



MOTIVATION AND DISCIPLINE IN RELATION TO WORK PRODUCTIVITY OF LOCAL GOVERNMENT APPARATUS IN PAPUA

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ABSTRACT

This study aims to understand the relationship between motivation and work discipline with the productivity of local government officials in Papua. The background of this study is driven by the reality of low productivity among civil servants, as reflected in the weak effectiveness and efficiency of public services and regional development. The approach used is qualitative with field methods, through observation, in-depth interviews, and documentation to uncover the dynamics of civil servants' behavior in the context of local culture and organizational structure. Analysis is conducted inductively and contextually, with the researcher as the primary instrument. The research results indicate that the low motivation and work discipline of civil servants are caused by various internal and external factors, such as weak leadership, unproductive work culture, co-opted organizational value systems, and inadequate facilities and organizational structures. There are also cliques within the organization and false loyalty to leaders, which undermine commitment to institutional goals. This situation is exacerbated by a politically biased recruitment and promotion system, as well as inadequate work facilities and infrastructure. As a result, employee morale, sense of responsibility, and productivity are low. This study underscores the importance of comprehensive civil service reform in Papua, including improvements to the motivation system, enhanced discipline, and organizational restructuring of the government to make it more professional and results-oriented

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1. INTRODUCTION

Entering the era of special autonomy in Papua, demands for the development of motivation and work discipline of civil servants in the government of Papua Province and Regency / City throughout Papua have been intensely discussed recently. Fundamental changes in the organizational environment of government in this region have caused a shift in the orientation of development priorities to the importance of apparatus resource management in the context of heading towards its independence. The governments of Papua Province and Regency / City in Papua have been mandated by Law No. 21 of 2001 concerning Special Autonomy to reform policies on government apparatus and staffing (as stated in Articles 26 and 27), where in paragraph (2) of Article 27 authorizes the governments of Papua Province and Regency / City to determine staffing policies in accordance with the needs and interests of the local area.

Currently, several policies are being carried out to improve and develop civil servants with the aim of increasing their professionalism and reliability to participate in competing in the global and information era. However, in the context of this reform and development, there are still serious obstacles that require wisdom from various parties

to find solutions. This is particularly urgent due to the function of the apparatus as the resource of the government organization that is faced with performing the main management function. This is because, according to some experts and theorists, human resource assets can be a source of sustainable competitive advantage of a modern organization, because of its central position in directing the organization to achieve its goals.

The crisis of confidence that has hit the government today, including the government in Papua, has actually had a huge impact on the birth of the government reform agenda. The rise of conversations about employee behavior and discipline in various circles is a very strong indication of the birth of demands for improving public services and achieving development goals, so in the context of managerial operations that can be a source of sustainable competitive advantage, it is important to pay attention to the urgency of motivation and discipline towards the creation of job security: motivation and discipline towards the creation of job security; selectivity in recruitment and promotion; decent and fair wages and incentives; a sense of organizational ownership as an integral part of the elements of loyalty and real commitment to goals; leadership that is in accordance with the needs, trusted, exemplary, and can be used as a motive for positive action; and an organizational culture that contributes to the achievement of goals.

Thus, the government in Papua Province should make special autonomy an inspiration for personnel reform that considers the perspective of developing and fostering not only careers but also competencies. Some of the main things related to that are the need to reposition the HR function, among others: managing apparatus resources to create excellent capabilities (competencies), managing the diversity of work professions to achieve competitive advantages; managing the apparatus to increase competitiveness or competitiveness facing globalization. For this purpose, a comprehensive framework of motivation and discipline is needed, without exception for officials/leaders.

The conceptual framework is based on systemic thinking (input-process-output), that motivation drives human behavior towards the formation of work discipline. But its relationship with other factors is also decisive. That high-low work motivation and work discipline can be analyzed for causal factors, using dependent variables such as the leadership system, work ethic and culture, goal affiliation, and work facilities. Likewise, with a review of the output, as an independent variable, where motivation and discipline lead to a degree of achievement and performance that is imaged by productivity, efficiency and effectiveness of work. Thus, in this line of thought, motivation and discipline are positioned as interveing variables.



Figure 1. Analytical framework (Author, 2025)

2. RESEARCH METHOD

This research uses a qualitative approach with the type of field research, which aims to deeply understand the motivation and work discipline of the State Civil Apparatus (ASN) in the government of Papua Province. The research was conducted through direct observation, in-depth interviews, and documentation of managerial practices and organizational interactions in government agencies. Researchers place themselves as the main instrument to explore the phenomenon of ASN behavior in a unique social context and work culture, as well as in the prevailing value system and leadership. Data analysis techniques are carried out inductively, by reducing field data into thematic categories and drawing conclusions contextually. As stated by Moleong (2019), qualitative approaches are descriptive and tend to use analysis with words, not numbers, to explain a complex social phenomenon. The choice of this method is considered appropriate to reveal the dynamics of ASN work motivation and discipline that cannot be fully explained through a quantitative approach.

3. RESULTS AND ANALYSIS

3.1. Description of ASN Work Productivity: Some Empirical Facts

Based on observations over the past 5 years, it appears that the work productivity of government officials, both at the provincial and district/city levels, is low. This can be proven by identifying observable facts, for example about the



degree of public service. The number of public complaints submitted to DPRD or NGOs about the slowness of public services is one important indicator. Even local dailies (Cenderawasih Pos, in succession, published an analysis in the opinion column in August 2004) that the government was not taking the needs and interests of the community seriously enough. Electricity is always cut off without prior notice, the flow of clean water to people's homes is always jammed even though water discharge is still abundant, licensing and identity documents always take a long time when they can be completed in just one to two days.

From the point of view of government organization, it also appears that there is still a lot of overlapping of functions and tasks between sub-agencies and/or between officials so that many civil servants only function as underemployed workers. According to the records of the Papua Province Civil Service Bureau (2004), the number of civil servants in Papua Province is 77,595 people, consisting of 3,563 people in class I, 37,496 people in class II, 33,325 people in class III; and 3,211 people in class IV. A total of 55,762 people (71.83%) of them are spread across 27 regencies / cities in Papua. This large number of civil servants appears to be out of balance with what is needed in almost all government agencies, resulting in overloading. Meanwhile, the organizational structure of the government has not been organized efficiently according to the correct OTK (Organization and Work Procedure). Even in some districts/cities in the interior, namely: Paniai, Tolikara, Pegunungan Bintang, civil servants are often absent from the office during working hours. Workspaces are left empty, resulting in weak public services. A research report conducted by UNDP in collaboration with Cenderawasih University in 2005 found that in these areas civil servants are not sufficiently motivated to work full time because working conditions are not favorable, leaders do not set a good example and work facilities are inadequate.

In Jayapura City, both the Jayapura City Government and the Papua Provincial Government have repeatedly appealed to civil servants not to loiter in the city centers, in shops, during working hours. The Provincial Regulation has stipulated that working hours for employees from Monday to Friday start at 08.00 until 16.00 with a break interval at 12.00 until 13.00, but this regulation is not fully adhered to by most civil servants (including officials) at the provincial and district/city levels. In the field of development, work effectiveness and efficiency are weak. Many development results appear to be redundant. Residential buildings for the rural population that have been completed are not even occupied by the residents, and are only used as cattle pens. Various development programs in the health and education sectors are not well targeted. Surprisingly, these redundant programs are continued in other areas from year to year. This also explains the neglect of the efficiency aspects of development; it seems wasteful, unbalanced between the results achieved and the high costs used.

3.2. Influence Factor Analysis

By using Thomson's EVR (Environment, Value, and Resources) Conruence Model approach as reiterated by Dedi Rusadi (2005) as part of his lecture material, a factor analysis can be carried out in identifying and explaining the causes of the emergence of symptoms of low productivity of civil servants, followed by not optimal work effectiveness and the occurrence of inefficient government organizations within the government of Papua Province and Districts / Cities throughout Papua.

1) Environmental System.

In the discussion of organizational processes, Josi Adisastra (2005), contemplates the existence of organizational environmental relationships, both internal and external dimensions. In terms of internal relationships, there is interaction between employees and interaction between employees and leaders. Meanwhile, external relations can occur in the form of social relations between employees and leaders with the external environment, such as community groups that can take place on the basis of political, economic and cultural relations.

In fact, organizational relationships within the Papuan government tend to be poor, both internal and external relationships. Internal working relationships are not goal-oriented, but interest-oriented. Hence, new cliques in the government unconsciously occur, based on momentary interests. These cliques can change their configuration when an interest has been achieved and then a new interest emerges. Thus, membership is not permanent; there are frequent changes in membership that depend on common interests. This happens, not only because it follows the direction of the leader's actions followed by the employees in the clique, but also takes place among the employees themselves. The result is a distortion of commitment to work discipline based on established rules. Violations of the rules become commonplace. The cliques, in their work, no longer see the basic rules as a reference, but work on the basis of a new, unwritten agreement built within the clique. Thus, the motivation to behave and conduct oneself is based on a shared commitment within the clique rather than a commitment to achieving goals. In addition, there is also a pseudo-loyalty from employees to their leaders because of their interest in obtaining positions and power.

The cliques that form within the organization are usually the result of interventions by interests from outside the government organization, on political, economic or cultural grounds. Civil servants are also part of the political society, economic society, and cultural society that is developing in their environment, so their individual preferences are

always colored by the situation and conditions they are experiencing in society. Therefore, the spirit d'corps once proposed by Elton Mayo, does not fully apply in the government of Papua Province, because it has been co-opted by certain goals originating from outside the organization, which has an impact on the loss of individual closeness in the organization as a whole. It is not surprising when there is a neglect of work discipline because of the strong motivation to behave and behave that deviates from the flow of processes and goals of government organizations in Papua.

2) Value System

The values of an organization are not formed accidentally. But through a systematic design based on the organizational goals to be achieved. In this context, it can be understood when it is desired that an organization's value system should become an apprentice or work guide for all members of the organization. In its operation, the organizational values that have been formed are often obscured by several constraining factors, such as: leadership style, work ethic and work culture, as well as interactions that are overlays.

The leadership style of government organizations in Papua is very difficult to read. To map it in a theoretical paradigm is not easy to do. This is because, in general, the leaders of government organizations do not show consistent and disciplined leadership behavior. Some examples of cases below can be used as a reason for justification, for example: when the leader issues instructions "work on time", instead the leader always comes late and goes home first for no apparent reason; when the leader issues an appeal for "savings" for the sake of work efficiency, instead the leader leaves a lot of work outside the area with state money, without knowing for what and how the results; when the leader says: don't hurt the community, instead the leader is indecent; when the leader insists: whoever is guilty must be dealt with, instead subordinates who are obviously guilty are protected.

These examples also reaffirm that the values of government organizations in Papua are easily co-opted by the power of superior authorities. Employees who benefit from this can be motivated to exercise work discipline but are built on loyalty and commitment to the leader alone.

In addition to leadership factors, work culture also plays a role in shaping the organization's value system. The work culture, which is expected to produce productivity in the form of work behavior that is hardworking, tenacious, disciplined, responsible, dynamic, consistent, responsive, still has to wait a long time in the process of achieving it. In Papua, the work culture is more actually displayed as a work ethic that is very attached to the identity and closely related to the pattern of individual values of influential people in government, rather than being the identity of government organizations. It should be a culture to work hard as one of the components of human quality.

There is a tendency that the work ethic is apathetic, less driven by the motive for achievement and initiative. This is influenced by several factors such as: First, overtime becomes accustomed to blueprint behavior, only willing to do something that has been ordered. That too with inaction. Second, it is related to the structure and system of work organization that is not conducive. If a subordinate has the willingness and ability to produce work that was not originally outlined, the leadership usually gives a 'stamp' as an 'additional movement', instead of recognizing it as an achievement that should be appreciated. Thirdly, within certain limits, traditional structures and values that do not support reform are also exhibited in the bureaucratic work culture. If a 'leader' is lower in the customary structure than his 'subordinates', it is difficult to give reprimands and orders to those subordinates. Even the subordinate can control the leader. In later developments, this can spread to other individuals in the organization, so that in turn the leader is no longer seen as authoritative. In fact, the potential power of culture in the framework of organization and management can be seen from several aspects, such as: the power of individuals who occupy important positions in the organization. Fourth, the emergence of conscious but irrational collective behavioral biases in government organizations in Papua - referred to as overlays by Pfiffner & Sherwood to describe collective deviation of behavior to facilitate work. The difference is that if Pfiffner & Sherwood are only tolerant of process deviations that remain faithful to the original goals to be achieved, then what happens in Papua is that these collective deviations create a bias in organizational goals towards collectivity goals that are justified as the goals of government organizations. In many cases, it is known that these collective deviations have received direct or indirect 'rejection' reactions from some employees who do not belong to the collectivity. Clearly, this is highly relevant to the declining motivation and discipline of employees within government organizations in Papua.

3) Resource Support

Another thing is the support of organizational resources to launch the processes of achieving goals. The resources highlighted in this case consist of aspects: human (apparatus), infrastructure and facilities, financing, work equipment technology, and work methods. In terms of human resources, it is explained that systemic treatment in terms of apparatus development does not appear to be carried out consistently. Recruitment and promotion of positions are still laden with political problems, rather than the professionalism required by Weber. Job requirements, job descriptions, and job specifications, which have been prepared and stipulated as part of local regulations on the Organization and Work Procedures of Government at the Provincial and Regency/City Levels, are not consistently implemented. If you look at the processes that occur in the context of recruitment and promotion of positions, a number of facts are obtained



that deviate from the OTK rules. For example, on several occasions the recruitment of new employees in 2000 to 2003 in large numbers (\pm 3000 people) was not preceded by an analysis of organizational needs. So since then until now, there has been overloaded, many of whom do not know what they are supposed to do as civil servants. In addition, in terms of promotions, it is often the case that the placement of a person in a position is based on a 'spoil' system based on kinship - facilitating the emergence of cliques - and based on the principle of the wrong man on the wrong place. It is understandable that in these positions, employee productivity is low. The phenomenon is that there is a reduction and redundancy in the ability of employees to carry out their duties. Mouton understands that reduced ability occurs when an employee who has high ability is positioned in a position with a lower level of specification. Conversely, redundancy occurs when there are employees who pursue their careers by 'jumping the fence', their abilities are low, but they are placed in positions with high specifications.

Organizational infrastructure and facilities also tend to be neglected, especially in lower-level government institutions. In Jayapura city alone, there are still 2 urban villages that do not have an office, but only move from one place to another. Practically, employees cannot optimally provide public services. Not to mention the inadequate work facilities - including supporting facilities -. In this age of advanced technology, computerized data and information systems have not been optimized, e-government has not functioned in developing cross-institutional work networks, and has not been widely accessed. Although government funding is not considered to be inadequate, especially after the implementation of special autonomy in Papua.

4. CONCLUSION

By paying attention to the description of the conditions above and relating them to the concepts and theories that have been disclosed, it can be concluded that the Discipline of Civil Servants in the Papua Provincial Government and Regency / City in Papua tends to still not be signs towards adequate conditions, because employees tend to be less motivated at work. The consequence is that the work productivity of Civil Servants automatically cannot be improved, along with the weak effectiveness and efficiency of the organization in the processes of public service and development.

A number of variables related to employee discipline and motivation have had a negative impact on efforts to increase employee motivation and discipline. For example: leadership system, work ethic and culture, goal affiliation, and work facilities. Spirit d'corps, loyalty, organizational commitment, tend to be pseudo and instead lead to the authority of individuals who are considered to have decisive authority and/or cliques in government organizations. The drive for disciplined behavior does not merely follow the flow of theories put forward by experts such as: Maslow, Herzberg, Alferder, and McClelland, but these motives are still difficult to understand the theoretical pattern.

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