmental organizations, there are procedures and governance that form a pattern of communication. Communication patterns are translated in the communication medium used, the contents of the message that appear, so it goes repeatedly, which eventually form a pattern. Including the commonly used communication media, the behaviors that become the routine of employees in conducting communication activities in the organization and other aspects of the habit.

Employees in government institutions at the ministry level consist of individuals with diverse socio-cultural backgrounds and diverse ideas since the establishment of government institutions is relatively new. Therefore, the filling of its human resources is supported from pre-existing units and sections. The employees have unique habits- different from each other in dealing with the development of the organization.

According to the research team, it is a natural thing when a government

institution that used to be a large department has different main duties and functions; including changes in communication patterns, communication culture developed among personnel, interaction and interpersonal relationships, among human resources inside it.

These conditions have an impact on the pattern of communication when employees perform routine duties throughout the directorate of the ministry. In addition, the culture they build will also be different, thus contributing in the distribution of their daily communication messages.

The research team also assessed that being an institution whose existence is highlighted as a manager of public information; the government agency needs a conducive environment and organizational culture, so that the process of running the information can take place properly. It takes the role and position of personnel who can massively mobilize communication patterns between individuals, to form an organizational culture relevant to the needs of organizations stakeholders today.

In addition, for government organizations in Indonesia, organizational culture that is built cannot be separated from the influence of political culture, democratization, and the government system that is primordial. It cannot be separated also with the constellation of political parties in power. It is widely known that the old order,

the new order, the reformation order, each of which has contributed in accordance with its era either from the side of infrastructure or superstructure development such as the organizational culture of government institutions that are closely related to Javanese parental culture or patriarchal culture.

If organizational culture is built strategically then the need to have a strong culture, cited the concept of Deal and Kennedy, will be more likely and the organization's performance will be optimal. However, based on the results of the research, the mapping of organizational culture in Edgar H Schein's version does not put a hero element and heroic values. Unlike Edgar H Schein's, the concept of Deal and Kennedy explains that the concept of hero should appear in the culture of the organization. Hero is the ability of an individual who can manage the value of the organization to be more advanced and developed. From the interviews, there are figures whom employees idolize and become Heroes for them. Some of whom are direct superior, former minister at the new order, and minister of reform era.

The relevance of the hero aspect to the value of leadership is also reviewed by Jerome Want and its applications in government institutions are the same as well because the element of leadership is very significant to form the organizational culture

of government institutions. As the result of the research, the leader of the institution, in this case the minister, has performed the communication agenda, the renewal process, built the participation, established the trust of employees and external stakeholders and set up accountability. This can be seen from the activities and agendas that have been set and applied by the government institution.

Furthermore, according to the research team, organizational culture is also inseparable from the culture of communication. Culture in communicating is shaped by the behavior of each member of the organization, which will become a cultural group and support the formation of a new sub-culture that consists of groups of individuals. They come together intentionally for a specific purpose, that is the goal of the organization.

It has become a communication habit of members/personnels of government institutions as it is routinely performed, repeated and becomes a common pattern of communication. It includes the creation of organizational culture which has been launched, "Let Serve PROACTIVELY".

Government institutions become ministries that are required to manage public information disclosure as done by other public institutions. The process of communication among individuals and the management of their

organizational culture is also considered unique. On the one hand, it causes the emergence of new regulations and creates new structures with a blend of organization members coming from various units.

Conclusions and Recommendations

The conclusion drawn up at the end of this study is that the mapping of organizational culture according to the concept of Edgar H Schein produces several aspects i.e. government institutions have a system that becomes a routine ritual, either in terms of information technology applications or in the pattern of daily communication. There exists performance allowance that supports employees' performance to work more disciplined, organized and performance-oriented. Employees, officials and leaders in government agencies have jargons and they have disseminated them across all organizational elements. The shift in service paradigm and organizational management change is set by the leaders of government agencies to support the central government agenda of Bureaucratic Reform and make the Integrity Zone area to be a pilot corruption-free area. Employees and leaders have a rule of the game and build an organizational climate together. However, on the other hand there are still gaps and differences in personal competence and employee perceptions of organizational values and achievements.

Thus, based on the description, it can be

identified that there is a pattern of organizational culture formulated in a government ministry level institution which includes, first, the pattern of organizational culture based on regulation. Second, the pattern of organizational culture based on the mixing of values and rituals of several units of work. Third, the pattern of organizational culture based on the direction of the highest leader (Minister).

Suggestions that can be proposed post-research is to follow up with a more comprehensive research process both from the deepening of organizational culture and organizational communication climate. Furthermore, suggestions for government agencies are the optimization of internal communication and the improvement of employee communication competenceso that the organizational culture of government institutions is more optimal to support the achievement of organizational performance.

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