

Organizational Culture Transformation At Civil Service And Human Resource Development Agency Of Biak Numfor Regency

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Abstract: Organizational culture has become a very interesting and most important issue in the millennium era in order to make sustainable changes and to realize competitive advantage and survival ability of an organization in an ever-changing environment. Thus, organizational culture is a key element of change that will have a strong influence on an organization's work system. This study aimed to (1) Describe, interpret and analyze organizational culture set at Civil Service and Human Resource Development Agency (BKPSDM) of Biak Numfor regency; (2) Describe, interpret and analyze organizational culture climate at Civil Service and Human Resource Development Agency (BKPSDM) of Biak Numfor regency. This research is qualitative research by using interviews, observation and document review as data collection techniques.

The results of the study show that; (1) there are only four of the seven primary organizational cultural values that exist at the level of knowledge perceptions of BKPSDM of Biak Numfor regency personnel, namely the values of attention to details, people orientation, team orientation and proactive aggression. The value of team orientation is also found in documentary forms (formalization); (2) there are only four of the seven primary organizational cultural values that exist at the level of work attitude and behavior of the personnel, namely the values of attention to details, outcome orientation, team orientation and stability. Among the four values and organizational culture climate of BKPSDM of Biak Numfor regency, only two of them indicate transformation, namely the values of attention to details and team orientation, which are transformed from the level of knowledge perceptions into the work attitude and behavior of the personnel. However, findings of the existence of these values cannot fulfill the formal requirements of 'organizational culture strategy' so that BKPSDM of Biak Numfor regency cannot claim them as a set of values and organizational culture climate at BKPSDM of Biak Numfor regency.

Key Words: Transformation, Culture, Organization

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I. INTRODUCTION

Organizational culture has become a very interesting and most important issue in the current millennium era. It is not just to explore it, but rather, in order to make sustainable changes, organizational culture is intended to realize competitive advantage and survival ability in an ever-changing environment. If organizational culture is not managed seriously, an organization can experience setbacks and this will affect its sustainability, which ultimately can lead to extreme organizational death.

Organizational culture is of great importance, which is a key element of change that will have a strong influence on an organization's work system. The culture of an organization is formed due to its adaptation and survival to internal and external environments. Culture is a way out for groups in organizations in dealing with all external and internal problems. It is certain that every organization adheres to a culture that distinguishes it from other organizations. The existence of this organizational culture, if categorized, can be identified as culture set and as culture climate. Organizational culture is identified as culture set if it includes the norms of behavior, assumptions, and beliefs of an organization. On the other hand, organizational culture is identified as culture climate if it refers to personnel perceptions of the values, norms and beliefs held in the organization and reflected through the attitudes and behavior of organizational personnel (Owens, 1991).

Referring to this argument, the achievement of an organization can occur because of the distinctive and strong cultural support embedded in the operational dynamics of the organization. Conversely, failures in maintaining organizational sustainability are fundamentally due to the lack of attention to the culture required for the organization to develop. One significant fact that underlies organizational failure in maintaining sustainability and development is the tendency to not easily identify and understand organizational culture. In

general, organizational personnel do not realize that organizational culture is a basic frame in behaving and acting in the operational context of the organization.

In the work network of the Biak Numfor Regency Government, the organization of the Civil Service and Human Resource Development Agency (BKPSDM) is closely related to the culture of this regional public organization. Through its main tasks and functions, this regional technical unit is responsible for the strategic plan for developing the culture of regional public organizations. The one culturally characterized by other regional technical agencies in this district is the implication of culture set formulated by the Civil Service and Human Resource Development Agency. Other agencies that adopt regional public organization culture set in the regency play a role in ensuring the cultural climate of their respective organizations.

Determination of the object of study is aimed at the indication of the organizational culture transformation at the Civil Service and Human Resource Development Agency through the study of culture set and cultural climate concerned. Based on the background of the problem described earlier, this study sought to answer questions; (1) How is the profile of organizational culture set of the Civil Service and Human Resource Development Agency of Biak Numfor regency? (2) How is organizational culture climate of the Civil Service and Human Resource Development Agency of Biak Numfor regency?

The Concept of Organizational Culture

a. Organizational Perspective

Every human being lives in an organization. Therefore, organization is an integral part of human life. In this view, both organization and human life are a dynamic formulation.

This can be seen in the definition of the organization proposed by Ivancevich, Gibson and Konopaske (2011), and Robbins and Judge (2015) that organization is a media that allows community to achieve results that previously could not be achieved by individuals. An organization is a coordinated unit that consists of at least two people who function to achieve a specific goal or set of goals. Organization also functions as a system of interaction between members to achieve organizational goals, where the system provides behavioral directions for the members. This definition emphasizes efforts to achieve common goals effectively and efficiently through coordination between organizational units. As a social system that needs to be coordinated, organizations need management.

b. Cultural Perspective

Every individual has a personality, so does the organization. Every individual is characterized by different personalities. Similarly, an organization also has its own characteristics that distinguish it from other organizations. Organizational characteristics are the hallmark of an organization. Like individuals, organizations can be classified according to their characteristics. These properties can then be used to predict individual attitudes and behaviors in the organization. These organizational characteristics are identified as organizational culture.

There is a variable in the organization that has a very decisive role in achieving organizational goals. Although it is difficult to determine or describe, the variable exists and manifests itself descriptively through the behavior of people in the organization, both in general and specific forms. This variable is popularly called organizational culture and climate. As the role of culture in directing a society, an organization also has a culture that regulates how its members behave and act.

According to Pheyse (1993), Kotter and Heskett (2008), Schein (2010), and Hofstede (2016), culture is a pattern of basic assumptions that are created, discovered, or developed by certain groups as learning to overcome problems of external adaptation and official and well-executed internal integration. Therefore, culture is taught (inherited) to new members as the right way to understand, think about, and feel these problems. Culture is values and beliefs that provide a "programmed" perspective. These values are translated as anything that is glorified (esteemed), upheld (prized) or valued (appreciated) in that culture. Trust is defined as what someone thinks is true.

Thus, the forms of culture definition can be identified through three aspects, namely: *first*, culture is abstract, constitutes beliefs, basic assumptions, ideas, morals, norms, customs, laws or regulations. *Second*, culture is in the form of attitude, which is a pattern of behavior or habits of humans in a community that describes adaptability, both internally and externally. *Third*, culture is physically visible, namely in the form of human work.

c. The Definition of Organizational Culture

Organizational culture refers to the norms of behavior, assumptions, and beliefs of an organization, while the organizational climate refers to the perceptions of people in the organization that reflect these norms, assumptions and beliefs (Owens, 1991). Thus, organizational culture is an "organizational personality" that influences the way individuals act in it through explicit and implicit patterns of and for behaviors that are

needed and manifested as the result of different groups of humans including objects created by them (Ivancevich, Gibson and Konopaske, 2011, Robbins and Judge, 2015).

The existence of organizational culture as identified by Schein (2010) carries out external functions and internal functions. The external function of organizational culture is to adapt to the environment outside the organization, while its internal function is related to the integration of various resources within it, including human resources. Thus, externally, organizational culture will always adapt to cultures outside the organization continuously so that organizational culture will always experience adjustments.

The stronger the organizational culture, the less likely the organization will be influenced by the external culture that develops in its environment. Meanwhile, the viscosity of internal functions will be strengthened if the organization develops norms, rules, traditions and organizational customs that are continuously fostered by its members so that the culture will gradually become stronger.

d. Dimensions of Organizational Culture

O'Reilly, Chatman and Caldwell (1991) proposed seven domains that cover cultural profiles in organizations descriptively, namely:

1. *Innovation and risk taking*, namely the degree to which workers are encouraged to be innovative and take risks
2. *Attention to detail*, namely the degree to which the workers are expected to show precision, analysis, and attention to details
3. *Outcome orientation*, namely the extent to which the leader focuses on results, not on the technicality of the process used to achieve results
4. *People orientation*, namely the extent to which management decisions take into account the effects of results on people in the functioning of organizational culture at the core of an organizational culture
5. *Team orientation*, namely the extent to which work activities are organized on the basis of work teams rather than individuals
6. *Aggressiveness*, namely the extent to which people in the organization are aggressive and competitive
7. *Stability*, namely the extent to which organizational activities emphasize the maintenance of the status quo as a contrast to growth



Source: O'Reilly, Chatman and Caldwell (1991)

Each of these characteristics moves on a continuity from low to high. Assessing an organization with the seven characters will describe its organizational culture. The picture then becomes the basis for mutual understanding of organizational members about their organization, how things are done based on these shared understandings, and the ways in which organizational members should behave (Robbins and Judge, 2015; 486).

II. RESEARCH METHOD

This research is intended to examine indications of organizational culture transformation at the Civil Service and Human Resource Development Agency of Biak Numfor regency. The empirical facts of the

research were obtained from the existence of culture set and culture climate of the organization. Based on its nature, the object of study is a special condition so that this study is a case study.

This research is based on the natural conditions of the facts studied. The approach or perspective of this research refers to interpretive phenomenological post positivism philosophy so that the emphasis is on meaning, process orientation and descriptive analytics.

The type of primary data and secondary data is adjusted to the proportion of the research objectives. Both types of data requirements were explored through the two main dimensions of organizational culture of the technical agency of the Biak Numfor Regency Government, namely through the culture set and culture climate of the organization concerned.

Key informants and ordinary informants are primary data sources. Meanwhile, secondary data was obtained from documents as well as physical and non-physical devices of the organization that can provide information about organizational culture set and climate at the research locus. All civil servants within the scope of Civil Service and Human Resource Development Agency of Biak Numfor regency who could potentially provide the necessary information and data acted as ordinary informants.

Akses menuju penjelasan terhadap seluruh pernyataan masalah penelitian ini ditempuh melalui kajian terhadap perangkat budaya dan iklim budaya Badan Kepegawaian dan Pengembangan SDM Kabupaten Biak Numfor.

With reference to the concepts of O'Reilly, Chatman and Caldwell (1991) and (Owens, 1991), the focus of this study is described as follows:

- a. Culture set is an aspect of organizational culture which is a representation of verbal and material behavior norms, assumptions, and beliefs of an organization. The representation of culture set is manifested in the mission, strategy, goals, methods, measures and corrections that an organization refers to.
- b. Culture climate is the perception of personnel towards the values, norms and beliefs held in the organization and reflected through their attitudes, behavior and actions.

The main data collection technique is in-depth interviews using an interview guide as a data collection technique that is carried out to obtain direct information by asking questions to predetermined informants.

The data analysis technique used is qualitative data analysis with descriptive analytics, where the analysis was carried out after data was collected through interviews and direct observation in the field. Data analysis includes the process of arranging data sequences and organizing them into a pattern, category, and basic description unit so that themes can be found and alternative hypotheses can be formulated as based on the data (Muhadjir, 2000)

III. RESULT AND DISCUSSION

Based on the results of theoretical verification of the focus of this research, the findings indicate that; (1) culture set; and (2) culture climate of BKPSDM of Biak Numfor regency have minimal (nil) facts that prove the existence of formal characteristics of both organizational culture components. Therefore, analysis and discussion are more directed at efforts to understand the nature of the condition rather than tracing the functional consequences of the condition. This consideration is also taken in order to give and show the administrative weight of the results of the analysis: that in the next discussion it can be proven how these conditions are motivated by administrative causes. Moreover, the disclosure of the causes has a useful value that is relevant to the empirical needs of the BKPSDM organization of Biak Numfor regency.

1. Culture Set of the Civil Service and Human Resource Development Agency of Biak Numfor Regency

Data analysis of BKPSDM organizational culture instruments in Biak Numfor Regency is based on seven indicators that conceptually according to Robbins (2015) are aspects that characterize organizational culture. This organizational culture set is understood as a system of shared meaning, whose existence must be identified through documentation and perceptive forms (Owens, 1991).

The existence of values in forms of documentation in this case means that the values have been given assumptions as something ideal, sublime and or great for the benefit of the organization. By that (giving certain assumptions to existing values in the organization), the values of the organization get its ideal to then take its role as the norms in the organization (Ekwutosi and Moses, 2013).

The aforementioned paragraph (Ekwutosi and Moses, 2013) shows that to achieve the functional level of an existing value in an organization, a collective assumption of the ideality of value is needed to put it in place so that the value can work as a norm in the organization. It will work as a regulator of perception and knowledge so that the existence of normalized values can control the behavior of organizational personnel towards certain qualifications desired by the organization.

That every personnel in the BKPSDM of Biak Numfor regency certainly has provisions (at least knowledge) about certain values obtained from the social environment and cultural environment. However, the existence of these values is initially arbitrary because they are still "innate" individual values (Dewanto, 2008).

When management of an organization takes the initiative to identify and give shared assumptions about the values that exist in the individuals themselves, at that moment the initiation of the organizational culture of the organization takes place. Conversely, even though the ideals of certain values are not recognized by each organization personnel, but are urgent and relevant to the interests of the organization, management can confirm them collectively to the personnel to be "promulgated" as a set of cultural values within the organization.

The position of the organizational culture set (the first problem statement) of the Civil Service and Human Resource Development Agency (BKPSDM) of Biak Numfor regency lies in that line of argumentation. Data on the culture set of BKPSDM of Biak Numfor presented in the sub-section of the results of the research above shows the extent of the organization's deliberate efforts in utilizing existing values. This is in the form of the results of identification of the organization's management of values that are deemed necessary and important for the organization, which at the same time exist in the awareness of individual personnel without exception.

2. Organizational Culture Climate of BKPSDM of Biak Numfor Regency

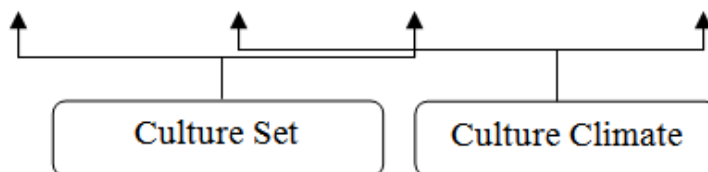
Culture set and organizational culture climate are two main elements of organizational culture (Owens, 1991). Through these two elements, the building of organizational culture can be reconstructed. The first phase of reconstruction goes through seven sets of organizational cultural values (Robbins, 2015) above to sub discussion of data analysis. Specifically in this section, the organizational culture climate of BKPSDM of Biak Numfor is identified through a description of the attitude and behavior of the personnel (Owens, 1991). The description of attitudes in this case is at the same time a perception of personnel towards the set of values, norms and beliefs adopted in the organization.

Based on the definition referred to, the cultural climate data collected was presented using productivity and commitment parameters. An ideal value proven descriptively through perceptions and attitudes, behavior and actions of personnel can only be confirmed as cultural climate data if it can be proven through productivity and organizational commitment. Productivity and organizational commitment in the context of organizational culture function as a value binder (Robbins, 2015).

Based on the objective conditions of the reality of cultural devices and the organizational culture climate of BKPSDM of Biak Numfor, the following is a tabulation of the results of identifying the existence of these two elements of organizational culture as thematic insights for further transformation analysis;

Results of Identification of Existence of Seven Primary Organizational Culture Value Indicators at BKPSDM of Biak Numfor

| No | Ideal Value | Level | | |
|----|--------------------------|---------------|-------------|---------------------|
| | | Documentation | Perspective | Attitude & Behavior |
| 1 | Innovation & Risk Taking | X | X | X |
| 2 | Attention to Details | X | √ | √ |
| 3 | Outcome Orientation | X | X | √ |
| 4 | People Orientation | X | √ | X |
| 5 | Team Orientation | √ | √ | √ |
| 6 | Proactive Aggression | X | √ | X |
| 7 | Stability | X | X | √ |



The table above is a tabulation format that describes the existence of the seven primary ideal values of organizational culture (Robbins, 2015; yellow column), at the levels of documentation, perspective and work attitude/work behavior of personnel (Kreitner and Kinicki, 1992; green and red columns), and the category as an element of organizational culture (Owens, 2011; green column is culture set category and red column is culture climate category) at BKPSDM of Biak Numfor Regency.

The research findings show that only one ideal value whose existence can be categorized as the organizational culture set of BKPSDM of Biak Numfor. Besides that, only four ideal values were found which could be categorized as the organizational culture climate of BKPSDM of Biak Numfor with a number of explanatory arguments. Specifically regarding the findings of perspective, this evidence shows the predisposition of values towards their manifestations in the work attitude and work behavior of personnel, besides as primary data (legitimacy).

Based on the results of analysis of organizational culture set and climate culture data of BKPSDM Biak Numfor, then in general, on the objective conditions of cultural transformation that take place, this organization is in a constellation, which in this study is called **“has not advanced significantly enough, but is facing the risk of setbacks”**.

Chronologically, the factual reality of BKPSDM of Biak Numfor organizational culture transformation faces two categories of problems as the basis of the above conclusion, namely: First, BKPSDM of Biak Numfor has no formal organizational culture. The ideal cultural values that exist in the social environment of the organization are only purely individual values. These values are innate and natural forms of social systems and cultural systems that become the background of the ethnicity of individual organizational personnel. Therefore, these individual values are arbitrary, do not bind and regulate the behavior of personnel as how they must behave. From the seven Robbins's (2015) organizational primary value indicators, only four value ideals that exist at the level of perceptions of knowledge of personnel are found and they are a set of innate values from the socio-cultural environment, therefore they are arbitrary. Although the ideal of the four primary values of the organization is found in the level of work attitude and behavior of personnel, because managerial roles do not function, it cannot be claimed as the set of organizational culture values. The value constellation is the value of the organization's social environment. The implication of this condition is that this organization faces the risk of setbacks, as it contributes to forming general conclusions of the research. The most recent factual data indicating this prospect is the drastic decline in the performance of the organization's program (budget absorption) since 2017, so that in the 2018 budget year, BKPSDM has experienced a cut in budget capacity of up to 1.3 billion Rupiah. Second, the organizational culture climate of BKPSDM of Biak Numfor shows that (based on the managerial perspective on point 1 above) technically the manifestations of BKPSDM of Biak Numfor organizational cultural values in personnel work attitude and behavior are very unstable and vulnerable. The attitude manifestations of the two primary values of the organization are only caused by individual tendencies, so that the position of work attitude and behavior is arbitrary. This is not the result of planning, maintenance and engineering of social systems and organizational culture systems (*organizational nurture*).

IV. CONCLUSION

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