

# CHAPTER I

## INTRODUCTION

### 1.1 Background

During Joko Widodo's administration, bureaucratic reform became a priority to enhance the quality of public services and government efficiency (CSIS, 2019). President Jokowi observed that Indonesian bureaucracy was still mired in a feudal legacy and comfort zones that hindered productivity and innovation. Consequently, Jokowi pushed for fundamental changes in the system and governance by emphasizing digitalization, procedural simplification, and capacity building for civil servants through quality education and training.

These reforms aimed to create a more modern, transparent, and accountable work environment. By leveraging information technology, the government sought to expedite licensing processes, increase information transparency, and reduce corruption. Jokowi emphasized the importance of having civil servants with integrity, professionalism, and innovation to support tangible bureaucratic transformation that benefits the public. However, the main challenge faced was that their work culture is still influenced by entrenched comfort zones and a legacy of feudal bureaucracy, which results in a lack of productivity and innovation among civil servants. Jokowi highlighted the need for a total shift in work ethos and governance to overcome these obstacles.

As public servants, the position of civil servants as bureaucratic machines is required to work effectively and efficiently in order to maximize the function of government

organizations. Apart from the demands above, another responsibility is to carry out all the programs planned to achieve the goals of bureaucratic reform in the Joko Widodo era. As a government that serves the community, various institutions continue to develop in this era of bureaucratic reform, one of which is the Ministry of Transportation. The Ministry of Transportation is an integral part of national infrastructure and connectivity which is vital for Indonesia's economic growth. As a regulator and implementer of transportation policies, this Ministry has a strategic role in managing the air, sea and land transportation sectors which support the flow of goods and population mobility.

The Ministry of Transportation as a government institution that implements good governance continues to make efforts to improve and perfect the programs that have been created previously. However, as time goes by, the Ministry of Transportation's programs often receive input from the public regarding the satisfaction of public transportation users who complain about service quality, delays and condition of facilities. The Ministry of Transportation must continually address complaints and improve service standards, which can be a more significant challenge than other ministries that do not directly interact with the public on a large scale. Additionally, in my observations of the Ministry of Transportation environment, strong patron-client relationships can hinder effective and open communication. Employees may feel the need to always please their boss or leader, even if that means hiding problems or shortcomings. This triggers the emergence of a culture of *ewuh pakewuh* which can result in the bureaucratic reforms that have been ordered to them not being carried out.

Bureaucratic reform within the Ministry of Transportation plays a crucial role in enhancing the efficiency and effectiveness of human resource management in the transportation sector. By streamlining processes and cutting through unnecessary red tape, the ministry can manage its workforce more efficiently, ensuring that employees are better utilized and more productive. Simplifying licensing and regulatory procedures also helps to eliminate delays and speed up decision-making, allowing the ministry to respond more quickly to the needs of the public and industry. These improvements not only boost the overall performance of the ministry but also contribute to more responsible and sustainable management of natural resources, reflecting a broader commitment to better governance and public service. With a more transparent and accountable system, the risk of corruption and abuse of authority can be minimized, ensuring that every action and policy taken is truly in the interests of society and the environment. Ultimately, bureaucratic reform in the Ministry of Transportation will have a positive impact on improving public services and making a more significant contribution to national development. However, in reality, bureaucratic reform under Jokowi's administration still faced significant challenges related to work culture.

Under Joko Widodo's administration, the Ministry of Transportation became one of the ministries which focus on bureaucratic reform to improve the effectiveness and quality of public services. The Ministry of Transportation has implemented various programs to improve transportation services across the country, such as:

1. Hajj Transportation Preparation: Ministry of Transportation has ensured the readiness of Juanda Airport in Surabaya for the 2024 Hajj pilgrimage,

emphasizing the importance of seamless infrastructure to support this significant event.

2. Maritime and Logistics Collaboration: The ministry is enhancing the collaboration between regulators and operators in the maritime and logistics sectors to improve service delivery to the public. This initiative aims to foster a more integrated and efficient logistics network across the nation.
3. Quality Improvement of International Airports: This program includes improving facilities at international airports throughout Indonesia, including the construction of new terminals, expanding runways, improving security and immigration inspection facilities, as well as improving passenger services.

Massive infrastructure development in the transportation sector was also prioritized to support national connectivity and economic growth. The Ministry of Transportation of the Republic of Indonesia plays a crucial role in managing and regulating the transportation sector in Indonesia. Established on August 19, 1945, the ministry's primary responsibility is to oversee government affairs in transportation to support the President in administering the state government.

Apart from that, reforms at the Ministry of Transportation also aim to increase the efficiency and effectiveness of public services in the transportation sector. This includes efforts to reduce excessive bureaucracy and speed up the completion of previously hampered national strategic projects. The implementation of bureaucratic reform at the Ministry of Transportation includes various programs and initiatives to improve efficiency, transparency and public services. However, work culture often

encounters various challenges and issues, namely *ewuh pakewuh*. The *ewuh pakewuh* culture, which frequently obstructs effective decision-making, remains a challenge. (Soeharjono, 2011). Efforts to change the civil servants work culture continue through campaigns and training that encourage openness and accountability.

The problem that the author found in this research was in the HR and Organization Bureau, for example regarding human resources personnel, namely the *ewuh pakewuh* culture that the author observed within the Ministry of Transportation. The *ewuh pakewuh* habits, or excessive reluctance towards superiors, often hampered innovation and productivity. According to Tobing (2010), *ewuh pakewuh* or deference is a manifestation of the basic norms of Javanese society. It resembles a feeling of discomfort or shyness, wherein an individual worries that their behavior or words might offend or upset someone. *Ewuh pakewuh* may arise because an individual has received kindness from others, making it difficult for them to refuse or ignore requests from those individuals, even regarding their opinions. Additionally, the feeling of *ewuh pakewuh* can stem from age differences. Soeharjono (2011) defines *ewuh pakewuh* as a sense of deference or high regard for superiors or seniors. It's typically encountered from younger individuals towards older ones or those holding positions or influence within an organization and society. The effects of *ewuh pakewuh* also impact how superiors assess subordinates or how subordinates assess superiors (Bestari, 2010). These effects align with the complex bureaucratic conditions in Indonesia. ASN during Jokowi's bureaucratic reform era tended to be hesitant in taking initiatives or providing critical input, potentially slowing down decision-making and policy implementation.

This indicates the need for a more open and professional work culture (Lukito, S., & Santoso, S. 2017).

The ministry of transportation is one of the institutions in Indonesia that holds important role for the country infrastructure, especially in transportation. The work culture and civil servant professionalism is important to be studied because it holds the performance of the staff, therefore the effectiveness of the performance is crucial for the institutions. Based on the problem above, the writer is interested in writing research about Ministry of Transportation's Organizational Culture with the title "The Culture of *Ewuh Pakewuh* and The Professionalism of Civil Servants During Bureaucratic Reforms in Joko Widodo's Era: A Case Study on the Ministry of Transportation's Organizational Culture"

## **1.2 Problem Formulation**

Based on the background as mentioned earlier, the research can formulate the following problems:

1. How does *ewuh pakewuh* culture manifest within the bureaucracy of the Ministry of Transportation?
2. How does the bureaucratic reform policy in the Jokowi administration era affect the professionalism of Civil Servants (ASN), specifically regarding the *Ewuh Pakewuh* culture within the Ministry of Transportation?

## **1.3 Research Objectives**

Based on problem formulation, the research can articulate the following issues:

1. To analyze the manifestations of the *Ewuh Pakewuh* culture within the bureaucracy of the Ministry of Transportation, including its origins, prevalent practices, and impacts on organizational performance and integrity.
2. To analyze the bureaucratic reform policies implemented during the Jokowi administration era and analyze their specific effects on the professionalism of Civil Servants (ASN) within the Ministry of Transportation

#### **1.4 Research Benefits**

Based on research objectives, the research benefits can be formulated as follows:

1. **Enhanced Understanding:** The research will provide insights into the manifestations and underlying factors of the *Ewuh Pakewuh* culture within the Ministry of Transportation, contributing to a better understanding of organizational dynamics and challenges within the bureaucracy.
2. **Policy Recommendations:** Findings from the research can inform policymakers and stakeholders about the effectiveness of bureaucratic reform policies in addressing cultural issues like *Ewuh Pakewuh* within government agencies. This can lead to more targeted and evidence-based policy interventions.
3. **Improved Organizational Performance:** By identifying and addressing the *Ewuh Pakewuh* culture, the research outcomes can help improve the professionalism, efficiency, and integrity of Civil Servants (ASN) within the Ministry of Transportation, ultimately enhancing the overall performance of the organization.

## **1.5 Theoretical Study**

### **1.5.1 Previous Research**

First, Soeharjono (2011) conducted research that discussed the effect of bureaucratic culture “*ewuh pakewuh*” on the Effectiveness of Internal Control System. This study used explanatory research with mixed methods qualitative and quantitative that will explain how far the bureaucratic culture “*ewuh-pakewuh*” can affect the effectivity of internal control system. With the target population is staff of Ministry of Law and Human Rights, the result showed that the influence of the bureaucratic culture of “*ewuh-pakewuh*” makes the internal control system ineffective, although in certain situations it can give rise to an assertive attitude full of caution from subordinates towards superiors (conditional and situational). This is evident from the example that subordinates “wait for instructions from superiors” because they feel that superiors have more right to decide on a problem of uncertainty or ambiguity. In a pre-condition of subordinates “waiting for instructions from superiors”, superiors develop policies that encourage a frank attitude (speaking frankly) from their subordinates. The behavior of superiors who encourage a frank attitude from their subordinates reflects conducive leadership. On the contrary, the absence or weak control from subordinates or internal auditor results in the way the superiors or top management feel absolutely confident that their instructions should be complied whether it is going right or not, which refers to “the king can do no wrong”. In such situation, internal control system as a part of bureaucratic system to safeguard good governance within government institutions tends to be ineffective. In fact, internal control system could not prevent fraud being done by some bureaucrats which ultimately come to corruption crime.



Second, Rozai (2019) conducted research about the influence of independence, and local culture “*Ewuh Pakewuh*” toward the Performance of the regional Inspectorate APIP in Solo Raya. The research method that has been used is explanatory research with quantitative method (questionnaire). The findings in the research are that the local culture of ‘*ewuh-pakewuh*’ has a negative effect on the professionalism of internal supervisors of the Regional Inspectorate in Solo. The high culture of *ewuh-pakewuh* will cause the level of professionalism of internal supervisors of the regional inspectorate to be low. ‘*Ewuh-pakewuh*’ can cause a leader who tends to be awkward in accepting assessments from his subordinates and vice versa.

Third one, Frinaldi, Aldri et al conducted research discussing the influence of ethnic work culture *ewuh pakewuh* of civil servant working in the West Pasaman regency. This study used qualitative approach with informants are selected using purposive sampling of civil servants from Javanese ethnic group who work in West Pasaman administration. The results obtained indicate that the ethnic work culture *ewuh pakewuh* have positive and negative sides. The positive side shows high appreciation for higher authority, and an effort to respect and implement sincerely the policies made by the authority. However, the *ewuh pakewuh* ethnic work culture discourages the staff to give suggestions and opinions, causing uncritical work culture. The cultural aspect reflected in the Javanese ethnic work culture is a strong tendency to have a strong orientation towards superiors, excessive obedience to authority. This understanding of the patron-client and paternalist system in this society seems to be ingrained in the flesh, making it difficult to experience changes in these values. With a

system like this, decisions in every aspect taken by superiors are assumed to be based on wisdom, because the leader is considered a wise person and is highly respected.

Fourth one is Yusriadi conducted research about Indonesian Bureaucratic Reform discussing about the Opportunities and Obstacles. This study uses a qualitative method approach by showing the results that there are several opportunities and obstacles experienced by staff. For the opportunities and positive things obtained, there are updates to support bureaucratic reform by using Information technology. Information technology is considered effective in improving bureaucracy in Indonesia. Many public administration officials can use technology to convey various information about government to the public. With information technology, government work is considered to be more efficient. The public can also directly control the performance of public officials, this will certainly have a good influence on the bureaucracy in Indonesia. The form of the use of information technology is better known as electronic government (e-government). E-government is the use of information technology by government agencies such as Wide Area Networks (WAN) internet, mobile computing, which can be used to build relationships with the community, the business world and other government agencies. The development of e-government based on Presidential Instruction Number 3 of 2003 is an effort to develop electronic-based government administration in order to improve the quality of public services effectively and efficiently.

Different from the above literatures, this research focus on...

## **1.6 Theoretical Framework**

### **1.6.1 Patron Client Theory**

The patron-client relationship is an exchange relationship between two roles that can be seen as a specific case of a bond involving instrumental friendship, where an individual with higher socio-economic status (patron) uses influence and resources to provide protection and benefits to someone with a perceived lower status (client). In return, the client reciprocates by offering general support and assistance, including personal services, to their patron. As a dispersed exchange pattern, the services and goods exchanged between patron and client reflect emerging needs and resources possessed by each party (Scott, 1993). The patron-client relationship is also a reciprocal relationship between two individuals bound by specific (personal) ties, based on mutual benefit and exchange (dyadic and reciprocal in nature). This bond serves as one of the livelihood strategies applied through the utilization of social capital to sustain or improve living standards. Within this reciprocal relationship, it's reflected in their working relationship and the social interactions conducted beyond their work-related ties.

### **1.6.2 Ewuh Pakewuh**

*Ewuh Pakewuh* is one of the cultures deeply ingrained in Javanese society. According to Tobing, *ewuh pakewuh* or deference is a manifestation of the basic norms in Javanese society. It resembles a feeling of discomfort akin to shyness; individuals worry that their behavior or words might offend or upset someone. Soeharjono defines *ewuh pakewuh* as a sense of deference or shyness and high regard for superiors or seniors. It's not only limited to superiors or seniors; according to Tobing (2010), *ewuh pakewuh* can also arise because an individual has received kindness from others,

making it difficult for them to refuse or disregard requests or opinions from those individuals. This feeling can also stem from age differences, often observed when younger individuals defer to older ones.

Tobing suggests that *ewuh pakewuh*, a cultural value in Javanese society, consists of principles closely related to aspects within it, namely the principles of harmony and respect. In bureaucratic culture, *ewuh pakewuh* manifests as a pattern of courteous behavior among employees or officials who, as subordinates, are hesitant or shy to express conflicting opinions to avoid conflict and maintain good relationships with their superiors or seniors, who are perceived to hold higher social status.

The influence of this bureaucratic culture of *ewuh pakewuh* creates an ineffective work environment, although in certain situations, it may prompt cautious assertiveness from subordinates towards superiors (conditional and situational) (Soeharjono, 2011). From the perspectives of these experts, it can be inferred that *ewuh pakewuh* leads to a tendency for leaders to awkwardly receive assessments from their subordinates and vice versa (Bestari, 2010). The strong influence of culture and social relationships within the organization renders management control ineffective.

### **1.7 Conceptual Definition**

#### **a) Bureaucratic Reform**

Bureaucratic reform is one of the government's efforts to achieve good governance. Looking at the experience of a number of countries shows that bureaucratic reform is the first step to achieving progress in a country. Through bureaucratic reform, the government administration system is structured so that it is not only effective and efficient, but also bureaucratic reform becomes the backbone of national and state life.

b) *Ewuh pakewuh*

Soeharjono (2011) defines *ewuh pakewuh* as a sense of shyness or reluctance and a high regard for respect towards superiors or seniors. *Ewuh pakewuh* doesn't only occur towards superiors or seniors, according to Tobing (2010), *ewuh pekewuh* can also arise because an individual is familiar with or has received many kindnesses from another person, making it difficult for the individual to refuse or ignore that person's requests or even opinions. The feeling of *ewuh pekewuh* can also arise due to age differences. *Ewuh pakewuh* is usually faced by younger people towards older people.

c) Patron-Client Theory

Scott (1972: 92) suggests that the patron-client relationship is a special state of dyadic alliance (two people) involving mostly friendship, while a person or group of higher socio-economic status acts as a patron, using influence and income to provide protection and kindness to a person or group who has a lower socioeconomic status. This group acts as a client, willing to return the favor in the form of comprehensive support that includes personal service to patrons.

d) Civil Servants Professionalism

Civil Servants professionalism includes integrity, competence and commitment to effective and efficient public services. ASN must behave ethically, transparency and accountability in carrying out their duties to maintain public trust. They must also continue to develop skills and knowledge to improve performance and innovation in the public sector. In addition, ASN must work in accordance with applicable laws and

regulations, ensuring that public services are provided fairly and without discrimination.

### **1.8 Operational Definition**

Soeharjono (2011) utilized a framework of nine social preference dimensions to assess the base values of individuals and the cultural behavior of *ewuh pakewuh* in a society. This framework integrates cultural dimensions from Hofstede (1980) and Schwartz (1994), offering a detailed perspective on cultural values. The dimensions include Mastery, which reflects individuals' efforts to control and change their environment to achieve goals, emphasizing values like ambition and competence. Harmony focuses on maintaining a balanced environment, valuing environmental protection and social unity. Embeddedness highlights the importance of collective identity and adherence to tradition, with values such as security and social order. Autonomy relates to the encouragement of personal expression and creativity, promoting independence and self-direction. Hierarchy addresses the acceptance of unequal distribution of power and resources, recognizing authority and social power as legitimate aspects of social structure.

Additionally, Professionalism is a dimension that underscores the importance of professional judgment and adherence to regulations within a community. It reflects a preference for expertise and disciplined practice, valuing self-regulation and adherence to professional standards. Each of these dimensions provides insight into how *ewuh pakewuh* influences behavior and social interactions within a society, illustrating the complex interplay between individual values and cultural norms. By integrating these cultural dimensions, Soeharjono (2011) aimed to provide a

comprehensive framework for understanding social preferences and behaviors, such as *ewuh pakewuh*, in different communities. This multidimensional approach helps in analyzing how cultural values influence organizational behavior and decision-making processes.

## **1.9 Research Method**

### **1.9.1 Type of Research**

The research to be conducted in this study is qualitative research. Qualitative research is a research process aimed at understanding human or social phenomena by creating a comprehensive and complex portrayal that can be presented in words, reporting detailed views obtained from informant sources, and conducted in natural settings (Walidin, Saifullah & Tabrani, 2015: 77).

In qualitative research, theory results from the induction and deduction processes based on observing facts. Essentially, theory is the end product of qualitative research compiled through data collection, data authenticity testing, data interpretation, and theory development (Purbantara, 2010:58).

In this research, Researcher utilized a descriptive qualitative approach to gather and analyze data, primarily through interviews and document analysis. The interviews allowed to obtain detailed and personal insights from informants. By using semi-structured interviews, Researcher could explore specific themes while allowing informants the freedom to express their thoughts openly. This method provided rich, nuanced data that was essential for understanding the complexities of the subject matter. Additionally, document analysis was also conducted to supplement and corroborate the information gathered from interviews. This involved reviewing

relevant documents, such as reports, official records, and other written materials, to identify recurring themes, patterns, and discrepancies. By comparing these documents with the interview data, researcher could cross-validate findings and gain a more comprehensive understanding of the context and dynamics involved. Together, these methods enabled researcher to construct a well-rounded and detailed analysis of the research topic.

By employing qualitative descriptive research, efforts will be made to seek an understanding of reality from the perspective of individuals considered experts in their fields. In the research process, the obtained data are not considered incorrect as all data will be regarded as true (Purbantara, 2010: 59).

### 1.9.2 Research Location

The research is conducted at the Ministry of Transportation, located in Medan Merdeka Barat street in Central Jakarta, DKI Jakarta Province, and through Zoom Application to conduct interviews with the informants.

### 1.9.3 Research Subject

The research subjects are informants who provide research data through the interview process. The research subjects in this study include:

Table 1. 1 Research Subjects and Informants

Institution	Position
1.Ministry Of Transportation, Human Resource and Organization Bureau	Human Resources Analysis of State Apparatus
	Personnel Analysis (2 staff)
	Personnel Manager
	Junior Expert Human Resource Analyst

### 1.9.4 Data Source



Besides relevant methods, the ability to select the appropriate data collection method is crucial. Data is the most essential point in conducting research. Therefore, data sources are a consideration in determining the data collection method. Data sources consist of Primary Data and Secondary Data (Purbantara, 2010: 79).

Based on the existing issues during the research, the data used to address these issues include:

#### 1. Primary Data

Primary data is obtained directly from the research subjects. In this case, the researcher acquires data or information directly using predetermined instruments. Primary data is collected by the researcher to answer research questions. Collecting primary data is an internal part of the research process and is often required for decision-making purposes. Primary data is considered more accurate because it is presented in detail according to Purbantara (2010:79).

In this research, the primary data was collected through a series of in-depth interviews. The interviews were conducted with the Human Resource Analysis of State Apparatus, Personnel Analysis, Personnel Manager, and Junior Expert Human Resource Analyst.

#### 2 Secondary Data

Secondary data refers to information available in various forms. Typically, these data sources consist mostly of statistical data or processed data ready for statistical use, usually accessible in government offices, data service bureaus, private companies, or other entities associated with data utilization (Moechar, 2002:113).

Secondary data generally comes in the form of evidence, historical records, or reports compiled in published or unpublished archives (documentary data). In this research, secondary data is obtained from journals and data from institutions, companies, or parties related to this study

### **1.9.5 Data Collection Technique**

#### **a) Interview**

An interview is a conversational process aimed at constructing information about individuals, events, activities, motivations, feelings, and so forth, involving two parties: the interviewer and the interviewee. Both structured and unstructured interviews involve preparing questions in a structured manner based on the issues or questions raised, following the flow of the conversation (Sugiono, 2011:137). In this research, the data collection method involved conducting interviews via Zoom with five selected informants. Each interview was carefully planned and executed to gather in-depth information relevant to the study's objectives. The choice of using Zoom for the interviews was made to accommodate the informants' locations and ensure convenience, allowing them to participate without geographical constraints. All interviews were recorded with the informants' consent to ensure accuracy in capturing their responses. These recordings were later transcribed and analyzed to identify key themes and insights, providing a rich source of qualitative data for the research.

#### **b) Documentation**

Documentation is a non-interactive technique used by researchers to strengthen the obtained data. To acquire this data, observation is conducted on files within the company environment as references for the research findings.

## **1.10 Data Analysis and Interpretation**

The qualitative descriptive analysis method is employed in this research. This analytical technique explicates the implementation of work culture within the Ministry of Transportation. Data analysis in qualitative research occurs concurrently with the data collection process.

### **1.10.1 Data Presentation**

Data presentation serves to enhance comprehension of the case and as a guide for taking actions based on understanding and analysis of the data presented. The studied data is presented in the form of interview results with the sources and images.

### **1.10.2 Drawing Conclusions and Verification**

The conclusion presented are descriptive objects derived from the research study. Initially, the author's conclusions were vague, but as the data collected grew, drawing a conclusion became clearer and more comprehensive.