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# Knowledge Management: Organizational Culture in Indonesian Government Human Capital Management

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## Abstract

Organizational culture believed as an enabler's of knowledge management implementation. Others assumed that one of critical success factor of knowledge management can be seen from its culture. Generally organizational culture has positive impact to knowledge management. Type of organizational culture can be a guide to encourage the knowledge management (KM) implementation strategy and programs. Culture can direct organization member to behave in certain manners, rules, procedures and policies as an organizational mechanism. This paper describes the process to determine the current organizational culture and suggestion future culture for implement knowledge management in government. OCAI (Organizational Culture Assessment Instrument) and its framework (Competing Value Framework) were used for identifying type of organizational culture in some government ministries/agencies which duties to manage government capital. Result of this study will be used as references for implementing knowledge management for Indonesian Government Human Capital Management for achieve their goals and competitive advantages.

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*Keywords:* organizational culture, knowledge management, OCAI, Competing Values Framework, Clan Culture, Adhocracy Culture, Market Culture, Hierarchy Culture

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## 1. Introduction

Since bureaucratic reform program were initiated by Indonesian Government, almost all government sectors starting to change. As in Presidential Decree No. 81 Year 2010 about grand design of bureaucratic reform, it delivers eight objectives area there are organization, governance, government legislation,

government human capital, monitoring and evaluation, accountability, public services and the last one is mindset and culture set of government human capital in line with bureaucratic reform mission. All of these objectives are interrelated to each others, therefore it must be run in parallel system. Organizational culture reflects as a norm and belief as behavior guide for all organization members. Hence organizational culture influenced by individual mindset and culture set in each organization level, and it become a challenge in order to encourage clean bureaucratic, effective, efficient, productive and professional organizational culture[1].

Indonesian government human capital or well known as civil servant were manage by three ministries/agencies, there are State Ministry for State Apparatus Reform (KEMENPAN&RB), National Institute of Public Administration Republic of Indonesia LAN), National Civil Service Agency (BKN). Each of ministries/agencies has their own duties and functions in charge to manage Indonesian government human capital. Those ministries/agencies were cooperated to against their objectives in manage government human capital therefore knowledge management is important for them.

Knowledge management is activities for discovering, capturing, sharing and applying knowledge in order for achieving organization goals [1]. While, [2] claimed that knowledge management is process of identify, select, manage, transmit and disseminate information for problem solving, strategic planning, decision making and increase intellectual capital value. Knowledge management also became one of bureaucratic reform program in MESO level in line with ministerial regulation in PERMENPAN No. 14 Year 2011 about Knowledge Management Implementation.

This bureaucratic reform program include restructuring civil servant management system into government human capital management which is based on performance and competence enhance all government human capital managers as KEMENPAN&RB, LAN and BKN to reform their activities and process of managing people both individually and institutionally. This changed encourage those ministries/agencies to be more cooperate and collaborate which is can be facilitate with knowledge management program. Before implement knowledge management, we have to determine which current type of organizational culture in those ministries/agencies. Based on current position, we can make suggestion for those ministries/agencies future culture which promote knowledge management implementation.

## **2. Organizational Culture**

### *2.1. Organizational Culture*

Organizational culture determine as collection of organization common values, belief and faith it also contains competitiveness, social responsibility, support innovation and performance [3]. Organizational culture can be assumed as multidimensional and multi level concept of organization values, faith, perception, mind, fell and basic assumption which is applied in organization public image [4].

Organizational culture can be created with management support in all level in order to encourage knowledge sharing and interaction between organization members [1]. Therefore culture affects individual and organizational behavior [5].

Linkage to knowledge management, organizational culture has positive impact and correlation to knowledge management implementation [3], [6]–[8]. Hence it become foundation of knowledge management infrastructure in organization level [1].

In fact organizational culture have some influences in knowledge management through organizational values and behavior that support knowledge management, evolution of knowledge management initiative and migration of knowledge in organization [9]. Whereas some researchers assumed that all knowledge management program dependent to organizational culture which is consist of cooperation, trust and learning as an important variable [10], [11].

### 2.2. Competing Value Framework

Organizational culture Assessment Instrument (OCAI) based on theoretical model well known as Competing Value Framework, OCAI was an instrument that used to diagnose organizational culture, this instrument assess six key dimensions of organizational culture, there are dominant characteristics, organizational leadership, management of employees, organization glue, strategic emphases and criteria of success [5].

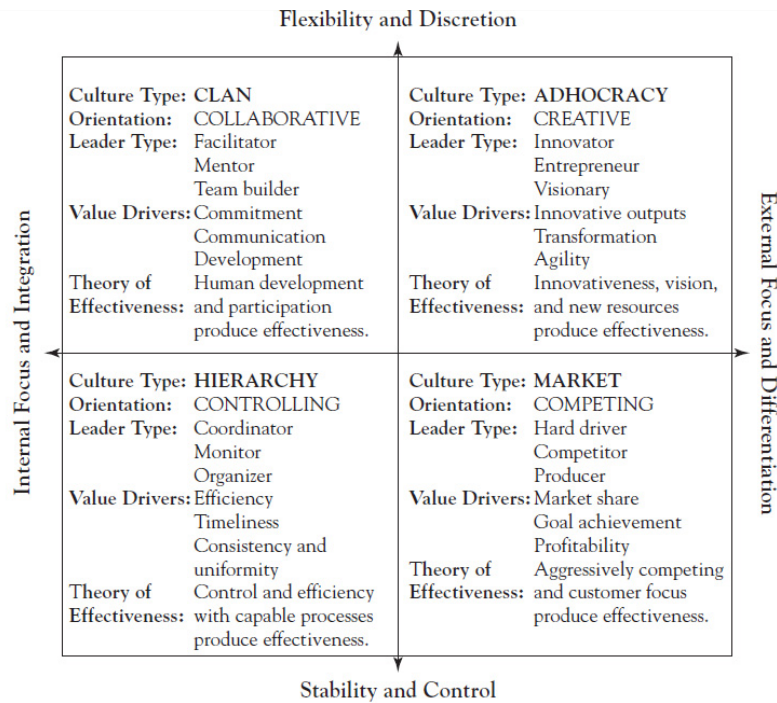


Fig.1. CVF of Leaderships, Effectiveness and Organizational Theory [14]

Competing Values Framework used for interpreting organizational design, stage of live cycle development, organizational quality, theories of effectiveness, leadership, human resource managers and management skills [12]. This framework can diagnose current culture and facilitate change of future organizational culture. Four major culture types in CVF are:

- **Clan Culture:** focus with human relations, concern in employee loyalty, collaboration, tradition, commitment and group cohesion. Clan culture was friendly place to work, people do share, people do like best friends and family, leader tends to be a mentor, coaches event parent. Teamwork, participation and consensus were defined as success.
- **Adhocracy Culture:** focus on innovation, flexibility, changes design for enhanced stakeholder satisfaction, concentrates on growth, creativity, simulation and variety. It tends to be dynamic, entrepreneurial, creative workplace. Leaders are visionary and risk oriented. Producing unique, original product and services as innovation was constitute of success.

- **Market Culture:** concerns in productivity, performance, goal and achievement. It a result-oriented workplace where concern in competitive action to get the goals and target. The leaders are director, competitor and hard driving producer. Market shared and penetration as key of success.
- **Hierarchy Culture:** emphasizes internal efficiency, uniformity, coordination and evaluation. It tends to execute the regulation. In this type of culture leaders must be good as coordinator, organizer and efficiency expert. This is formalized and structure place where people were organized with rules, procedure and policy [12], [13].

Figure 1 describes four type of organizational culture CVF, those domain of CVF used for determine each strategic planning for encourage future organizational culture in each domain. Cameron and Quinn also assumed that culture can be change over time in line with their strategic planning. Hence change culture also occurs in mature organization align with their maturity management.

### *2.3. Organizational Culture and Knowledge Management*

Reach out about relationship between organizational culture and knowledge management, some researchers claim that organizational culture is one of knowledge management enablers [15]–[17]. Knowledge enablers are influencing factor that enhance knowledge consistently through some activities or practices of knowledge management process [15]. [16] stated that knowledge enablers are some factor that affect organizational outcome through knowledge process.

Identifying critical success factor of knowledge management implementation became very important. Critical success factor according to Wong are some internal factors which is controllable by an organization [18]. Otherwise critical success factor assumed as activities and practices that must be done in order to achieve successful implementation [19]. Based on previous study, organizational culture specifically learning culture indicate as critical success factor of knowledge management [20]–[23]. Therefore it can be conclude that organizational culture was important practice which controllable with organization to carryout successful knowledge management implementation.

In practice, alignment organizational culture with organization vision and mission drive better implementation of knowledge management process and cycle in thus organization, because it more easily adaptable and involvement in organization [6]. Some of knowledge management barrier was related to organizational culture [1] therefore appropriate type of organizational culture must be determined as organizational strategic planning to against the success of knowledge management in organization [24].

## **3. Government Human Capital Management**

### *3.1. Government Human Capital*

Human capital (HC) defines as amount of individual talent which acquires skills, knowledge and experiences. HC was organization intangible asset that contains of people knowledge, skills, ability and capability as intellectual capital [25]. It also recognize as organizational intangible asset and market value [26]. As individual knowledge and skills, HC extend to enhance organizational innovation [25], [27]. HC contains individual component (technical knowledge, experiences, KM) management capabilities (spirit and organizational culture) and human resource practice (communication description and employee competence)[28].

Based on some definition above HC can be defines as unification of individual knowledge, skill, experience, ability and capability which manages by organizational human resource management as intangible asset to enhance organizational innovation.

### 3.2. Government Human Capital Management

Human capital management (HCM) process according to [27] contain activities of planning, employee seeking, placement, employee satisfaction, maintaining employee with rewards, and employee retirement. HC related to some activities that attract, develop, motivate and retain organization employees [29]. HCM associate with employee commitment, retention, talent management, personal learning and development, organizational learning, capability, transformation, leadership, employee engagement, performance management of HC to achieve organizational competitive advantages [30]. Then, [31] conclude that human resource configuration activities such as recruitment, selection, training and development, information system collaboration was align with creating HC activities. Align with some previous work, new legislation of Indonesian civil servant management were declare that called UU ASN No. 5 Year 2014 which is legally appointed transformation of human resource management for Indonesian civil servant into government capital management that based on merit system and HCM.

## 4. Methodology

Research was conducted by literature studies, survey using OCAI and quantitative analysis. Questionnaire was distributed in three ministries/agencies of government human capital managers (KEMENPAN&RB, LAN and BKN). OCAI instrument consist of six questions; there are dominant characteristics, organizational leaderships, management of employees, organization glue, strategic emphases and criteria of success. Each question has four alternatives answer to be choose. Divide 100 points among these four alternatives depend on which alternative is similar to your own organization. The respondent ask to answers six questions in their own organization, first they tends to answers the current state of organization use the “Now” column and second time they have to answer the same instrument in the “preferred” column which indicate items as they would prefer their organization in the future [12].

Scoring the OCAI became the next steps to qualitative analysis. First adds together all A response in the “Now” column and divide by six, then computer an average score for the A alternatives in the “Now” column and repeat it for the B, C and D alternatives answer. The second steps is to add all A response in the “Preferred” column and divide by six, then computer an average score for the A alternatives in the “Preferred” column and repeat it for the B, C and D alternatives answer. Each scores relates to a type of organizational culture and it can be draw in graph picture to simplify the visualization [12].

## 5. Analysis and Result

From 230 questionnaires were distributed in three ministries/agencies, 204 were valid respondent from all managerial levels. Valid questionnaires which processed are questionnaires that completely and clearly filled out in accordance with the instructions. The respondent are (BKN = 132, MENPAN = 44, LAN = 28) and consist of 78 structural level, 108 non structural level and 18 were unknown. We conclude that in column “Now”: A (Clan) = 329, B (Adhocracy) = 132, C (Market) = 262, D (Hierarchy) = 501. Otherwise in “Preferred” column we simply that A (Clan) = 544, B (Adhocracy) = 195, C (Market) = 211, D (Hierarchy) = 274.

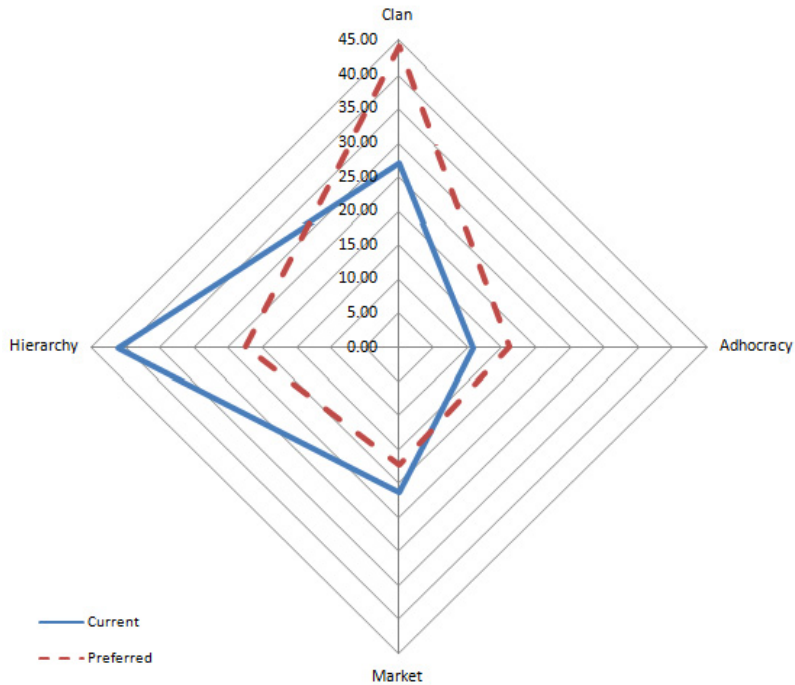


Fig. 2 OCAI Diagram Measurement

Figure 2 shows that solid line is present culture condition and dash line is preferred culture condition. Current type of organizational culture identified that hierarchy culture take highest place (40.93%) that concern in efficiency, timeliness, consistency and uniformity. Second place is clan culture (26.88%) this culture focus in commitment, communication and development. The next followed by market culture (21.41%) which is concern to market shared, goal achievement and profitability and the last is adhocracy (10,78%) that organization tends to be innovative output based, transformation activities and agility. While compare result of organization culture in each government institution shows in table 1. Analysis result represents that all current culture is hierarchy and preferred culture is clan align with the general result.

Table 1. Compare Result of Organization Culture

	BKN		MENPAN		LAN	
	Current	Preferred	Current	Preferred	Current	Preferred
CLAN	29.04%	42.05%	25.76%	51.14%	18.45%	45.24%
ADHOCRACY	10.61%	15.91%	12.88%	16.29%	8.33%	15.48%
MARKET	19.19%	16.54%	24.62%	17.80%	26.79%	19.64%
HIERARCHY	41.16%	25.51%	36.74%	14.77%	46.43%	19.64%

Preferred organizational culture were identify in this study represent that clan culture as highest score (44.44%) which orientation in collaborative culture and human development, followed by hierarchy culture (22,39%) that focus in controlling for efficiency. Third place is market culture (17.24%),

organization orientation is aggressively competing and the last is adhocracy culture (15.93) in this culture, organization tends to be creative in line with their innovativeness vision.

The organizational culture for Indonesian Government Human Capital Management is more resemble to be hierarchy culture and clan culture rather than market culture and adhocracy culture. According to the previous study culture can mediate relationship among management level in organization, it can create social interaction between people and shapes creation and adaption of new organization knowledge as culture objectives to define the relevant knowledge of organization [32].

Hierarchical culture and clan culture claimed as suitable culture type that encourage knowledge management, hierarchical culture mainly force employee to sharing their knowledge nor employees can do it voluntary. Otherwise clan culture more realized knowledge sharing likely teamwork activities, it can be seen from their network in communication, face to face sharing also electronic communication which is based on collaboration and trust [33]. Hence the clan culture also considerably significant to promote strategic implementation [34].

Therefore based on the result analysis clan culture is proven to be suitable organizational culture for encourage knowledge management implementation in organization. Align with it characteristics that clan culture bring forward collaboration and participation of all organization member. Government human capital managers (KEMENPAN&RB, LAN and BKN) realized that in their duties of management should encourage collaboration, participation, coordination in line with their preferred organizational culture result. Otherwise their already begin to adopted knowledge management in their activities.

## 6. Conclusion

Knowledge management is activities to achieve problem solving, recommendation for decision making, intellectual capital and organization goals. This activity as previous studies discussed have relation and correlation with organizational culture which is claimed that organizational culture as one of enabler, critical success factor, infrastructure and foundation for knowledge management. In practice, organizational culture can be determines using CVF and OCAI instrument. As mention early for government human capital managers, clan culture and hierarchical culture has positive related into knowledge management rather than market culture and adhocracy culture.

Research finding in three government institution of human capital managers shows that existing culture are hierarchy and the preferred culture are clan. This finding can be generalized based on result analysis which represent sample of all population in their organization which represents the distribution of all employee level (structural and non structural level). Therefore, based on the finding government human capital managers must formalize the culture into preferred culture which is encourage knowledge management by focus in people, break the power gap, strength achievement based performance, motivate innovation, environmental disclosure, and using knowledge management in every management activities [35].

The outcome of this research becomes reference to the government human capital managers align to their existing culture and their preferable culture which support knowledge management implementation. Future research of this study are how enhance their organizational culture as clan culture into strategic planning using CVF result. Defining organizational strategic planning to change their organizational culture can be identify by analyzing each element of strategic planning in organization design, stage of life cycle development, organizational qualities, effectiveness, leadership roles, human resource management roles and management skills for every organization type. The clan culture promotes collaborative organizational environment, they enrich human development process through some activities of knowledge enrichment and employee capacity building. Leader types in clan culture should be a mentor, facilitator and team builder, they supposed to encourage their organizational knowledge.

Organizational values in clan culture are regard to effective communication, committed and sustainable organizational development.

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### **Appendix (is noted fully from Cameron and Quinn [12]):**

#### **Dominant Characteristics:**

- A. The organization is a very personal place. It is like an extended family. People seem to share a lot of personal information and features.
- B. The organization is a very dynamic entrepreneurial place. People are willing to stick out their necks and take risks.
- C. The organization is very results-oriented. A major concern is getting the job done. People are very competitive and achievement-oriented.
- D. The organization is a very controlled and structured place. Formal procedures generally govern what people do.

#### **Organizational Leadership:**

- A. The leadership in the organization is generally considered to exemplify mentoring, facilitating, or nurturing.
- B. The leadership in the organization is generally considered to exemplify entrepreneurship, innovation, or risk taking.
- C. The leadership in the organization is generally considered to exemplify a no-nonsense, aggressive, results-oriented focus.
- D. The leadership in the organization is generally considered to exemplify coordinating, organizing, or smooth-running efficiency.

#### **Management of Employees:**

- A. The management style in the organization is characterized by teamwork, consensus, and participation.
- B. The management style in the organization is characterized by individual risk taking, innovation, freedom, and uniqueness.
- C. The management style in the organization is characterized by hard-driving competitiveness, high demands, and achievement.
- D. The management style in the organization is characterized by security of employment, conformity, predictability, and stability in relationships.

#### **Organization Glue:**

- A. The glue that holds the organization together is loyalty and mutual trust. Commitment to this organization runs high.
- B. The glue that holds the organization together is commitment to innovation and development. Here is an emphasis on being on the cutting edge.
- C. The glue that holds the organization together is an emphasis on achievement and goal accomplishment.
- D. The glue that holds the organization together is formal rules and policies. Maintaining a smooth-running organization is important.



**Strategic Emphases:**

- A. The organization emphasizes human development. High trust, openness, and participation persist.
- B. The organization emphasizes acquiring new resources and creating new challenges. Trying new things and prospecting for opportunities are valued.
- C. The organization emphasizes competitive actions and achievement. Hitting stretch targets and winning in the marketplace are dominant.
- D. The organization emphasizes permanence and stability. Efficiency, control and smooth operations are important.

**Criteria of Success:**

- A. The organization defines success on the basis of development of human re-sources, teamwork, employee commitment, and concern for people.
- B. The organization defines success on the basis of having the most unique or newest products. It is a product leader and innovator.
- C. The organization defines success on the basis of winning in the marketplace and outpacing the competition. Competitive market leadership is key.
- D. The organization defines success on the basis of efficiency. Dependable de-livery, smooth scheduling and low-cost production are critical.

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