

THE PERFORMANCE MODEL ANALYSIS OF MAKASSAR GOVERNMENT SECRETARIAT IN LEARNING ORGANIZATION PERSPECTIVE

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ABSTRACT: *This study aims to analyze the contribution of personal mastery, mental models, shared vision, team learning, and system-thinking of the apparatus on the performance of Makassar Government Secretariat. The approach is qualitative. Key informants are the Regional Secretary, Regional Assistants, Head of Divisions, Head of Sub-Divisions related to the study. The data collection techniques are: observation, in-depth interviews, and document reviews. The result shows that the performance improvement of Makassar Government Secretariat through the five disciplines of learning organization is quite potential for a model of approach for improving organizational members' performance (employees) in order to have the competence and professionalism in carrying out their duties and functions of the office. The dimension with the greatest contribution is personal skills that need to be fit with the proper position/job. Teamwork is a means of effective learning, while systems-thinking is fundamental to synergize related work units. The visions of the Secretariat has not been understood by the employees so that the long term objectives achievement is hampered, and the mental models of officials and employees are ones that are not ready to face diverse policy changes and public demands, thus inhibiting the optimal performance of Secretariat.*

Keywords: Performance, Learning Organization, Regional Secretariat

1. INTRODUCTION

The realization of learning process within an institution largely depends on the individual inside the organization, because they are the subjects of a learning organization [22]. Members of the organization need to continually learn so that they can adapt to various changes. Kasali, Rhenald [12] states that an organization can survive if it is adaptive or able to adapt to various changes. This is in accordance with the result of research by [2] that learning organization increasingly plays an urgent, vital, and strategic role in improving the capacity of governmental organization so that the apparatus within the organization has uniform capability in accordance with the demands of work in a sustainable manner.

Author in [22] suggests the fifth discipline as the core in improving the individual and organizational capacity, namely: (a) Personal mastery: placing the apparatus as the learning subject to develop knowledge, skill/expertise, experience, work capability, innovation, productivity, work value/culture, progressive attitude and behavior; (b) Mental models: placing the apparatus as the learning subject required to have the ability to think or critical mindset, be innovative and take decision; (c) Shared vision: placing all apparatus within the organization to build a shared commitment to achieve vision, mission, and objectives that have been set; (d) Team learning: placing apparatus in the work unit of organization to communicate, discuss, have dialogue, cooperate using their respective skills to produce a similarity in thinking and harmony in collective act; (e) Systems thinking: placing all apparatus in the work unit of organization to view their existence as an integral element of the organization. This perspective is meaningful when certain apparatus face obstacle or problem in their respective sectors, then other apparatuses will immediately provide assistance to overcome the obstacle encountered. The indicators of apparatus encouraging good governance performance are: (1)

mentality/moral in the sense of honest, a great sense of responsibility towards the work, being a public servant. (2) competence/ability and high skill to carry out the duty.

The problem occurring in Makassar Government Secretariat is that the apparatus of government bureaucracy tends to be static, passive, conservative, maintaining status quo, have low learning motivation to increase the capacity of knowledge, skill/expertise. It is an interesting issue to be examined in the learning organization perspective of Makassar Government Secretariat, an institution that serves as a supporting administration under and directly responsible to the Mayor of Makassar. In learning organization perspective, any performance improvement of Makassar Government Secretariat will give additional value that helps build high creativity, innovation, pro-action and adaptation.

2. The Problem and Objective of the Study

Based on the aforementioned background, the problem of the study is as follows: how is the contribution of personal mastery, mental models, shared vision, team learning and systems thinking of the apparatus in improving the performance of Makassar Government Secretariat? Accordingly, the objective of study is to analyze the contribution of the fifth discipline of learning organization including personal mastery, mental models, shared vision, team learning and systems thinking of apparatus in improving the performance of Makassar Government Secretariat.

3. Methodology

The qualitative approach is applied in this study. The sources of data (key informants) in this study are the Regional Secretary, the Regional Assistant, the Division Head, and the Subdivision Head related to the study. The techniques applied for data collection: observation, in-depth interviews, and document reviews. The data analysis is conducted through three integrated stages, namely:

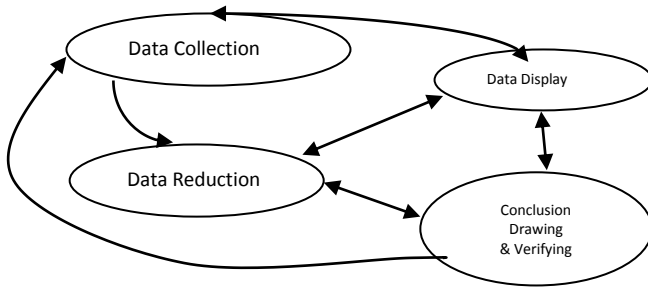


Figure:Model Interaction [18]

According to Miles and Huberman in interactive model, qualitative data analysis is an ongoing process that is continuously repeated. Data reduction, data display and conclusion drawing and verifying become the image of success in sequence as a series of systematic analysis.

4. Theoretical Framework

a. Learning Organization Perspective

Author in [11] states that an organization is supposed to be flexible in order to adapt to any changes. That is why learning organization in a postmodern organizational theory have a good interpretation so that they can be an agent of change [27]. Author in [11], state that a change is intended as a process in the organization, caused by many integrated multi-forces powers; not only the environmental powers but also related to the changes of population, resources, dependency and many others. Meanwhile, [3] suggests that learning organization is capable to perform competition in facing various changes.

In [1], authors state that the idea of single-loop learning is a representation of behavior. This learning model is developed from the feedback of observation to avoid repeating the same mistake in the future. Furthermore, [16] warns that many organizations are not able to maintain or develop their existences due to the inability to manage changes occurring in both internal and external environment. For that matter, [5] states that organizational adaptability in today's very dynamic environment is a very crucial issue. Many organizations are slow or even fail to anticipate the rapid changes, so that those organizations do not have a suitable performance to meet public demand.

According to [7] the ability of an organization to adapt to changes in its environment can only be achieved if the organization is supported by learning human resources. Conceptually and theoretically, [23] and [25] point out that if an organization is able to learn and react quickly to changes in environmental condition, then the organization is a learning organization. Learning organization is described by some other [15], as an organization that constantly transforms itself and is able to manage knowledge, utilize technology, empower human resources, and extend learning in order to be able to adapt better, to succeed in a changing environment.

Author in [15] states that there are eleven essential elements in the organization that encourage the process of learning, namely; (a) adequate organizational structure, (b) learning

culture within the organization, (c) empowerment, (d) the creation and the transfer of knowledge, (e) learning technology, (f) quality, (g) strategy, (h) supportive environment, (i) working group and network, (j) vision, and (k) relationship between cultures. Moreover, other factors allowing learning organization process to take place easier are known as the enabler factors. According to [23] there are five enabler factors, namely, a) share vision; b) mental models; c) team learning; d) personal mastery, and e) leadership.

Others in [23], [8] suggest that the discipline of personal mastery, mental models, and system thinking will help the employees to productively examine and change their way of thinking. Changing the way the employees interact means redesigning, not only the formal structures of the organization, but also the interaction patterns that are difficult to be seen between man and process. The disciplines of shared vision, systems thinking, and team learning are specifically intended to change the interaction. [24] argues that there are two levels of fundamental change in the way of thinking: (a) personal dimension; associated with a variety of skills and abilities, both individually and collectively; (b) the extent to which the employees organize themselves to support the learning process. Furthermore, author in [20] suggests that the practice of learning organization requires commitment and ability to learn since both are essential factors, especially when they are associated with the process of creating knowledge and sharing knowledge through the ways in which the organization and its members work to achieve the vision. Similarly, in [4], author views that learners serve as distributor of complexity, meaning that the employees experiencing the work load exceeding their capacity can have the work load resolved or even eliminated. The merging of Senge's fifth discipline and Marquardt's discipline of dialogue considers that the foundation that should be strengthened to make the discipline of a learning organization as a single integrated model is shown like the figure below:

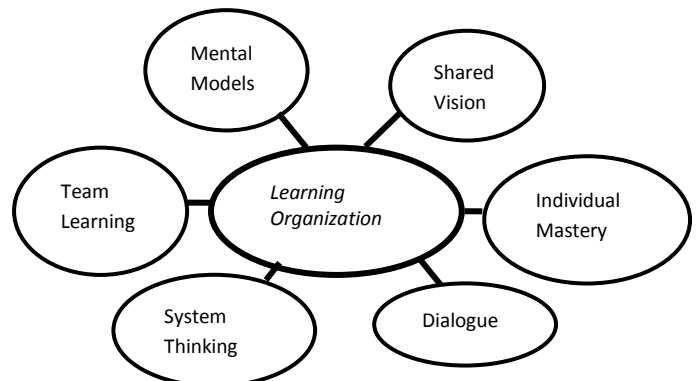


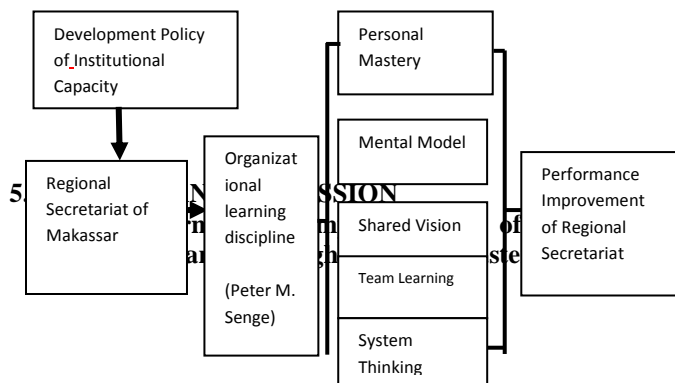
Figure 1. Discipline Model of Learning Organization
Source: Senge 1990, Marquardt 1994

This study focuses only on Senge's fifth discipline in the environment of Makassar Government Secretariat, because Marquardt's discipline of Dialogue has been a part of the strategy in applying discipline of team learning, as follows:

System Thinking is used to make the work patterns clearer, and help when the pattern is to be changed effectively. Personal Mastery is a learning discipline showing the excellence of certain skill in a particular field. It involves an individual to become a lifelong learner, in order to realize the specific skill that can be enjoyed by the organization. Mental model is a learning discipline, showing deep assumption, generalization, and image that influence individual to understand the surrounding world and take the next step. There are two types of skills that are important in mental model, namely (1) Contemplation; slowing the process of thinking of the employees to be more aware of how employees form their mental model, (2) Investigation; having a conversation in which the employees openly share their views and develop knowledge about each other's assumption. Shared vision is a learning discipline including the skill to understand the shared image of the future, to encourage commitment and full participation and to avoid the uncritical submission of the members of the organization. When the leader directly express his vision to the members of the organization in order to have the same vision, the effect are: job satisfaction, motivation, commitment, loyalty, enthusiasm, clarity of organizational values, pride in the organization, and productivity of the organization [13]. Team Learning shows the process of developing partnerships and team's capacity to achieve the desired learning and performance.

b. Organizational Performance

Performance is about doing the work and the achieved result from the work. Performance is about what to do and how to do it [9]. Similarly, [19] states that performance is the result of a work that can be achieved by an individual or group of people in the organization in accordance with the authority and each responsibility in an effort to achieve the objective of the organization legally and in accordance with moral and ethics.



Meanwhile, [17] argues that performance is the result of the quality and quantity of a work, accomplished by the employees when they carry out their duties in accordance with the responsibility given to them. Performance is the result of a work achieved by an individual when carrying out his/her duties assigned to him/her based on skills, experience, and seriousness as well as time. Meanwhile.

According to [10] indicators used to measure the performance of governmental organization are usually the indicators of efficiency and effectiveness. United Nations Development

Programs (UNDP) introduces nine indicators to measure the performance of public organization, i.e.: participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability and strategic vision. The details are presented in conceptual framework schematic as follows:

The result of interviews on the personal mastery of civil servants in Regional Secretariat of Makassar shows that they tend to behave and is motivated to expand their capability and skill continually, in order to obtain maximum result at work in accordance with expectations. The result of interviews shows that not all employees can be positioned in a job, suitable with their competence since the staffing is done based on the available formation. Improving the competence of PNS can be done through advanced formal education (master and doctoral degree) and technical trainings, required by their main duties and functions. According to the informants, the increase of employees' competence and appreciation for their performance leads to work pleasure and satisfaction. The effects of satisfaction and pleasure in work are: (a) the employees can dynamically develop positive initiative and idea that create peace and awareness at work, (b) they carry out the work with a full sense of responsibility, (c) the employees can work efficiently and effectively, (d) they perform a good governance, (e) they have a better harmonization of superior and subordinate relationship (f) the employees focus on the work based on the duties and functions of the department.

The result of observations indicates that the employees have very strong commitment in achieving personal vision by managing their own potential and passion to improve their skills and expertise in accordance with the changes in science and technology and the environment, uphold moral and ethical values at work, and actively participate in solving problems. The commitment of the employees gives positive effect in improving organizational capacity. Organizational commitment can be seen from the aspects of: (a) loyalty to the organization, (b) obedience to the leaders, (c) harmonious team work, (c) the increase of work productivity, (d) willingness to resolve a conflict through a deliberation. Meanwhile, the leaders' commitments to improve the performance of the Regional Secretariat are: (1) clarity of authority's delegation, in balance with responsibility, (2) continuous learning in order to have the appropriate skills and ability for ever-changing job's requirements, (3) working according to the rules, (4) openness in solving problems, (5) time discipline and working discipline, (6) good administration (archives). The results are in accordance with the opinion by Mc. Clelland that employees are motivated to take part in education and training to meet the need of achievement. This is in accordance with the opinion of [21] that an increase in the capacity of the apparatus in the form of personal mastery in learning organization is quite strategic because the employees has the opportunity in a sustainable manner to improve their capacity according to the changes in the environment.

b. Performance Improvement of Regional Secretariat through Mental Models

Each employee is demanded to have a good mental set for adaptation, task delegation, communication, establishment of democracy, critical attitude in accordance with his/her role, and enforcement of values, as well as mindset with future orientation. The employees' mental set in addressing any changes is a reflection of both positive and negative feelings. Positive feelings arise when employees are able to adjust or adapt to the substance of changes. Negative feelings arise when employees refuse (resist) against the substance of changes since emotionally the employees have not or are not ready to adapt to these changes [6].

The results of interviews, about the attitude of the employees to cope with any changes related to the work system, technology and work environment, show that in general the employees are ready to adjust themselves. The attitudes of the leaders along with the staffs in facing various changes as the component of organizational performance improvement are: 1) the leaders must adapt to changes, (2) the leaders must encourage the employees to prepare for and adapt to any change in internal organization, (3) study the Main Duties and Functions and respond to order from superiors as a form of loyalty, (4) predict carefully every time there is any change by referring to organizational rules, (5) if the employees are able to adapt to change, then the insight, knowledge, and skill will be better, (6) the leaders along with the staffs must adjust to the changes occurring in their own workplace. In mental model, a critical attitude allows the employees to act and work more effectively and efficiently, and minimize erroneous actions in carrying out their duties and functions. In the meanwhile, sense of curiosity means that the employees have done some reviews and more proactively analyze the problem, have increased their knowledge and skill, and tried to emulate those who are considered more advanced than themselves. Based on the interviews, the critical attitude and sense of curiosity the employees have in their working environment are quite potential to improve organizational performance, since in general the leaders openly accept criticism and input from their subordinates as an effort to improve the performance of the leaders in particular and organizational performance in general.

The result of interviews shows that the employees who have the competence and professionalism in carrying out the work want to be promoted into a better position. There are also employees who feel challenged when transferred to a new position because they think there is an opportunity to learn more about the main duties and functions of the new department. In facing various opportunities and threats for achieving personal and organizational visions, every leader and employee should have a mindset to think forward. A leader must have the ability to take advantage of any opportunities as a means to increase the self-capacity and organizational performance.

Based on the interviews, to become leaders who think forward, to improve the performance of the Regional Secretariat on a sustainable manner, the leaders must have the idea to: a) improve the performance of each unit, (b) think contemporarily to make the work unit more dynamic in

achieving its objectives, (c) apply efficient and effective working methods, (d) be consistent towards democratic governance system.

c. Performance Improvement of Regional Secretariat through Shared Vision

The vision of the Regional Secretariat is "Creating a great quality Regional Secretariat with dignity in giving service and coordinating the policies of Makassar Government". Meanwhile, the missions are: (a) to improve the capacity of Regional Secretariat apparatus; (b) to increase the institutional capacity of Regional Secretariat; (c) to improve coordination among Regional Working Unit (SKPD) and related parties; (d) to improve the quality of service; (e) to improve morality and spiritual mental set of the apparatus; (f) to strengthen the support for the implementation of Municipal Government's policy. Conceptually, accomplishing the goals and objectives of the organization is set by similar steps as a form of understanding of shared vision [23]. The consequence for lower understanding of shared vision is the difficulty in achieving the visions of the organization in the long term.

Based on the result of the interviews, in general, the leaders and the employees have not understood the urgency of compatibility between personal and organizational visions. Nevertheless they want their personal vision to support the achievement of the organizational visions in order to achieve maximum result. Currently, employees are working on the vision of the Secretariat. Despite the fact that personal vision is itself idealism, they managed to harmonize it in accordance with the vision of the organization, working together to achieve better performance.

The vision of the organization can synergize the potential of the employees to achieve the mission and objectives of the Secretariat, mainly related to the increase in the capacity of the apparatus, improvement of service quality, and implementation of effective coordination among work unit regional. However, there are also some leaders of work-unit and employees who assume that the vision of the secretariat is simply to be known. Yet, the obligation of the employees is to perform the main duties and functions of the department. The leaders are obliged to make the employees work according to the program and activity as part of the vision achievement. The interviews show that the role of leaders in guarding the achievement of the vision of Regional Secretariat is not yet optimal, because some leaders assume that the organizational vision is merely an ideal that is difficult to achieve.

d. Performance Improvement of Regional Secretariat through Team Learning

Team learning is a process of submitting and developing the capacity of a team to achieve maximum performance. The objective of team learning is a step towards the creation of partnerships and the development of organizational capacity, because the team learning can be grown from the process of establishing shared vision and personal mastery, relying on patterns of thinking forward and looking at various problems, acting in innovative and coordinated manner. Besides, the members of the team develop a dialogue, encouraging learning, openness, and reducing the weariness of work, as

well as creating solid team learning. The advantage gained by team learning is there are similarity and equalization of knowledge and skills through a process of transformation of knowledge both at the time the work is carried out together and at the dialogue, processed outside working hours. Through teamwork, all the works can be easily carried out with a high level of productivity as desired by each work unit's leader. Maintaining performance through teamwork requires loyalty, faithfulness, and mutual understanding among the employees in the exchange of knowledge and skills, without selfishness in a working team.

Based on the result of the interview, there are some things, underlying the importance of teamwork, namely: (a) performance will improve (b) problems will be immediately resolved, (c) teamwork can improve enthusiasm and productivity, (d) teamwork results in the ease of carrying out the work efficiently and effectively, (e) there is transformation of knowledge and skills so that employees have the same capabilities, (f) there is an increase of ability and skills that has an impact on the professionalism of the employees. Still, there are leaders and employees who prefer to work alone in carrying out various jobs. They reason that working independently is a challenge to demonstrate individual performance. There are several hopes from the leaders related to the importance of teamwork as a means of learning, namely: (a) to create a high value of intimacy, (b) to help each other in finishing work, (c) to be more skillful in operating a computer, (d) the employees' skill becomes more evenly and improving. The result of the interview shows that generally employees are aware of the importance of teamwork as an effective learning medium to improve the ability and skills as part of the performance improvement of the Regional Secretariat. In addition, leaders are straightforward in transforming knowledge to the subordinates through: (a) mutual communication between leaders and subordinates, (b) more frequent dialogue, (c) assign the staff to attend a short training according to the requirements of the work, (f) the leaders teach good work procedures, (g) the harmonization of teamwork can survive only if there is trust and openness of its members.

The result of the interview shows that mutual trust and openness between the leader and staffs in Regional Secretariat imply: (a) better organizational performance, (b) mutual giving and receiving of information and ideas that are beneficial for the smooth running of the work, (c) increasing motivation, (d) better confidence in completing the work, (e) the openness will make the leaders work without burden, (f) employees are more creative in determining the work methods effectively and efficiently. There are several ways for the leaders to encourage employees to work in teams, namely: (1) inviting the staffs to eat together, (2) giving incentives or rewards, (3) giving oriented approach and guidance, (4) listening to feedback/suggestion from subordinates, (5) becoming a role model, (6) giving attention to and recognition for employees' achievements, (7) encouraging and evaluating employees' performance, (8) regarding the staffs as partners and friends.

e. Performance Improvement of Regional Secretariat through System Thinking

Members of the organization with system thinking demand the ability to build a paradigm of thinking, analyze, integrate and interpret it into organizational action (activity), to build a perspective towards complex structure and all the related issues resulting in more productive changes [21] [15]. If the employees work based on mechanisms or procedures that have been established previously, the completion of the work will be more efficient and effective, since the performance indicators have been available in the procedures. The method used is to provide a Standard Operating Procedure (SOP) understood and carried out by interdependent work units, meaning that the smooth running of a single related work unit means supporting the completion of work on other units.

Based on the result of the interview, the leaders can perform these efforts to encourage synergy: (a) creating two-way communication related to the procedures of working completion, (b) enhancing the intensity of leaders' meeting to encourage the smooth running of work, (c) convincing the employees that synergy effects the performance of the municipal government, (d) maintaining solidarity in accordance with the main duties and functions of the department, (e) no synergy between work units will hinder the completion of a work.

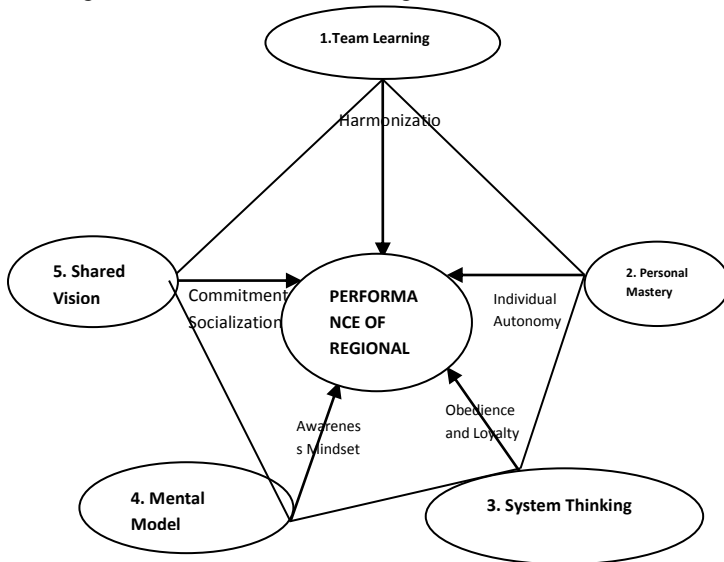
Changes in systems related to working method, technology, and system of personnel development (e.g. promotion), and change of external environment tend to be accepted and rejected (resisted). The employees who accept these changes are those who have competence and mature mental set to adjust themselves. Meanwhile, employees who reject (resistant) to the changes in the system are those who are not prepared in terms of competence and mental set, so that they have difficulty in adjusting to the changes in the system. The implementation of organizational (institutional) structure adheres to the Government Regulation No 38 and 41 Year 2007 with the principle of poor structure, rich function; yet, it has not run properly. It is because: (a) the design of the structure is still evaluated since it does not reflect the needs of the region, (b) some adjustments are needed to facilitate non-optimal matters in the structure. To overcome this downside, some things need to be done by the leaders of the organization, namely: (a) the benefits and impacts of any changes must be communicated, (b) if the changes are related to technology, employees need to be included in the 'on the job' training, (c) direct employee to immediate adaption, (d) communicate that the change in position is a dynamic matter in public organizations, (e) position is a mandate within a certain period of time, thus the leaders and other employees do not have to worry about changes in position.

f. Performance Improvement of Regional Secretariat through the Fifth Discipline of Learning Organization

The performance improvement of Makassar Government Secretariat can only be achieved if the employees want to be learners. The fifth discipline of learning organization is an indicator that can be used to determine the level of ability and skills of employees as the basis for achieving organizational performance.

The aforementioned results and discussion show that the contribution of the increase of employees' capacity, as the main basis, improves the performance of Makassar

Government Secretariat through fifth discipline of learning organization, as shown on the figure below:



The picture above shows that the fifth disciplines of learning organization play an important role in improving the capacity of the employees as the basis for performance improvement of Makassar Government Secretariat. Therefore, the leaders of the organization needs to encourage, direct the employees to create harmony in team, give the employees individual autonomy to develop their skills, direct the employees in a work-unit to work as an interrelated system, direct the employees to change the conventional mindset and awareness to adjust to the changes, as well as socialize and create a commitment to achieve the vision of Makassar Government Secretariat. This is in accordance with the opinion by [26], that the current governmental bureaucracy should transform the bureaucratic culture based on learning organization.

6. CONCLUSION

The achievement of personal mastery will give satisfaction to the employees and it can support the performance improvement of Regional Secretariat. The employees' satisfaction is more dominantly obtained from the recognition and appreciation for any achievement or performance. The employees' motivation to learn is quite promising in improving the performance of Regional Secretariat.

Mental attitude of the employees in Regional Secretariat in facing and adjusting (adapting) is fairly good, but there is a tendency that the adaptability to the changes is based on orders from superiors, not from self-awareness. Employees should always prepare earlier in terms of competence and professionalism, so that every time there are any planned or unplanned changes they can adapt easily. There are two versions of mental model of the employees in facing any plan of personnel and official transfer. First, a transfer is an opportunity to develop a career for the employees who have competence and professionalism in carrying out the main duties and functions of the department. Second, a personnel or official transfer is a threat because the employees feel they have many shortcomings in knowledge and ability, so that for

them, the possibility of being promoted to a certain position is full of uncertainty.

The role of the leaders in guarding the achievement of the vision of the Regional Secretariat is not yet optimal, because there are some leaders assuming that the vision of the organization is merely an ideal, difficult to realize. In existence, the vision of the Secretariat is to deliver all components of the organization to work systematically so that the vision and mission, as well as the objectives of the Regional Secretariat of Makassar can be achieved as part of the organizational performance. The performance of Makassar Government Secretariat through teamwork can improve high productivity as desired by each work unit's leader. Maintaining performance through teamwork requires loyalty, faithfulness, and mutual understanding among the employees in the exchange of knowledge and skills, and without selfishness in a working team.

The improvement of organizational performance through changes in system is not fully supported by all members of the organization. This is because they are not ready in terms of competence and mental set to adjust to these changes. Meanwhile, the performance improvement of Makassar Government Secretariat is largely determined by the facilities and infrastructures that support the smooth implementation of the work.

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