

# Determining Factors for the Implementation of Learning Organizations in the Human Resources Bureau of the Ministry of Home Affairs

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Changes in the strategic environment and the demands of bureaucratic reform encourage government organizations to enhance their adaptive capacity through continuous learning. In this context, the concept of a learning organization becomes particularly important, especially for human resource management units that play a strategic role in developing civil servants. This study aims to analyze the implementation of a learning organization within the Human Resources Bureau of the Ministry of Home Affairs, identify the factors influencing its implementation, and examine the efforts undertaken to optimize the application of the learning organization concept. This research employs a descriptive qualitative approach. Data were collected through in-depth interviews with structural officials and implementing staff within the Human Resources Bureau, observations, and document review. The data were analyzed using data reduction, data presentation, and conclusion-drawing techniques, accompanied by triangulation to ensure data validity. The findings indicate that the implementation of a learning organization within the Human Resources Bureau of the Ministry of Home Affairs has been underway; however, it has not yet been fully institutionalized as an organizational culture. The five disciplines of a learning organization personal mastery, mental models, shared vision, team learning, and systems thinking have emerged in work practices, particularly in strategic activities, but remain partial and situational in nature. Supporting factors for the implementation of a learning organization include leadership commitment, policy support for the merit system, and the presence of employees with strong learning motivation. Conversely, inhibiting factors include a strong administrative work culture, uneven employee competencies, resistance to change, and weak coordination and utilization of digital systems. This study concludes that the Human Resources Bureau of the Ministry of Home Affairs is in a transitional phase toward becoming a learning organization, requiring strengthened learning leadership, a shift in mindset, and the sustained institutionalization of organizational learning.

**Keywords:** learning organization, human resources, public bureaucracy

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## 1. Introduction

In the era of globalization and technological disruption, government organizations worldwide are required to adapt rapidly to increasingly complex strategic environmental changes. At the global level, the emergence of the 2030 Sustainable Development Goals (SDGs) places bureaucracy in a strategic position to ensure the achievement of sustainable development. The SDGs emphasize the importance of inclusive, transparent, and accountable governance as a prerequisite for development success. Moreover, in modern governance practice, the direction of bureaucratic transformation is toward the establishment of a world-class bureaucracy that not only relies on administrative structures and procedures but is also capable of continuous learning, innovation, and collaboration. Experiences from various countries demonstrate that adaptive bureaucracies are better able to respond to the demands of a dynamic global society, while slow and rigid bureaucracies tend to lose legitimacy and public trust.

At the national level, these global demands are translated into the Bureaucratic Reform agenda as mandated by Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010–2025. Bureaucratic reform is projected as a comprehensive effort to build a professional, modern, adaptive bureaucracy oriented toward public service. These reform initiatives focus on institutional restructuring, improvement of governance processes, and strengthening the management of human resources within the civil service. The government emphasizes that the quality of civil servants constitutes the core of bureaucratic transformation, as policy changes or organizational restructuring will not produce tangible impacts without professional personnel who possess integrity, competence, and the ability to learn and adapt to change.

The policy direction for strengthening civil service human resources is further reinforced through Law Number 20 of 2023 on the State Civil Apparatus and Government Regulation Number 11 of 2017 as amended by Government Regulation Number 17 of 2020 on Civil Service Management. These regulations stipulate that civil service management must be based on qualifications, competencies, and performance. The implementation of the merit system is positioned as the primary instrument to ensure the professionalism of civil servants and the alignment between employee placement and job requirements. Furthermore, Minister of Administrative and Bureaucratic Reform Regulation Number 40 of 2018 provides technical guidelines for the implementation of the merit system to ensure that personnel management is conducted objectively, transparently, fairly, and accountably across all government institutions.

The merit system itself has broad strategic implications. It is not merely a regulatory instrument but a mechanism to ensure that civil service management is based on potential, competence, and performance aligned with organizational needs. This approach is consistent with human capital theory, which views employees as strategic assets that must be developed through learning, training, experience, collaboration, and innovation (Caire & Becker, 1967). Therefore, improving the quality of civil servants cannot be achieved solely through structural arrangements or administrative procedures but requires an organizational ecosystem that promotes continuous learning and ongoing improvement.

To gain deeper insight into organizational cultural conditions, an analytical approach is needed that goes beyond macro-level performance indicators and considers psychological conditions, motivation, and employee behavioral dynamics, as measured through the Employee Engagement Survey (EES). The concept of employee engagement was first introduced by William Kahn in 1990. According to Kahn, employee engagement is a condition in which individuals fully express themselves physically, cognitively, and emotionally in the performance of their work roles. Employee engagement is formed only when three psychological conditions are met. First, meaningfulness, when employees perceive their work as meaningful and contributing to a greater purpose. Second, psychological safety, when employees feel safe to express opinions, innovate, and take on roles without fear of negative consequences. Third, availability, referring to the availability of sufficient physical and emotional energy to engage optimally. When these three conditions are not fulfilled, employee engagement weakens, ultimately affecting overall organizational effectiveness.

The results of the 2025 Employee Engagement Survey (EES) of the Human Resources Bureau of the Ministry of Home Affairs reveal considerable variation in scores across different divisions. The Career Development Division consistently recorded higher scores than other divisions, with values of approximately 2.72 for commitment, 3.20 for career and self-development, 3.38 for motivation and work environment, and 3.28 for work–life balance. These scores indicate that employees in this division perceive their work as more meaningful, have greater opportunities for self-development, and experience a more supportive work environment.

Meanwhile, the Transfer and Discipline & Rewards Divisions occupied a middle position, with average scores ranging from 3.0 to 3.2 across most dimensions, indicating relatively stable conditions that have not yet reached optimal levels. In contrast, the Human Resource Planning Division recorded the lowest scores across all dimensions, namely 2.52 for commitment, 2.84 for career and self-development, 2.99 for motivation and work environment, and 3.03 for work-life balance. This condition suggests that the aspects of meaningfulness, psychological safety, and availability, as described by Kahn (1990), have not been evenly established across all work units. When employees do not fully feel safe to express their opinions, do not perceive strong meaning in their work, or lack psychological availability to engage fully, individual and collective learning processes become constrained.

From the perspective of the learning organization as proposed by Peter Senge, such conditions directly affect the emergence of the five core disciplines, including personal mastery (individual willingness to continuously learn), mental models (openness to new ways of thinking), and team learning (the ability to learn collectively within teams). Lower EES scores in certain divisions, such as Human Resource Planning, may reflect weak psychological safety, which in turn slows the development of shared vision and limits the effectiveness of systems thinking in cross-unit work processes.

Thus, EES results not only reflect the level of employee engagement but also reveal the extent to which a learning culture has grown and functioned within the organization. These findings highlight the need for systematic efforts to build a more open, collaborative, and learning-oriented work environment as a foundation for implementing a learning organization within the Human Resources Bureau of the Ministry of Home Affairs.

To deepen the survey findings and accurately understand existing conditions, the author conducted observations and interviews with several employees and structural officials at the Echelon IV and III levels within the Human Resources Bureau of the Ministry of Home Affairs. Several factual phenomena emerged. First, decision-making processes within the Human Resources Bureau tend to remain top-down, with strategic decisions largely determined by leadership without participatory involvement of employees. This practice contradicts the spirit of existing regulations that emphasize coordination and comprehensive guidance. Research has shown that employee involvement in decision-making can enhance motivation, loyalty, and organizational effectiveness (Irawanto, 2015). Limited employee participation ultimately weakens the sense of belonging to the organization and reduces the quality of policies produced.

These conditions indicate that efforts to strengthen human resource management cannot rely solely on policies and formal structures but require approaches capable of building a more reflective, collaborative, and adaptive work culture. In this context, the concept of the learning organization as proposed by Peter Senge (1990) becomes increasingly relevant. Through its five core disciplines personal mastery, mental models, shared vision, team learning, and systems thinking organizations are encouraged to create environments that support continuous learning and more fundamental change.

Considering the complexity of the Human Resources Bureau's tasks and the internal dynamics revealed through the empirical data, it is important to understand the factors influencing the implementation of a learning organization within the Human Resources Bureau of the Ministry of Home Affairs. Identifying these determining factors is essential for building a strong learning foundation and enabling the organization to respond effectively to ongoing challenges.

This study is limited to examining the factors that determine the implementation of learning organization principles within the Human Resources Bureau of the Ministry of Home Affairs. The analytical focus is directed toward how the five disciplines of the learning organization according to Peter Senge personal mastery, mental models, shared vision, team learning, and systems thinking emerge, are practiced, or have

the potential to be developed within the context of the Bureau's operational activities. Within these boundaries, the study specifically examines organizational conditions, dynamics, and situations that enable the realization of sustainable learning practices.

## 2. Method

This study employs a qualitative research design. This design is considered the most appropriate because the objective of the study is not to test hypotheses quantitatively, but rather to describe, map, and understand the potential implementation of a learning organization in the management of civil service functions within the Human Resources Bureau of the Ministry of Home Affairs. According to Moleong (2017), qualitative research aims to provide a systematic, factual, and accurate description of the phenomena under investigation. Through this approach, the researcher is able to explore strategies that may be pursued by the Bureau to transform into a learning organization.

The data collected in this study are categorized into two types. First, primary data obtained directly from the field through interaction with research participants. These primary data were gathered through in-depth interviews with structural officials and staff of the Human Resources Bureau, with the aim of obtaining detailed insights into perceptions, experiences, and practices related to the potential implementation of a learning organization. Second, secondary data derived from various written documents and administrative records. Sugiyono (2018) explains that secondary data may include laws and regulations, official reports, archives, meeting minutes, and findings from previous studies relevant to the research topic. In this study, secondary sources include regulations related to the civil service, Human Resources Bureau reports, meeting minutes, activity agendas, and academic literature such as books, journal articles, undergraduate theses, and master's theses addressing learning organizations in the public sector.

In practice, informants were selected from multiple organizational levels within the Human Resources Bureau, ranging from structural officials and functional officers to implementing staff. Each organizational level is assumed to have different experiences in carrying out its duties. This diversity of positions is expected to provide a more comprehensive understanding of the extent to which learning organization principles are reflected or have the potential to be developed to support performance improvement within the Human Resources Bureau of the Ministry of Home Affairs.

Creswell (2023) classifies data collection techniques into four main strategies. The first is observation, which involves the researcher's direct presence in the field to observe participants' behaviors, activities, and interactions in their everyday work context. Data analysis in this study follows the model proposed by Miles and Huberman (1994), which conceptualizes analysis as a continuous and iterative process consisting of data collection, data reduction, data display, and conclusion drawing. Miles and Huberman emphasize that qualitative data analysis is not a final stage of research but occurs concurrently from the initial data collection through to the formulation of research findings. This analytical framework is considered appropriate for the present study because it provides a systematic structure for understanding complex organizational dynamics.

## 3. Research Findings and Discussion

### Implementation of the Learning Organization in the Human Resources Bureau of the Ministry of Home Affairs

#### a. Personal Mastery

In the context of a learning organization, personal mastery is understood as a continuous process of self-capacity development aimed at achieving optimal performance standards, while simultaneously fostering

an organizational environment that encourages individuals to grow and develop according to their potential. This discipline requires the ability to continuously expand knowledge, objectively assess reality, and focus energy on priority matters of strategic value. A learning organization requires individuals who possess strong competencies and a willingness to continuously adapt to change, whether related to technological advancements, work patterns, or shifts in mindset from routine-based systems to knowledge-based work systems.

Within the scope of this study, personal mastery can be interpreted as the willingness of employees in the Human Resources Bureau to strengthen their individual capabilities through self-directed learning, professional training, job rotation, mentoring, and cross-unit work experience. Individuals who consistently update their knowledge and skills become a strategic source of value for the organization. When a learning culture exists at the individual level and is supported systematically, it simultaneously contributes to the formation of a more adaptive, progressive organization capable of responding to the increasingly complex dynamics of modern bureaucracy.

Based on the results of interviews, observations, and document analysis, the implementation of personal mastery within the Human Resources Bureau of the Ministry of Home Affairs shows signs of emerging development; however, it has not yet grown evenly nor been strongly institutionalized. The Head of the Human Resources Bureau emphasized that, conceptually, organizational policy directions have encouraged the transformation of the Bureau's role from an administrative unit into a strategic human resources function. Nevertheless, this encouragement has not been fully internalized by all employees, particularly with regard to medium- and long-term personal development planning.

These findings reveal differences in how employees perceive and interpret learning. Some employees have begun to view learning as a strategic necessity for enhancing professional capacity and organizational contribution, while others still perceive work within the Human Resources Bureau as largely administrative routines that do not require continuous self-development. This condition indicates that personal mastery has not yet evolved into a collective organizational culture, but instead remains highly dependent on individual motivation.

Thus, it can be concluded that personal mastery within the Human Resources Bureau of the Ministry of Home Affairs has begun to develop but has not yet been institutionalized uniformly. Learning motivation and professional development initiatives remain largely dependent on individual initiative and context, rather than being supported by an organizational system that consistently integrates learning activities with job competency requirements and career development pathways. This condition underscores that strengthening personal mastery constitutes a foundational determinant in the implementation of a learning organization within the Human Resources Bureau of the Ministry of Home Affairs, while also serving as the basis for the development of other organizational learning disciplines.

#### **b. Mental Models**

The concept of mental models in the context of a learning organization refers to a reflective process of identifying, examining, and refining the patterns of thinking that underpin actions and decision-making. Mental models often function as automatic perceptual mechanisms in daily work practices. However, within a bureaucracy confronted with regulatory changes, digital transformation, and the demands of modern public service delivery, outdated ways of thinking may hinder adaptation and innovation. Therefore, a learning organization promotes open dialogue, reflective practices, and a willingness to challenge deeply embedded assumptions.

Within the context of the Human Resources Bureau of the Ministry of Home Affairs, mental models can be understood as organizational perceptions regarding how personnel management tasks are carried out, how

civil service management is conceptualized, and how change should be addressed. The implementation of a learning organization requires a culture of openness to new ideas, a willingness to question established working methods, and the courage to experiment with approaches that may be more effective than those traditionally considered “standard” within the bureaucracy.

At present, the Human Resources Bureau is undergoing a phase of institutional transition from its traditional role as an administratively oriented personnel bureau toward a more strategic function as a talent-based human resources manager. This shift necessitates new ways of thinking about tasks, job roles, competency development, and internal service delivery for employees across the Ministry of Home Affairs.

Analytically, the overall findings indicate that mental models within the Human Resources Bureau remain dominated by an administrative mindset and a strong orientation toward risk avoidance. In Senge’s theoretical framework, the organization largely remains at the level of single-loop learning, where the primary focus is on executing procedures correctly rather than questioning whether those procedures remain relevant. When examined in relation to civil service regulations, bureaucratic reform, and the Electronic-Based Government System (SPBE), which emphasize effectiveness, innovation, and the use of technology, this condition reflects a misalignment between formal policy objectives and organizational thinking practices.

### **c. Shared Vision**

Shared vision can be understood as a collective agreement regarding the organization’s future direction and aspirations. In an organization composed of individuals with diverse educational backgrounds, experiences, and perspectives, a shared vision serves as a unifying instrument that aligns energy, mindsets, and actions toward common goals. Alignment of vision across organizational units becomes increasingly important, given that each unit has distinct tasks, functions, and work focuses while remaining part of the same overarching organizational objectives.

In this study, shared vision is interpreted as a participatory process of constructing a shared image of the organization’s future, enabling employees to develop a common understanding and awareness of the long-term direction and goals of the Human Resources Bureau. This shared vision is not merely a normative statement or a formal slogan, but rather a source of intrinsic motivation that encourages employees to commit to change, engage in measured risk-taking, and generate innovative ideas. Such motivation does not arise solely from structural pressure or leadership directives, but from a shared belief that each individual’s contribution is meaningful in shaping the organization’s desired future.

Overall, the findings indicate that a shared vision within the Human Resources Bureau of the Ministry of Home Affairs has been relatively well formulated and understood at the leadership level, but has not yet been fully internalized evenly at the operational level. From a learning organization perspective, a shared vision becomes a driving force for learning and change only when it is built through broad participation and directly connected to the meaning of individual work. When participation remains limited and the vision is not translated into everyday work practices, the shared vision tends to become formalistic and less effective in fostering collective learning.

### **d. Team Learning**

Team learning is understood as the organization’s capacity to develop collective learning processes through teamwork characterized by mutual complementarity, reinforcement, and knowledge sharing. In modern organizations, work units no longer operate in silos but increasingly function through cross-functional teams that require effective collaboration and communication mechanisms. The success of team learning is strongly influenced by the presence of a shared vision and the ability to recognize interconnections among

processes through systems thinking. When organizational members are accustomed to sharing experiences, expressing ideas, and solving problems collaboratively, organizational capacity develops more rapidly than when learning occurs solely at the individual level.

In this context, team learning reflects the understanding that individuals within an organization do not merely work alongside one another but work together, complementing each other's strengths and weaknesses while building a shared sense of ownership over team outcomes. When team members are given space to exchange information, discuss challenges, test assumptions, and jointly formulate solutions, organizational learning becomes significantly stronger and more sustainable. Through this process, the organization relies not only on individual intelligence but also on collective intelligence that gradually emerges through professional interactions within teams.

Overall, the research findings indicate that team learning within the Human Resources Bureau of the Ministry of Home Affairs has emerged in work practices; however, it remains incidental and has not yet been integrated as an organizational culture. Cross-divisional collaboration tends to be stronger during periods of strategic task pressure but has not continued as a sustained process of collective learning. From the perspective of Peter Senge's learning organization theory, this condition suggests that team learning has not yet fully functioned as a primary lever for organizational learning.

#### **e. Systems Thinking**

Systems thinking fundamentally views the organization as an interconnected system in which no unit operates in isolation, but rather in relation to other units that collectively influence overall performance. In a bureaucratic context composed of multiple units and diverse functions, organizational effectiveness depends heavily on the ability to create mutually reinforcing working relationships. Cross-functional understanding ensures that actions taken by one unit are not viewed solely from a sectoral perspective, but also in terms of their impacts and consequences for other units and for the organization's overarching objectives.

In the context of this study, systems thinking is interpreted as a collective mindset in which every civil servant within the Human Resources Bureau is perceived as part of an interconnected learning system, rather than as an administrative component operating in isolation. Understanding how the work of an individual or unit affects processes in other units becomes essential for building an adaptive learning organization. With this perspective, decisions are no longer partial or fragmented, but represent comprehensive organizational responses in which each member understands their role and contribution within a broader system.

Overall, the findings related to the systems thinking discipline indicate that the Human Resources Bureau of the Ministry of Home Affairs is in a transitional phase, shifting from a fragmented mindset toward a more holistic perspective. Awareness of cross-unit interdependencies and policy impacts already exists, particularly at the leadership level, but has not yet been consistently translated into daily planning, decision-making, and the effective use of technology. Within the framework of Peter Senge's learning organization theory, this condition suggests that systems thinking has not yet fully become the foundational discipline supporting the development of other learning disciplines.

## Determining Factors in the Implementation of a Learning Organization within the Human Resources Bureau of the Ministry of Home Affairs

### a. Supporting Factors

#### 1. Human Resources and Leadership

At the human resources level, the findings indicate that the Human Resources Bureau possesses several important forms of capital that strongly support the potential development of a learning organization. First, in terms of individual understanding and readiness for self-development, several informants particularly human resource management analysts, assessors, and some structural officials demonstrated awareness that their roles are no longer merely administrative, but are strategically linked to the Bureau's function in advancing the merit system and fostering an adaptive bureaucracy. This awareness is reflected in the presence of employees who consciously formulate competency development targets, take initiative to participate in training programs, deepen their understanding of relevant regulations, or independently learn technologies related to their job responsibilities. This condition indicates the early emergence of the personal mastery discipline, characterized by individual commitment to continuous learning, capacity enhancement, and alignment of personal competencies with organizational objectives.

This individual readiness is also evident in the openness of some employees to feedback and their willingness to improve existing work practices. For example, analysts responsible for workforce planning data recognized that the quality of their analyses directly influences decisions related to recruitment and employee placement across organizational units. This awareness of broader impact motivates them not to remain satisfied with routine procedures, but to experiment with new analytical tools, refine methodologies, and integrate data from multiple sources. From a learning organization perspective, such practices not only reflect the strengthening of personal mastery but also indicate the early development of systems thinking, as employees understand the interconnections between individual tasks and broader consequences within the civil service management system.

Second, regarding openness to new ideas and methods, the study found that a relatively conducive climate for innovation has begun to emerge in certain units. In the Career Development and Discipline Divisions, for instance, some employees have initiated the development of dashboards, automated templates, and simplified reporting formats. Although these initiatives have not yet been fully institutionalized, their presence demonstrates that small groups within the Human Resources Bureau are willing to experiment with new methods, adopt simple technologies, and propose more efficient work processes. This attitude reflects a gradual shift in mental models and systems thinking, from rigid, procedure-oriented mindsets toward perspectives that are more open to learning and continuous improvement.

Third, leadership emerged as a key factor significantly influencing the acceleration of learning organization implementation within the Human Resources Bureau of the Ministry of Home Affairs. The findings show that leadership direction and commitment play a decisive role in shifting work patterns from administratively focused personnel management toward strategic and adaptive human resource management. This is reflected in leadership efforts to build shared perceptions, values, and work orientations within the Ministry of Home Affairs, particularly through the reinforcement of the core values of the civil service as the foundation of an organizational learning culture. Within Senge's *The Fifth Discipline* framework, this role primarily contributes to the formation of a shared vision, aligning collective goals and directions that underpin organizational learning.

One concrete manifestation of learning-oriented leadership can be observed in the implementation of the Internalization of Core Values *BerAKHLAK* and Capacity Building Programs for Civil Servants. These initiatives affirm the commitment of the highest leadership within the Ministry of Home Affairs to

transforming civil service work culture through the internalization of *BerAKHLAK* values service-oriented, accountable, competent, harmonious, loyal, adaptive, and collaborative which are closely aligned with learning organization principles. Through these forums, leaders not only convey normative messages but also position learning, capacity development, and adaptability as essential prerequisites for improving civil servant performance. Such practices strengthen mental models and systems thinking, as leadership deliberately seeks to shift entrenched procedural mindsets toward new ways of thinking that are more receptive to learning and change.

## 2. Organizational Factors (Budget and Infrastructure)

At the organizational level, the study found that the Human Resources Bureau possesses several resources that potentially support organizational learning processes. In terms of budgeting, allocations exist for training, workshops, and competency development activities for civil servants, including technical training, managerial training, and other professional development initiatives. The availability of such budgetary support functions as a structural prerequisite for the development of personal mastery, as it provides opportunities for individuals to continuously enhance their capacity and competencies. However, several informants noted that access to training opportunities tends to be concentrated among certain officials or employees already recognized as active, while implementing staff have not yet been proportionally accommodated. As a result, the role of budgetary support as a facilitating factor for the learning organization has not yet been fully optimized.

From an infrastructure perspective, the Human Resources Bureau has provided facilities that have the potential to support organizational learning, such as meeting rooms for coordination activities, which conceptually serve as platforms for developing the team learning discipline through interaction, discussion, and cross-divisional coordination. Beyond physical facilities, the use of personnel management applications and internal communication media also creates opportunities for knowledge and experience sharing, thereby enabling collective learning processes in addressing various human resource management challenges. This support is further strengthened by the availability of adequate technological equipment, including the use of virtual reality-based technology in assessment activities, which reflects the organization's efforts to adopt more modern and adaptive working and learning methods.

### b. Inhibiting Factors

#### 1. Challenges at the Individual Level

At the individual level, one of the main inhibiting factors in the implementation of a learning organization is the difficulty of transforming long-established mindsets. As reflected in the interview findings, a considerable number of employees have spent many years working within an administrative, procedural, and compliance-oriented framework. For these employees, work success is primarily measured by adherence to regulations, completeness of documentation, and the absence of audit findings. Such perspectives make efforts to introduce new paradigms such as collaborative work, innovation, or the use of technology to simplify processes often perceived as risks rather than opportunities. Change is viewed as potentially disrupting the "comfort" of systems that have long been in place, even when those systems are not necessarily efficient. This condition reflects a significant barrier within the *mental models* discipline, characterized by deeply rooted assumptions, beliefs, and ways of thinking that limit individual openness to learning and change.

In addition, challenges arise in sustaining motivation and consistency in learning. As discussed in the *personal mastery* dimension, employee motivation tends to fluctuate, increasing when individuals are involved in strategic programs with visible impacts, but declining when work returns to routine tasks. This fluctuation has direct implications for learning consistency. Employees may be encouraged to attend

training programs or experiment with new methods at certain points, but they do not always have sufficient energy, support, or incentives to maintain these efforts over the long term. This situation indicates weak sustainability of the *personal mastery* discipline, where individual commitment to continuous learning and self-capacity development has not yet been fully internalized as a habitual work practice.

Another inhibiting factor relates to individuals' capacity to adapt to the rapidly changing dynamics of the work environment. Regulatory transformations, increasing demands for merit system implementation, digitalization of processes, and rising public expectations require Human Resources Bureau employees to continuously update both their ways of working and ways of thinking. However, not all individuals are prepared to cope with the pace of these changes. For some employees, rapid change generates fatigue, confusion, or even latent resistance. They may formally comply with new requirements, yet substantively continue to rely on old patterns of work. From a learning organization perspective, this condition constrains the strengthening of the *systems thinking* discipline, as individuals do not fully comprehend the interconnections between policy changes, environmental demands, and their implications for roles and work practices. Consequently, what may be described as an "implementation gap" emerges: organizational documents and formal structures appear to change, but at the individual level, these changes are not fully internalized in everyday work practices.

## 2. Organizational Weaknesses and Structural Limitations

Beyond individual challenges, the study also identifies several structural weaknesses that hinder collective learning within the Human Resources Bureau. First, coordination and teamwork constraints limit cross-unit learning processes. Task overlap, ambiguity regarding service entry points, and duplication of work, as identified in this study, indicate that coordination mechanisms have not yet been fully clear or effective. Under such conditions, a significant portion of organizational energy is consumed by synchronizing tasks that could otherwise be avoided, thereby narrowing the space available for discussion, reflection, and learning-oriented improvement.

Second, there is a limited availability of formal and informal forums for knowledge sharing. Although ad hoc conversations and informal information exchanges frequently occur among employees, there are few systematically designed spaces for collective reflection and learning, such as regular cross-divisional review forums or knowledge-sharing platforms supported by information systems. As a result, valuable experiences from specific activities or units do not consistently evolve into shared organizational knowledge. Learning remains localized and person-dependent, attached to individuals or small groups, and is vulnerable to loss when employee rotation or reassignment takes place.

Third, existing work procedures and organizational workflows do not fully support continuous improvement. Many standard operating procedures (SOPs) are primarily designed to ensure compliance and administrative order, rather than to encourage ongoing evaluation and refinement. In such circumstances, procedures may function as "fences" that constrain creativity, particularly when they are not balanced by clear mechanisms for revising SOPs based on lessons learned from field experience. The tendency to preserve the status quo in order to avoid bureaucratic risks slows organizational learning and, in some cases, prevents it from taking place altogether.

### **Efforts to Optimize the Implementation of a Learning Organization at the Human Resources Bureau of the Ministry of Home Affairs**

Based on field findings, the Human Resources Bureau of the Ministry of Home Affairs has undertaken various efforts to optimize the implementation of a learning organization. These efforts can be understood as a series of actions encompassing the strengthening of individual capacity, the development of mindsets,

the improvement of organizational systems and work processes, as well as the utilization of external networks and policy frameworks as sources of organizational learning.

## 1. Internal Efforts

### a. Strengthening Employee Capacity and a Learning Culture

One of the most visible internal efforts is the strengthening of employee capacity and willingness to learn. This is reflected in the organization of various internal learning agendas, such as the *Kemendagri Merdeka Belajar* program conducted through a series of sharing sessions, Public Speaking Workshops, Effective Communication Strategies for Civil Servants, as well as initiatives aimed at strengthening psychological well-being, including *Counseling Week* and the webinar "*Mental Health, Optimal Performance: The Role of Counseling in the Workplace.*" These diverse activities demonstrate that the Human Resources Bureau views learning not merely as technical competency development, but also as an effort to enhance employees' personal and social capacities.

From the perspective of *personal mastery*, these activities provide employees with opportunities to broaden their perspectives, increase self-confidence, and develop adaptive capabilities relevant to the demands of modern bureaucracy. Several informants stated that participation in programs such as *Merdeka Belajar* or various workshops helped them reinterpret their technical roles as integral parts of a broader civil service management system.

At the same time, capacity-building initiatives are closely linked to efforts to renew work-related mindsets. The leadership of the Human Resources Bureau has explicitly encouraged employees to move away from the paradigm of an "administrative personnel bureau" toward that of a "strategic human resources bureau." This narrative has gradually shifted the perspectives of some employees, who have begun to view their daily tasks such as conducting job analysis, designing talent pools, or processing transfers not merely as procedural obligations, but as components of the broader merit system framework. This shift in meaning is important, as it forms the psychological foundation for the emergence of stronger learning motivation.

Nevertheless, the findings also indicate that these efforts to strengthen capacity and mindset have not yet fully evolved into an institutionalized learning culture. Systematic reflection on work experiences, for instance, has not become a routine practice. Forums dedicated to discussing "lessons learned from a process" tend to emerge only sporadically, particularly after major activities. In everyday practice, heavy routine workloads often cause learning to be perceived as an additional activity rather than an inherent part of daily work rhythms. In other words, capacity-building efforts are underway, but their transformation into an embedded learning culture remains at an early stage.

### b. Strengthening Systems, Processes, and Leadership

In addition to efforts at the individual and team levels, the Human Resources Bureau has also pursued optimization at the level of organizational systems and processes. One prominent initiative is the strengthening of talent management implementation based on Minister of Administrative and Bureaucratic Reform Regulation Number 3 of 2020 concerning Civil Service Talent Management. This regulation emphasizes that civil service management must be conducted systematically and sustainably to identify, develop, and utilize employees with high potential and performance. With this policy framework, the Human Resources Bureau has strong legitimacy to shift from an administrative approach toward a more strategic and learning-based human resource management model.

In practice, the Bureau implements talent management through the mapping of both potential and performance aspects of civil servants. Potential is measured through competency assessment results, educational background, training history, job experience, levels of engagement, and age as a basis for

succession planning. Performance, meanwhile, is assessed based on the achievement of performance targets (SKP) over the past two years, involvement in work teams, 360-degree evaluations, career aspirations, productivity, and attendance. These indicators are compiled from personnel information systems and internal surveys managed by the Human Resources Bureau.

The measurement results of potential and performance are subsequently processed into a talent matrix that categorizes civil servants into nine groups, ranging from those with low performance and low potential to those with high performance and high potential. This mapping serves as the basis for determining talent management recommendations, including competency development, performance coaching, strategic assignments, promotion, or reassignment to more suitable positions. Through this mechanism, human resource decisions are no longer reactive, but are instead based on continuous learning derived from performance and potential data.

Assessment Center results are also utilized to support various civil service management processes, such as open selection, potential mapping, career development, and merit-based position filling. The use of assessment outcomes reflects a shift from perception- or seniority-based evaluations toward data- and competency-based assessments. Thus, the Assessment Center functions not only as a selection tool, but also as a source of organizational learning in understanding employee strengths and development areas.

From a learning organization perspective, the strengthening of the Assessment Center contributes to systems thinking, as competency assessment results are integrated with talent management systems, competency development planning, and career management policies. In addition, the presence of trained internal assessors promotes continuous learning processes at both individual and organizational levels. Nevertheless, further optimization is required to ensure that assessment findings are consistently translated into integrated development plans and process improvements across all organizational units.

In practice, these learning-related systems and processes have not yet been fully integrated into daily cross-unit workflows. The linkages among assessment results, talent mapping, workforce planning, transfers, and career development still require strengthening to ensure that learning does not remain confined to specific subsystems. While cross-unit coordination has begun to improve through shared data agreements and coordination meetings, documentation and process standardization are still evolving gradually.

Leadership plays a critical role in this dynamic. The leadership of the Human Resources Bureau consistently emphasizes merit-based and learning-oriented human resource management, both in internal forums and through direct involvement in learning activities such as sharing sessions and talent management initiatives. This leadership style, which is gradually shifting toward a more facilitative and visionary approach, provides positive signals for organizational learning. However, at the operational level, it continues to coexist with bureaucratic work patterns that emphasize caution and procedural compliance.

## 2. External Efforts

### a. Collaboration and Learning Networks

Efforts to optimize the implementation of a learning organization are also pursued through the utilization of external learning networks. The Human Resources Bureau actively participates in various activities involving external speakers and partners, including policy dialogues, the sharing of best practices, and capacity-building through professional forums. Initiatives such as *Kemendagri Merdeka Belajar*, which feature speakers from diverse institutions and professional backgrounds, have broadened employees' perspectives on human resource management practices beyond the internal context of the Ministry of Home Affairs.

In addition, benchmarking and comparative studies with other institutions serve as important learning mechanisms to enrich human resource management practices and organizational governance. Through these activities, the Human Resources Bureau gains references to relevant best practices while simultaneously expanding employees' perspectives regarding potential innovations in human resource management. Within the learning organization framework, benchmarking contributes to the strengthening of *mental models* by challenging long-standing assumptions and routines, and to the development of *team learning* through collective discussion and reflection on observed practices. At the same time, such activities reinforce *systems thinking*, as employees begin to understand the interconnections among policies, work processes, and technological support as components of an integrated organizational system and their implications for overall organizational performance. Consequently, learning does not stop at technical adoption, but evolves into a more comprehensive systemic understanding.

#### b. Support from External Policies and Programs

The final dimension of optimization efforts involves leveraging external policies and programs to strengthen organizational learning. In this context, the Human Resources Bureau does not merely act as an object of national policy implementation such as civil service policies, the Electronic-Based Government System (SPBE), bureaucratic reform, and the merit system but also seeks to position these regulations as learning frameworks. This approach reinforces the discipline of *systems thinking*, as external policies are understood not as isolated directives, but as parts of an interconnected system that relates to internal work processes, organizational structures, and human resource performance within the Bureau.

National policies such as the bureaucratic reform agenda, the implementation of the merit system, and SPBE initiatives inherently demand changes in bureaucratic mindsets and work practices. The Human Resources Bureau utilizes these policies as a form of "legitimizing umbrella" to drive internal improvements. For example, when promoting the digitalization of human resource services, Bureau leaders refer to SPBE policies and bureaucratic reform targets as key rationales for encouraging employees to move away from manual work patterns. Similarly, in developing assessment systems, talent pools, and career development mechanisms, references are made to standards established by institutions such as the Civil Service Commission (KASN), the National Civil Service Agency (BKN), and the National Institute of Public Administration (LAN) as learning benchmarks.

#### Synthesis of Internal and External Efforts

The series of internal and external efforts outlined above indicate that the Human Resources Bureau of the Ministry of Home Affairs has not started from scratch in implementing a learning organization. Various initiatives although still fragmented and not yet fully integrated demonstrate a conscious effort to strengthen employee capacity, shift mindsets, improve systems and coordination, and remain open to external knowledge sources.

However, this study also highlights a persistent gap between potential and actualization. Capacity development initiatives have not yet fully transformed into an embedded learning culture; collaboration and benchmarking activities have not been systematically processed into institutional knowledge; and national policy support has not yet been fully utilized as a structured framework for internal reflection.

Thus, the discussion of efforts to optimize the implementation of a learning organization at the Human Resources Bureau does not merely describe what has been accomplished, but also reveals strategic spaces that remain open for further strengthening. These spaces form the foundation for the research recommendations, targeting the individual level (strengthening *personal mastery* and learning-oriented mindsets), the team level (developing *team learning* forums and cross-unit coordination), and the

organizational level (aligning standard operating procedures, digital systems, learning-oriented leadership, and external network management), so that the Human Resources Bureau can genuinely evolve into a learning organization that sustainably supports the performance improvement of the Ministry of Home Affairs.

### 3. Conclusions

Based on the research findings and discussion presented in Chapter IV, the conclusions of this study are formulated to address the research questions regarding the implementation of a learning organization in the Human Resources Bureau of the Ministry of Home Affairs, as follows.

#### 1. Implementation of the Learning Organization in the Human Resources Bureau of the Ministry of Home Affairs

The implementation of a learning organization in the Human Resources Bureau of the Ministry of Home Affairs has been initiated; however, it has not yet been fully internalized as a comprehensive and sustainable organizational culture. The five disciplines of a learning organization *personal mastery*, *mental models*, *shared vision*, *team learning*, and *systems thinking* have emerged in work practices, particularly in strategic programs and activities, but their application remains partial and has not been systemically integrated.

At the individual level (*personal mastery*), capacity development tends to be more evident among employees occupying strategic positions or key roles, while a significant proportion of staff remain oriented toward routine administrative tasks. This condition influences the organization's *mental models*, where administrative mindsets and bureaucratic risk aversion remain dominant and limit openness to change and innovation.

The *shared vision* discipline indicates that the strategic direction of the Human Resources Bureau as a merit- and talent-based human resource manager has been clearly articulated at the leadership level. However, the internalization of this vision has not yet fully reached the operational level, resulting in a gap between long-term organizational goals and employees' daily work practices. Regarding *team learning*, cross-unit collaboration has occurred, particularly during periods of strategic urgency or high workload pressure, but it has not yet evolved into an institutionalized pattern of collective learning embedded in routine organizational practices. Meanwhile, *systems thinking* has begun to develop alongside growing awareness of interprocess linkages and the impact of human resource policies on other organizational units, although such systemic thinking remains situational rather than consistently applied.

Overall, the implementation of a learning organization in the Human Resources Bureau of the Ministry of Home Affairs can be characterized as being in a transitional stage, where elements of organizational learning are present but have not yet been fully integrated or consistently embedded across the organization's work systems.

#### 2. Supporting and Inhibiting Factors in the Implementation of a Learning Organization

This study finds that the implementation of a learning organization in the Human Resources Bureau is influenced by a combination of supporting and inhibiting factors that interact with one another. Key supporting factors include leadership commitment to strengthening the Bureau's strategic role, the presence of employees with learning motivation and relevant functional competencies, and national policy support related to the merit system, talent management, and digital transformation in civil service administration. In addition, the availability of initial infrastructure, such as personnel information systems, serves as an important foundation for the development of organizational learning.

Conversely, inhibiting factors remain substantial and significantly affect both the pace and depth of learning organization implementation. These barriers include deeply entrenched administrative work cultures, uneven employee capacity and readiness for change, resistance to innovation, weak mechanisms for collective learning and cross-unit knowledge sharing, and suboptimal integration between digital systems and manual work practices. As a result, organizational learning processes tend to occur sporadically and have not yet become an integral part of daily work culture.

3. **Efforts of the Human Resources Bureau to Optimize the Implementation of a Learning Organization**  
The Human Resources Bureau of the Ministry of Home Affairs has undertaken various adaptive and incremental efforts to optimize the implementation of a learning organization. Internally, these efforts include the provision of training and competency development programs, the formation of cross-unit teams for strategic initiatives, the strengthening of leadership roles as drivers of learning, and the simplification of work processes to enhance effectiveness and collaboration. These initiatives reflect organizational awareness of the importance of learning in supporting performance improvement and institutional transformation.

Externally, the Bureau has engaged in collaboration and coordination with relevant institutions such as the National Civil Service Agency (BKN), the Civil Service Commission (KASN), and the National Institute of Public Administration (LAN), as well as benchmarking activities to learn from more advanced human resource management practices. The utilization of the merit system policy and the Electronic-Based Government System (SPBE) as organizational development frameworks further demonstrates the Bureau's openness to learning from its external environment. Nevertheless, the effectiveness of these efforts remains highly dependent on the organization's ability to consistently integrate learning outcomes into policies, procedures, and organizational culture.

In conclusion, this study finds that the Human Resources Bureau of the Ministry of Home Affairs is currently in a transitional phase toward becoming a learning organization. While a fully established learning organization culture has not yet been achieved, foundational elements and supporting conditions have begun to take shape. To further advance the realization of a learning organization, sustained reinforcement is required in individual capacity development, organizational mindset transformation, institutionalization of collective learning, application of systemic perspectives, and leadership practices that consistently promote learning across all organizational levels.

## Recommendations

### Theoretical Recommendations

1. **Strengthening the conceptual framework of learning organizations in the public bureaucracy context.**  
This study demonstrates that the learning organization concept should not be viewed as a standalone normative model, but rather as an adaptive framework that must be aligned with the characteristics of hierarchical, regulation-driven, and accountability-oriented public organizations. Therefore, theoretical development of learning organizations in the public sector should emphasize a balance between learning, compliance, and administrative risk management.
2. **Reinforcing leadership as the linkage between individual learning and organizational performance.**  
The findings reinforce theoretical perspectives that emphasize leadership as a central mechanism in transforming individual learning into organizational learning. Leadership should be understood not merely as a decision-making function, but as a sense-making process that aligns learning, organizational culture, and strategic objectives.
3. **Integrating organizational learning with performance management and governance systems.**  
Theoretically, this study confirms that learning organizations cannot be sustained without integration into performance measurement, evaluation, and governance mechanisms. Consequently, learning organization theory in the public sector should explicitly link learning dimensions with performance

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management and bureaucratic control systems to ensure that learning is institutionalized rather than remaining at the level of individual behavior.

### Practical Recommendations

1. Establish mandatory, short, and routine learning forums at the unit level.  
Implement a fixed weekly agenda of 20–30 minutes (e.g., Friday mornings) focusing on one work issue, one lesson learned, and one improvement to SOPs or checklists. A one-page meeting note should be uploaded to a shared folder. This addresses weak collaboration and coordination issues that contribute to task duplication.
2. Transform work meetings from directive sessions into question-driven forums.  
Apply a simple rule whereby each meeting includes at least three clarification questions and one process improvement proposal from participants (assigned on a rotating basis). This approach aims to reduce top-down culture and foster critical and constructive thinking.
3. Mandate measurable post-training follow-up actions.  
Require each employee who attends training to develop a one-page action plan outlining up to two small changes implementable within 30 days, followed by a 10-minute presentation in a weekly forum. This ensures that competency development extends beyond certification and addresses gaps in effective capacity utilization.
4. Strengthen cross-unit coordination through cross-process focal points.  
Appoint cross-unit focal points for two to three interrelated processes (e.g., workforce planning–mutation–discipline). The objective is to eliminate duplication, harmonize data, and establish shared internal service standards.
5. Shift the Bureau's role from administrative to strategic through learning-oriented behavioral indicators.  
In addition to output targets, introduce simple indicators such as the number of SOP or checklist improvements per month, the documentation of best practices, and the number of data-based recommendations adopted by leadership. These indicators help shift organizational orientation from mere compliance toward growth and impact, in line with the strategic evolution of the Human Resources Bureau.

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