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IMPLEMENTATION OF HABITUATION AND ACTUALIZATION OF ACCOUNTABILITY ON BASIC EDUCATION AND TRAINING PROGRAM (DIKLATSAR) OF CIVIL SERVANT (PNS) A CASE STUDY IN BPSDMD CENTRAL JAVA PROVINCE

Abstract. This study examines the learning implementation of accountability using habituation method. Research starts from ineffectively phenomenon of habituation method application because there is incongruence between method and concept with the characteristic or behavior that will formed. The problem statement was formulated in two question are as the following: (1) Why does the habituation of basic value accountability could not be run effectively? (2) What were the obstacles faced on the implementation of habituation and actualization of basic value accountability? This study is an empirical research with sequential mixed method approach (quantitative and qualitative). The result of quantitative data analysis used as the basis of qualitative data analysis. This study was using primary data from the questionnaires and interview result, and secondary data from library research, documents, notes, et cetera. The research result shows that: (1) The ineffectively of habitation of the basic value accountability was caused by inaccuracy of paradigm, theory, concept and method; (2) There are 10 obstacles found that hold up the implementation of habituation of basic value accountability. Based on those conclusion it could recommended some advices as the following as follows. (1) For the State Administration Institution of Indonesian Republic (LAN RI): Replace the method of learning with Theory of Planned Behavior (TPB) method; (2) For the Instructor (*Widyaiswara*): Exploring the validity and reliability of habituation method in order to found the problematic and its solution for improving the learning practice.

Keywords: Implementation, Habituation, Actualization, Accountability.

1. Introduction

A. Response to the law and government regulations concerning state apparatus Management

In January 2017, the State administration of Indonesia Republic (hereinafter-abbreviated as LAN RI) issue the Basic education and training program (*Diklatsar*) uses a new approach to “Habituation

and Actualizing”. This new approach has applied to the learning of the basic values of accountability, nationalism, Public Ethics, commitment to quality and Anti-corruption (abbreviated as ANEKA) and *Whole of Government* (WoG) at Diklatsar.

The policy of State administration of Indonesia Republic abbreviated as LAN RI to apply Habitua-

tion and actualization of this approach can be meant as a response to the ACT create a generation of efforts in the form of new civil servant in the future through the cultivation of a ANEKA of basic values and Wo G. Why the internalization of basic values of Aneka and WoG approaches considered so important it so that it made a new Basic education and training program of Civil Servant material? This is not apart from the mandate contained in the ACT that the new generation of Civil Servants in future must be different from the generation of Civil Servants that exists today. The difference lies in the elements are rated by LAN RI highly degenerate so that should be remedied through the internalization of basic values, while learning ANEKA of WoG intended to give supply to the Civil Servants about how to resolve weak coordination and integration at various levels of Government.

The ACT of Civil Servant creates and enforced to address governance) of public sector, bureaucracy in Indonesia was bad. It reflected on some of the performance reports of Government *Global Competitiveness Report 2014–2015* (World Economic Forum, 2014 in LAN RI, 2016) include as follows:

Table 1. – The illustration of bureaucracy government performance on a public sector in Indonesia

No.	Government Performances	Illustrations
1.	Government performance	Ranked 37 out of 140 countries
2.	Government Effectiveness	Very low values of the index – 0.01
3.	Corruption Perception Index	Low-value index = 34, compared to clean corruption index value = 100. In 2014, Indonesia was ranked 107 out of 175 countries

Source: Management Module of ASN, LAN of Indonesia Republic 2016

The lack performance and the Government effectiveness is an overview of governance and ac-

countability. Public accountability is one of the core elements to create *governance*. The relationship between *governance*, public accountability and the performance of the construction could describe as follows:

Figure 1. The relationship between public accountability, *governance* and development performance

B. Based on the basic education and training (*Diklatsar*) for prospective Civil Servants with the method of Habituation and Actualizing

Its implementation and actualization of the habituation of accountability include as follows:

First, the values of ANEKA are still abstract, complex, and yet clearly concept so hard is transformed into the habit through the learning process of habituation and actualizing.

Second, Module of LAN RI about accountability are less able to explain conception of accountability which includes: definitions, substance, dimension, and type, subject and object, accountability mechanisms and consequences.

Third, cognitive schema for abstract values that is much more complicated than mechanical cognitive scheme. In it contained the concept of belief (*belief*), ego, self-esteem and honor, morals, ethics, norms and others, so there might be educated and trained in methods of learning, habituation. There are options for better learning methods to achieve results as referred to in the ACT of Civil Servant, for example using the theory of planned Behavior (*Theory of Perceived/ Planned Behavior/TPB*) or Pierre Bourdieu's theory of Structuration.

Fourth, the implementation of *Diklatsar* for prospective of Civil Servants about four (4) items:

basic value of ANEKA, Civil Servant management, WoG approach and the public service with a meth-

od of “Habituation and Actualizing”, raises some phenomenon or a symptom of, among others:

Table 2. – The phenomenon of Diklatsar of prospective civil servant

No.	Phenomenons	Illustrations
1.	Ineffectiveness	Close to the learning outcome is low i.e. only 12.48% of the participants able to understand and master the conception of public accountability
2.	Purpose Substitution	Substitution <i>Diklatsar</i> aim to form a particular behaviors and habits with activity paper making draft activity report of habituation and actualizing
3.	Unclearness concept of learning, practice, monitoring, assessment and evaluation	There is no definition of the concepts and operational definitions are clear about how to implement the learning and practice of habituation and actualizing during in campus and off campus, how to do the monitoring, assessment and evaluation, how coordinate and integrate the functions of organizing, learning-coaching, monitoring, assessment and evaluation

The constraints encountered when implementing *Diklatsar* candidate for Civil Servants on five forces during the month of February – June 2017. It has encouraged the author researching on what phenomena and problems that are associated with habituation and actualization of 4 items *Diklatsar*, especially the value of public accountability basis due to strong correlation with the *governance* and performance of the sustainable development. This research intended to explore the implied about the meaning of phenomena and factors what are the underlying. The purpose of this research is to find solutions to problems encountered. In order to provide contributions to thought about a more appropriate method for *Diklatsar* of the ANEKA basic values, Civil Servants Management, WoG Approach and public services in the future in order to create a new generation of Civil Servants in the future as referred to in the ACT of Civil Servant.

C. Research Problems

The problem in this research formulated as follows:

1. Why do habituation and actualization of basic values of public accountability cannot implement effectively?
2. What are the obstacles faced in the implementation of habituation and actualization of basic values of public accountability?

II. Methodology

This study is exploratory research with quantitative and qualitative approaches in a sequence/ sequential (*Sequential Mixed Type Research*) (John. D. Craswell, 2010). The research carried out by using the strategies of case studies for reasons: unique/ specific; flexible, in the sense of traffic approach and paradigm. The data used include primary and secondary data. Primary data in the form of the results of the questionnaire and interviews, while secondary data obtained from the results of a study of the literature, which includes research results, documents, sheets of State regulations and others.

III. Result and discussion

1. The Ineffectiveness of Habituation and Actualizing Methods in education and training the basic value of public accountability On the prospective Civil Servants in human resource development Agency (BPSDMD) of Central Java

The process of habituation and actualization of basic values of public accountability implemented through five phases, namely. (i) Learning about the conception of public accountability is using modules from the LAN RI and other reference sources. (ii) The simulation in the classroom using the engineering the situation that resembles the real conditions at the place of duty; (iii) draft habituation and actualizing; (iv) carry out the design in the workplace (*off*

campus); and (v) to create and present the reports and the actualization of habituation. The results of the learning process able assessed and measured directly in a short time was the result of a cognitive form of level of knowledge, understanding and mastery of the conception of accountability. While the results of a form of affective attitudes and psychomotor outcomes in the form of habits and behavior or

cannot be measured directly at the time of *DIKLATSAR*, because it takes a long time.

a. Effectiveness of Public Accountability Value *DIKLATSAR* with the Method of Habituation and Actualizing

The proportion of participants *DIKLATSAR* based on the level of understanding and mastery of the conception of public accountability is as follows:

Data primer diolah, Lilin Budiati (2017)

Figure 2. The proportion of Participants *DIKLATSAR* based on the level of understanding and Control over the conception of public accountability

The results of the study participants on five forces are entirely *DIKLATSAR* as many as 200 people are as presented on a (figure 3). Indicating that the learning process public accountability which was carried out with methods of habituation and actualizing is not effective, because only a 12.48% who have a level of understanding and mastery of the material properly and fairly. Amount 67.46% only knowing the definition or understanding but have not mastered the concept, while 20.06% did not understand the conception. Close to the learning outcome target, material public accountability should be 100%, which means that any Civil Servants should not have to understand and master its concept as well as applied in an organization task daily. Incomprehension of Civil Servants against the value of public accountability will create condition of violations, abuse of authority, fraud and corruption. Basic values as important as public accountability cannot be formed with methods of habituation and actualizing, which in addition not clear from theoretical

base and not right, it is difficult to be implemented, measured and tagged.

Refer to the theory of planned Behavior (*Theory of Planned Behavior – henceforth TPB*) by Ajzen (1991), then it should be *DIKLATSAR* prospective Civil Servants about the basic values of the ANEKA, Civil Servant management, WoG and public services using learning methods the theory-based behavioristic. In the context of public accountability, accountable behavior which will be formed on civil servants, should be based on the intention is realized and the intrinsic motivation of Civil Servants concerned to realize the planned behavior will be executed. Efforts to form particular behaviors should consider three factors determinant that controls the formation of “intention to behave (behavioral indentation). In the absence of intention, then the behavior that planned it will not materialize by itself becomes a habit.

Accountable behavior realized not because of intrinsic motivation or intention, but because

of overbearing elements, namely Regulation and administrative procedures that forced Civil Servants obey. Elements of extrinsic motivation it becomes overbearing to meet security requirements to avoid problems when behaving unaccountable. Behavior-based extrinsic motivation accountable has weaknesses, namely risk violated when there are opportunities or opportunities get around as well as change the rules. In contrast to the behavior of accountable based on intrinsic motivation/desire (from within). It will remain consistent with the actual behavior of the already decided upon and would not conduct violations although there are opportunities.

Actual behavior relating to the basic values of ANEKA, including the value of accountability is the behavior with the scheme or the concept of cognitive and affective are complex and complicated, requiring the function of left-brain and right brain to understand it. The process of its formation most or almost entirely concerned with mental activities that affected the three determinants of behavior mentioned above. The lesson that process could not be reduced or simplified with more precise methods of habituation is used to train the mechanical skills such as driving a car, weld and others, because the form of disembodied cognitive scheme arrangement simple, mechanical and requires no stretch of the imagination.

INTERPRETASI BAGAN LAN TENTANG EXPERIENTIAL LEARNING

Figure 3. Thematic interpretation about experiential learning conception according to LAN RI

Based on the explanation theory of this TPB, the actual behavior of individuals/ Civil Servants in the context of public accountability, defined by 4 variables, namely: (i) attitude toward behavior; (ii) subjective norms; (iii) the perceived behavioral control; and (iv) the intention to behave. Measurement and assessment of the results of education and training to form the actual conduct planned by using the concept of TPB, should be based on context indicators and involving of all the variables are related. This will make DIKLATSAR to be more effective because the reasons as follows. (i) theory, methods and definition of concept that meets this aspect of validity and reliability; (ii) the operational definition can be formulated clearly so that it meets the criteria indicators: sensitive (*sensitive*); can be measured (*measurable*); can be reached (*attainable*); reliable (*reliable*); and the associated time (*time-related*) which are abbreviated as SMART.

Theoretically there are there is a fundamental error regarding the terminology used LAN RI, where habituation method is referred to as the learning process based on experience or the “*experiential learning*”. In the classification of theoretic, experiential learning categorized as a method of constructive approach to learning by the learner results in which the participants retrieved from the experience of carrying out certain activities. Cognitive scheme, the attitude and behavior that formed determined entirely by individual interpretation/participants over a situation that is experienced. On the other hand, habituation in the terminology called as a method of learning a non-associative (*non-associative learning*). Method study of non-associative learning methods together with conditionals (*conditionals learning*) being in the one clump behavioristic paradigm and theory of behavior. This terminology mistake led to an error concept that implies learning ineffectiveness.

Thematic analysis and content over the conception of habituation LAN RI observed from the following (figure 3).

According to the figure above, it looks that there are inconsistencies in the paradigmatic concept of habituation. Review of methodological, classification then habituation is included in the clump theory on behavior (*behavior theory*) with the learning paradigm behavioristic and its base is an experiment, and not experience individual. Experience-based learning (*experiential learning*) belongs to the clump theory *Advance-learning theory* with the paradigm of constructive; meaning that individuals obtain the results of their learning in the form of the knowledge constructed by way of the experience took over its interpretation. The situation and the same experience can have different meanings on different individuals, because each individual has its own interpretation over the situation that had befallen him. This should not happen at all in learning the basic value of ANEKA, including accountability, where each person/ employee must have the same conception of perception, and suitable. It cannot imagine if each employee had a different interpretation of accountability. Corruption will certainly better the quantity, quality or intensity.

Based on that explanation, then the terminology or methods of learning *experiential learning*, is inappropriately applied to learning accountability, which aims at forming habits or behaviors accountable.

a. Comparison methods of habituation with the method of TPB

According to the comparison between the method of habituation and methods the table 3 on TPB, it becomes clear that the use of methods of habituation to shape the behavior of Civil Servants based value of ANEKA is not right. This explains why method is habituation ineffective applied to shape the behavior of accountable (the planned behavior, even to shape the understanding and mastery of the material only, not effectual method of habituation, where only 12.48% participants who is able to understand and master the conception of public accountability.

Summary of the results of the interview with 12.48% who succeed understand and master the material stated that their capabilities are not retrieved

from the learning modules, but obtained from the self-learning of other reference sources, including from *widyaiswara*/ coach or mentor.

In their opinion, the method of the demands of exercise habituation in the concrete conditions of

the situation and the actual, hard applied to form a value-based behavior entirely based on the cognitive and affective schema abstraction.

Table 3. Comparison methods of habituation with the method of TPB

Substances	Habituation methods	Tpb methods
Stimulation	Intangibles/concrete – biological fission	Intangible/abstract-psychological
Cognitive Scheme	Simple –easy. There is no need of imagination	Complex– difficult, need imagination
Determinat Factors	The conscious and unconscious pre-industrial reflex	Knowledge, attitudes, norms and motivation
The results of the study	Mechanical/technical skills	Competence + actual planned behavior, character, personality and integrity
The base theory, concept and invalid constructs	It is not clear, it is difficult to be measured, assessed and evaluated	Clear, easily measured, assessed and evaluated
Implementation	Difficult, involving many Parties (<i>widyaiswara</i> , mentor, supervisor, supervisors, etc.)	Easier, less involved, quite <i>widyaiswara</i> and participants

b. Obstacles Faced In The Implementation Of Habituation And Actualization Of Public Accountability

The implementation of the basic values of accountability with learning methods of habituation faced a number of constraints or difficult factors that cause the occurrence of close results (*outcomes*) that

are not effective or farther than it should, i.e. only registration 12.48% compared with a target of close to 100% is that it should. Findings the results of the research on difficult factors or constraints are on habituation and actualizing values of public accountability is as follows:

Figure 4. Difficult/ constraint factors of habituation and actualizing value of accountability

The results in Figure 4 indicates that there are 10 constraints that lead to habituation and actualizing values public accountability becomes ineffective. Six of them are major obstacles, which include as follows. (i) The concept is abstract and difficult to understand, (88.14% participants). (ii) Module clearly not less/accountability (85.21% participants); (iii) there is no practice of habituation and actualizing; (iv) there is no concept of accountability that basis; (v) the operational definition of the concept and Definition is not clear; (vi) cannot be practiced in real conditions; and (vii) a greater emphasis on making design and actualization of the report.

The biggest obstacle in understanding accountability is because the concept is abstract and difficult to understand. If the participant is not able to understand the concept, then it is also automatically invalid constructs or operational definition. Participants do not have a picture or a measure on how accountability practices it in real conditions. The question of accountability often appears in conflict situations of authority/power, political and/or interests. In conflict situations, understanding and mastery of the

conception of accountability, as well as behavioral accountability thus needed to prevent violation or cheating. The employee does not understand about the accountability value and operational in practice. Then the violation or cheating occurred. Abstract concepts, coupled with no apparent learning modules, as well as the confusion of learning methods, will lead the effort to form behavior accountable will experience failure. How participants can form the habits and behavior of accountable, if the concept and construct just do not understand.

Amount 83.26% of participants stated that there was no practice of habituation and actualizing well on campus (*in campus*) or off campus (*off campus*). This statement is associated with other statements, that 64.12% of the participants stated that the activities of habituation and actualizing turned out to be more emphasis on design and manufacturing activity report, while the activities themselves are not habituation implemented.

If fact confirmed with the learning agenda according to LAN RI, then seen the presence of some of the problems as follows:

Figure 5. The learning agenda according to LAN RI

On the chart above, it appears a number of issues about who is doing the monitoring, assessment and evaluation of the implementation of the habituation. (See the yellow box). If there are delegated the responsibility of supervision, for example/leader or other mentor, then in fact it is considered extra workload tends not implemented. In the absence of oversight, then the practice of habituation, tend not carried out by the participants. According to the concept of habituation, LAN RI is the concrete activities practiced by the participants in the workplace. The fact shows that the practice of habituation are difficult to implement because of two reasons: (1) there are no concepts and operational definition of invalid constructs/clear so that it cannot be measured, assessed and evaluated; (2) there is no supervision. The condition that ultimately led to the “purpose of substitution (substitution goal)”, i.e. learning through methods of habituation and actualizing that originally aimed to form habits or behaviors, replaced by generating output (output) in the form of design and manufacturing activity report. The process of learning by habituation and actualizing methods measured and judged, not by the behavior indicators will be established, but with good indicators or whether draft reports and activities made by the participants.

IV. Conclusion and suggestion

a. The reasons why learning accountability is using the method of habituation and actualization cannot run effectively. It is because the method is not appropriate so paradigmatic and theoretical inconsistency. This implicates the confusion raises a number of con-

straints, which complicate implementation of the basic values of ANEKA learning, management of Civil Servants, the approach of WoG and public services.

b. There are 10 constraints or factors the learning impact on difficult method of habituation and actualizing it is difficult to implement. 10 difficult factors or constraints are as follows:

- a) Abstract and difficult concepts
- b) Module clearly not learning
- c) There is no practice of habituation and actualizing
- d) There is no conception of accountability that raw
- e) Operational definitions of concepts and Definitions are unclear
- f) More emphasis on design and manufacturing activity report
- g) Cannot be practiced in real conditions
- h) The relationship between subject and object is not clear accountability
- i) Not based on case Study
- j) Between *widyaiswara* and Perception between different participants

– Suggestion

a. For Lan Ri

Change the paradigm and the basic values of a ANEKA of learning methods, ASN management, WoG Approach with the behavioristic paradigm and method of the theory of planned behavior (TPB)

b. For Widyaiswara

Explore the validity and reliability of learning methods in practice habituation to form behavior-based abstract values such as ANEKA, find problems and then find a solution.

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