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## **PREFACE**

Praise being said to Allah Almighty God for all the grace and guidance that has been given to us all, so the Proceedings of the 8<sup>th</sup> ADRI 2017 International Conference and Call for Papers Surabaya, February 15-16, 2017 can be realized. Proceedings contains a number of articles and research papers from lecturers, teachers, students, researchers and / or observer of the development of science and technology.

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Hopefully, these proceedings may give benefit to us all, for the development of science, technology, arts, culture, and sports. In addition, is also expected to be a reference for the nation and state-building efforts so that science and technology become a strong pillar in the face of the ASEAN Economic Community.

Lastly, there is no ivory that is not cracked. We are sorry if there are things that are less pleasing.

Thanks you very much.

Surabaya, February 15, 2017.

Publisher Manager of Perkumpulan Ahli & Dosen Republik Indonesia (ADRI),

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# **SUB DISTRICT HEAD EFFORTS IN IMPROVING CIVIL SERVANTS DISCIPLINE (A STUDY AT TANJUNGANOM SUB DISTRICT OFFICE, NGANJUK)**

**YENIK PUJOWATI, S.AP., M.AP**

*Wijaya Kusuma University Surabaya  
Faculty Of Social & Political Science  
yeniworo@gmail.com*

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**Abstrac.** The implementation of governance and local community development requires support of qualified dedicated and disciplined officers (civil servants) in order to achieve good results in accordance with its intended purpose. However, low level of discipline and quality of human (civil servants) result in low performance and thus low achievement. This also happened in Tanjunganom sub district, Nganjuk owned by the poor quality resulting in the lack of performance they produce. The study aims to assess and describe effort taken by the head of Tanjunganom sub district in improving civil servants discipline and the constraints faced in achieving it. The steps taken by the sub district head is good, indicated by the adequate mental development, guidance through education, training and welfare. The obstacles faced included motivation at work, education level which is many of the officers did not have university degree, and facilities work in the form of tables, chairs and typewriters, official vehicles and shortage of computer.

Keywords: Discipline, Officer Performance, sub district office office.

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## 1.1. INTRODUCTION

Indonesia is a unitary state which applies regional autonomy or decentralization which is slightly similar to union/ federal state. However, there are some differences between regional autonomy and union/federal state. Regional autonomy is interpreted as an obligation authorized to autonomous regions to organize and manage their own affairs and interests of local communities according to the aspirations of the community. This study aims to improve the usability and effectiveness of governance in the context of public servant and implementation of development in accordance with the legislation.

Government Regulation N0. 53 of 2010 on civil servants Disciplinary Code Chapter I Article I states that Civil Servant Discipline is

the ability Civil Servants to obey the obligations and avoid prohibitions stipulated in the legislation or official regulations which, if not complied with or violated, disciplinary punishment will be given. Running a government system by relying on civil servants is related to Good Governance concept in organizing the coaching of employees, particularly for civil servants. Civil servants development is an effort made by government agency to all employees, both in structural or functional positions, to make them able to perform their duties in accordance with the expectations of the respected agency. Civil servant development is implemented fully, applies to all Civil Servants in central and regional governments, so as to ensure

compatibility of development to increase the utilization and effectiveness.

Regarding to employee discipline, indiscipline condition of civil servants across Indonesia are quite similar and is a problem that cannot simply be solved. There is an idea among civil servants that "salary will be given whether or not I go to work." This makes civil servants behave unprofessional particularly related to attendance.

As a civil servant in Tanjunganom sub district, the researcher, through observations sees low self-indiscipline among employees. They usually come late for work and leave work earlier than the time determined without clear reason. Work completion is also frequently longer than the predetermined time.

Given the problem, the researcher is interested in doing research on the consideration that the civil servants self-discipline working at the Tanjunganom sub district office was low due to low punctuality and a thought that they still receive salary despite their attendance or low quality of work, assuming that there was only few things to do at the office and hence they prefer to do their work at home. 'Sub district Head Efforts in Improving Civil Servants Discipline (studies in sub-district office Tanjunganom Nganjuk district) is chosen as the research title.

#### 1.2. Problem Formulation.

Problems in this study are drawn from the view that sub district head plays a big role in improving its subordinates to achieve the sub district's goals. Therefore, the formulation of the problem is "How is the employee development performed by the sub district head in improving civil servants discipline?"

#### 1.3. Research Purposes.

Given the problem formulation, this research aims to:

1. Identify and describe the efforts performed by Tanjunganom sub district Head, Nganjuk in improving civil servant discipline.
2. Identify, describe and analyze the constraints faced in improving civil servant discipline and how to overcome them.

#### 1.4. Researchers benefits.

The results of this research can provide benefits as follow:

1. Practically it serves as a conceptual contribution or input for Tanjunganom sub district head in improving civil servant discipline.
2. Theoretically it serves as a reference for researchers interested in the same field.

#### 2.1. Theoretical Basis.

##### A. Civil Servants.

The Liang Gie (1982: 57) defined civil servant as servants employed in positions with civil duty or not military.

According to Law No. 43 of 1999 on the amendments to Law No. 8 1974 on the ordinance of the *civil servant* in article 1, paragraph 10 states that civil servant is every citizen of the Republic of Indonesia country that has met specified condition, appointed by the acting authorities and assigned tasks in a state office, or entrusted with the task of other countries, and is paid based on the legislation in force.

##### B. Education on Training for Civil Servants.

The legal basis for education on training civil servant is article 12 paragraphs (2) of Law Number 43 Year 1999 on education on training Civil Servant: "That education on

training is implemented based on career and performance systems. To realize the implementation of governance and development tasks as referred to in paragraph (1) requires professional, responsible, honest, and fair civil servants through education on training conducted based on performance and career systems with emphasis on performance system.

Further explanation is provided in point 12 (2) of Law No. 34 of 1999: In order to improve the effectiveness and efficiency, career development system to be performed is closed career development system within state meaning. Closed career system in the sense of state enables transfer of civil servants from the departments/agencies/provinces/districts/cities to other department/institute/provinces/district/city or vice versa, especially to occupy managerial positions.

According to Sjarif (1983: 39), there are some important factors in fostering the formation of disciplines, this includes:

1. Mental Development
  2. Education and training development
  3. Welfare development
  4. Enforcement of discipline through punishment.
- C. Work Discipline of Civil Servants (PNS).

In the Government Regulation No. 53 of 2010 on Civil Servant Discipline, civil servants discipline is: "The ability of civil servants to comply with obligations and avoid prohibitions specified in legislation or regulations with any disobedience or violation will be sentenced to discipline."

According to IS Levine, discipline employee is employee who comes regularly and

on time, dressed well and appropriate, use materials and equipment carefully, generate number and way of working determined by the agency or company and complete it on time.

Based on the above understanding, the benchmark definition of employee discipline is as follows:

1. Compliance with working hours.
2. Compliance with instructions from superiors, as well as the rules and regulations that apply.
3. Dress well at workplace and use agency identification.
4. Use and maintain materials and tools of office supplies carefully.
5. Following ways of working as determined.

According to Hasibuan (2008: 194) here are 7 (seven) indicators that affect the level of employee discipline, they are:

1. Goals and ability  
Employees' goals and ability influence the level of employee discipline. Goals to be achieved must be clearly and ideally defined and challenging for an employee's ability to work. In other words, the purpose of the work assigned to an employee must be commensurate or according to the ability of the respected employees, that he/she performs the duty assigned seriously and with discipline.
2. Leader exemplary  
Leader exemplary is essential to establish employee discipline. With a good example of leader, employees discipline will carry over well. Poor leader exemplary (such as lack of discipline) leads to poor subordinates discipline.
3. Remuneration  
Remuneration influences employee discipline for it provides employee satisfaction and devotion to his work. Higher employee devotion means higher discipline.
4. Justice  
Justice encourages the establishment of employee discipline because human ego and nature is self-important and demand same treatment as others. Justice as the basis of



the remuneration policy (recognition) or punishment will stimulate good employee discipline.

5. Attached Supervisor

Attached Supervisor is real and most effective action in realizing employee discipline. This means that employers must actively and directly supervise the conduct, morals, attitudes, morale and job performance of his subordinates. It effectively stimulates the discipline and morale of employees. Employees can feel attention, guidance, instructions, and supervision of the employer.

6. Legal sanctions

Legal sanction strategically plays role in maintaining employee discipline. Under commensurate penalty, employees will reconsider of breaking the rules, hence lower indiscipline. The level of the sanction influence the employee discipline.

7. Human relations.

Leaders should strive to create harmonious atmosphere of human relations as well as binding on all employees. This will create comfortable working atmosphere and environment and consequently motivate good discipline in an institution.

2.2.Sub District Head Efforts in Improving Civil Servant Work Discipline.

According to Law No. 23 Year 2014 on Regional Government, Article 209 explains that the Sub district is part of regency/city, as described in paragraph (2) letter f as follows: (2) regency/city consist of: a. regional secretariat, b. Parliament secretariat, c. inspectorate, d. servants, e. body, and f. Districts.

The positions of sub district outlined in article 221 of Law No. 23 Th.2014 are as follows:

- (1).Sub regencies/cities form sub district in order to improve the coordination of governance, public servants, and the empowerment of village communities.
- (2).Sub district as referred to in paragraph (1) is formed with Regency/City Regulationis based on government regulations.
- (3).The draft of Regency / City Regulation on the establishment of the sub district has been approved along with the regent / mayor and regency / city, before being

passed by the regent / mayor presented to the Minister by the Governor as representative of the Central Government for approval.

The Sub district is formed to improve the coordination of the implementation of government. Sub district head as the highest leadership in sub district should be able coordinate all administrative matters in sub-district and provides public service and empower village community.

3.1.Research Method

Form of the research,The method used in this research is descriptive qualitative research method.

3.2.Research Location.

To obtain the data in this study, the authors conducted data collection directly at the Head Office of Tanjunganom Sub district, Nganjukregency.

3.3.Research Informants.

The type of data used in the study areas follows:

1. Primary data is data obtained directly from the source. In this study, the data obtained is related to the research focus:
  - a. HeadSub district head and his secretary at Tanjunganom sub district head office.
  - b. Some civil servants at Tanjunganom sub district head office
  - c. Some employees at Tanjunganom sub district head office
2. Secondary data is data obtained from documents or records related to the research problem.

3.4.Data collection technique.

Observation, qualitative interviews and qualitative documents were used.

3.5.Data analysis techniques.

The technique used is qualitative analysis with Interactive Model Of Analysis developed by Miles and Huberman (1992), which consists of three components: data reduction, data presentation, conclusions/verification. Data validity technique was used to examine the degree of confidence or validity of the result. Moleong (2000) established data validity by using four techniques of inspection including credibility, transferability, dependability and conformability.

#### 4.1.DISCUSSION.

##### 1. HeadofTanjunganomSub District Efforts in Improving Work Discipline of Civil Servants.

Civil servants discipline education on training is are basically intended to make the trained servants efficiently and effectively carrying out the tasks of governance, development and the society. Through discipline education on training, the head of sub districts should to improve the quality of employees to have better attitudes and behaviors to form of responsibility, discipline, and performance. In return, this will result in better public service in accordance with its function as state apparatus.

##### a.Mental Development

Mental development for civil servants in this areas intended to influence employee attitudes to behave in a positive, disciplined, loyal, efficient, effective and excel in government servants and community development.

Mental Development of Civil Servants aims to:

1. Develop the character; maintain a sense of unity and oneness amicably to embody the

spirit of cooperation and dedication to the community and to improve the ability and exemplary of Civil Servants.

2. Promote work ethic to produce civil servants with high quality and are aware of their own responsibilities as an element of the state apparatus and public servant.
3. Grow and enhance the spirit, consciousness, and insight in the nation of Civil Servants so as to maintain the unity of the nation within the Unitary State of the Republic of Indonesia.

The implementation of civil servant mental development at Tanjunganom area head office performed in the form of a religious lecture at the office or office pavilion is an activity which in nature does not require the employees leave the obligation to serve public needs with respect to governance. Therefore, the schedule in the form of lectures should be adjusted with working hour and activities. To assure that public service undisturbed, the sub district head implements in turns picket beyond office hours. Not all employees are obliged to participate staff meetings and lectures in anticipation of delivering public servants. Therefore, its implementation schedule needs to be adjusted to the time available to run routine and regular lectures. Such way of education for the civil servants, if performed continuously, will achieve the goals of the development effectively and efficiently.

##### b.Providing Opportunities to follow Education and Training.

Civil servants training, through the provision of opportunities for education and training with reference to the existing staffing legislation and career patterns for Civil Servants

can be explained in the Stabilization System for Education and Training. This includes:

1. Development of standards of education and training in accordance with position requirements Tiered Management Training especially for structural positions and Technical and Functional Training for Functional position.
2. Development of Identification Systems on the Needs of education and training (IKAD) related to the fulfillment of the Position requirements / or coaching career.
3. Development of Post Training Evaluation System (EPAD) related to the evaluation: Training compliance with placements; the suitability of the curriculum to the needs of the work; The ability of employees to absorb training material related to implementation of tasks.
4. Development of Integrated Training Management System.

Below is the list of training followed by civil servants in Tanjunganom sub district office.

Table 1  
Number of civil servant in sub district office Based on Structural And Functional Training Followed.

No.	Training	Number of people
1	Pre-positined (PRAJABATAN)	16
2		5
3	ADUMLA	2
4	SPAMA	3
5	Public Service Training	2
Total		28

Source: Tanjunganom sub district office.

The formal education possessed by civil servants in Tanjunganom Head Office is provided in the following table.

Table 2  
Number of Civil Servants in Tanjunganom Head Office According to Education.

No.	Level of education	amount
1	Junior / D3	1
2	SLTA	2
3	Academy	4
4	Bachelor	18
5	Magister	3
Total		28

Source: Tanjunganom sub district office

The table shows that of the 28 employees, three employees hold master degree, 18 employees are undergraduate, two employees are high school graduates, while one employee holds D3 degree. From the level of education is high with proportional number of employees with undergraduate and post graduate degree.

#### c. Welfare Development

Welfare development of civil servants in Tanjunganom Head office, Nganjuk has run well. There are some forms of welfare development given to the civil servants including Religious Holiday Allowance (THR), civil servants uniform and operational cost for field work and recommendations for utilizing existing facilities in employees cooperatives to meet their needs and hold spontaneous fundraising to help the sub-district office employees who get disaster. This effort is seen by informants as satisfying.

In this case the Head of Tanjunganom sub district has implemented the provisions of Law 43 of 1999 on ordinance of civil servants and in accordance with hierarchy needs theories by Maslow and from Aldefer ERG theory, stating that every human being has hierarchical needs, with its fulfillment different from each other.

#### d. Disciplinary Enforcement.

Discipline enforcement through punishment is a form of training civil servants that can be achieved in various ways, one of which is to impose disciplinary penalties.

Discipline development in Tanjunganom sub district head from operational definition is a research element that tells how to measure variables, in other words, the operational definition is kind of clue how to measure a variable, according Singarimbun (1987: 46). The indicators in this study are: Development with the following indicators:

### 1. Development of discipline.

Efforts in improving employee discipline.

- Counseling, the leader identifies behavioral disorders and employees performance to find solutions to overcome them.
- Written documentation, employees and leader creates a written document to prevent further problems.
- Last warning, providing one last opportunity to the employee to correct the behavior and attitude.
- Dismissal, dismissing employees from his job due to intolerable violation.
- Following afternoon and morning assembly.
- Spiritual guidance.
- Sanctions to indiscipline employees.

### 2. Career Coaching.

- Consulting Employee performance.
- Foster employee career and education on training.
- Promotion which gives an opportunity to the employee to a better job.
- Mutations, changes in positions horizontally, an employee is transferred to the same level of positions.
- Demotion, demotion to a lower level, and reduction in salary.

### 3. Development of professional ethics.

Efforts to create the employee code of conduct.

- Socialization of employee code of conduct.
- Understanding responsibilities for civil servants
- Strengthening supervision of employees.
- Motivating employees.
- Sanctions for violation of code of conduct

Based on Government Regulation No. 53 of 2010 on civil servant discipline, sanctions or

penalties to employees is handed to the of the institution. Therefore, for sub district head, apart as a leader who can guide staff, should also oversee the activities of his subordinates.

The sanction give on violate the discipline is positive or in the form of action correction and negative form by giving warning orally to employees. This is categorized as a disciplinary punishment related with government Regulation No. 53 Year 2010 on Civil Servants Disciplinary Regulations.

### 2. Obstacles Faced in Improving Work Discipline of Civil Servants.

In fostering discipline, some obstacles such as low employee motivation, and limitations of working facilities are found and further discussed in the following analysis.

#### A. Employee Work Motivation.

The research finding indicates that motivation of employees working Tanjunganom head Office needs to be improved. Another problem is patrimonial environment.

Theory of motivation (Manullang, 2002) states that motivation is a drive that delivers stimulation for employee to work with all the resources and efforts. Motivation according to (Martoyo, Susilo, 2000) is a mental state that encourages the action and provides power that leads towards meeting the need, satisfaction or reduce imbalances. Hence, employees at Tanjunganom Head office will need achievement. Despite the appropriate fulfillment of physical needs, problems to conduct discipline development of the civil servant effectively are still faced by the sub district head. Thus fostering employee discipline

can actually be carried out by increasing employee welfare.

Patrimonial working environment affects the decline of the creativity of employees; Dependency on superiors is an obedience and respect to his superiors. Yet such attitudes restrict the employees from self-actualizing needed for better work discipline.

#### B. Formal Education.

Employee discipline is also influenced by skills and abilities relatively gained through education. Formal education is associated with level of education of civil servants in the head office, some of whom are senior high school graduates.

There are several definitions of education presented by Andrew E. Sikula in Mangkunagara (2003: 50), "Education level is a long-term process that uses systematic and organized procedure, in which workers learn managerial conceptual and theoretical knowledge for general purposes." It is also in accordance with Hariandja (2002: 169) opinion that education level of an employee can enhance competitiveness and improve the performance of institutions. Irianto (2001: 75) states that education level is formal education attained by employee. He also stated that education has a function as a driver for potential human resource capabilities in improving his performance.

According to the Law on the National Education System No 20 of 2003, education level indicators consist of education qualification and suitability majors. Qualification is a stage of education determined by the level of development of learners and the objectives to be achieved and

capacities developed. In facing the subordinate's low level of education, the head of sub district office must describe carefully and in detail each task and the work to be provided that employees can understand very well because it is very difficult for them in elaborating a program of activities. By true understanding of a job, it is certainly easier for employees for executing the work and at the same time support the work discipline and work performance.

#### C. Work Facilities.

Work facilities are very determining in increasing discipline in the work. Adequate facilities and good condition will greatly facilitate employee task and discipline. The study also demonstrated that work facilities at sub district office are fairly available despite some limitations.

An interviews with Tanjunganom sub district related to employee discipline revealed that: "besides motivation to work in, discipline development is also faced with limited office facilities, the employees often complete the work not maximally with the existing facilities and sometimes there is late in submitting reports, particularly for incidental activities".

The limitations includes lack of computer that can hamper employee creativity and disturb the work among divisions work as they must use the computer in turn. Race in using the computers frequently happened. This, of course, becomes obstacle in creating employee discipline in Tanjunganom sub district head office.

The reality shows that the functioning of all the limited facilities in Tanjunganom sub district maximally by the officers has resulted in

discipline in their work despite the fact that currently the facilities do not maximally support the service given to the society. Therefore, the officers should immediately send proposal to Nganjuk regent's office to add some facilities to support the work.

#### 5.1.CONCLUSION

Mental Development for sub district civil servants conducted by the head of sub district has run well through dialogue and staff meetings held once every month or twice a month at the district office.

1. Development through education and training undertaken by Tanjunganomhead office is conducted by using practical methods (on the job) and technical methods (off-the-job training). A technical method is performed by easing permits for those who have passed the level of district to attend the training program, either structural, functional and learning task.
2. Development of welfare is conducted reasonably and adequately through recommendation to use the facilities of employees cooperative, holiday allowances, uniform and operational cost for the employee working outside the office and fundraising for the employee affected by disaster.
3. Discipline enforcement through punishment committed by Tanjunganomhead office is still low. This is proven by the number of indiscipline employees and tolerated by the head office.
4. Other obstacles faced are formal education levels. Some employees are high school education graduates who consume more considerable time in coaching employee

discipline. Some facilities also need improvement like meetings tables and chairs, official vehicles, computer, desk and chair for guest. If not anticipated, this will affect the effectiveness of the district office.

#### 6.1.SUGGESTION

- 1.Mental development through education and training conducted at the office of district head Tanjunganom need to be maintained and enhanced in intensity and within the atmosphere of informal dialogue, training, staff meetings and that employees can follow it with full awareness.
2. Enforcement of discipline through punishment (at least verbal warning) must be made by the head of Tanjunganom especially with respect to the participation of employees in morning assemblies. Absence to participate in morning assembly can create jealousy of employee that causes them do the same thing because sub district head does not pay attention on it.
- 3.Five days of working policy implemented in Nganjuk regency should be used as a good example that employees actively come to the office as such a policy has been implemented by the government.

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