



Organizational Culture Transformation in the New Public Management Era: Case Study of Implementation in Indonesian Local Government

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ABSTRACT

Purpose of the study: The main objective of this study is to understand and evaluate the results of the implementation of New Public Management on the transformation of organizational culture in local government.

Methodology: This study uses a qualitative approach. The research design used is a case study design. The population in this study includes local government employees involved in the implementation of NPM and organizational culture transformation. Sample selection was carried out through purposive sampling techniques.

Main Findings: The findings show a cultural shift from procedure-oriented to outcome-oriented, supported by decentralization of decision-making and increased employee participation. However, resistance to change and resource constraints remain significant challenges. The study highlights leadership commitment, effective communication, and locally tailored policies as critical factors in successful transformation.

Novelty/Originality of this study: This research contributes to the public management literature and offers practical insights for improving the quality of public services.

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1. INTRODUCTION

The implementation of the New Public Management (NPM) concept has become a global phenomenon in public sector reform efforts, including in Indonesia. NPM offers a new approach that is more oriented towards efficiency, effectiveness, and results, by adopting practices that are usually found in the private sector [1], [2]. Its relevance in the context of local governments in Indonesia is becoming increasingly important considering the challenges faced in improving the quality of public services [3]-[5]. This significant change in public administration management requires a transformation of organizational culture that supports the implementation of NPM principles [6]-[8]. However, this transformation is not always easy, considering that previously formed organizational cultures are often difficult to change. Therefore, this study focuses on how the implementation of NPM affects organizational culture in local governments, as well as the impacts it causes.

New Public Management (NPM) is a paradigm in public management that adopts private sector management principles for application in the public sector [9]-[11]. The main objective of NPM is to improve the efficiency, effectiveness, and quality of public services by emphasizing results, accountability, and customer

orientation [12]-[14]. The main principles of NPM include decentralization of authority, use of market mechanisms in the provision of public services, and increased transparency and accountability in the management of public resources [15]-[17].

NPM first emerged in the late 20th century as a response to the weaknesses of traditional bureaucracy which was considered slow, inefficient, and unresponsive to community needs. At the local government level, the implementation of NPM has undergone various stages of evolution, from the introduction of the concept to wider implementation [18], [19]. In Indonesia, the implementation of NPM began to be seen at the beginning of the post-New Order bureaucratic reform, where local governments began to adopt more efficient and effective modern managerial practices [20], [21]. The implementation of NPM in local governments in Indonesia continues to grow along with the drive to improve the quality of public services and improve government performance [22], [23], [24].

Organizational culture is a set of values, norms, beliefs, and practices that develop within an organization and influence the way members of the organization work [25]-[27]. Theories of organizational culture, such as the Competing Values Framework and the symbolic-interpretive approach, provide a framework for understanding how organizational culture is formed, maintained, and changed [28]. These approaches help explain the internal dynamics of organizations and the role of leadership in shaping a culture that supports organizational goals.

Organizational culture has a significant influence on government effectiveness, especially in the context of implementing new policies such as NPM [29], [30]. A culture that supports innovation, openness, and accountability tends to drive improved performance of public organizations. Conversely, a culture that is rigid and resistant to change can hinder the implementation of new management practices and reduce the effectiveness of the organization in achieving its goals [31], [32]. Research shows that alignment between organizational culture and NPM principles can improve local government performance, while inconsistencies can create challenges in the reform process.

Previous research conducted by Ayu et al., [33] focused on how organizational culture develops in public services, highlighting the characteristics of bureaucratic culture that is still dominant in government agencies. The study emphasized internal factors such as leadership, organizational values, and challenges in building a more adaptive culture. However, the study has not specifically examined the transformation of organizational culture in the context of implementing New Public Management (NPM). The current study fills this gap by analyzing how local government agencies in Indonesia adapt to cultural changes that are oriented towards performance, efficiency, and decentralization. This study highlights the challenges and strategies for implementing NPM in a local context, thus providing new insights into the dynamics of organizational culture change at the local government level.

This study presents a novelty by focusing on the process of organizational culture transformation in the implementation of New Public Management (NPM) at the local government level. Different from previous studies that have focused more on the development of bureaucratic culture in public services in general, this study specifically analyzes how local governments adapt to NPM principles, such as decentralization, results orientation, and efficiency in public services. In addition, this study explores factors that influence the success or obstacles in cultural change, including the role of leadership, central policy, technology, and internal resistance. Thus, this study provides a new perspective on the challenges and strategies of NPM implementation in the local context, which have not been widely discussed in previous studies.

Research on Organizational Culture Transformation in the New Public Management (NPM) Era is very important to conduct, considering the challenges faced by Indonesian local governments in adopting NPM principles. This organizational culture transformation is key to improving efficiency, transparency, and accountability in the public sector. By studying the implementation of NPM in the context of local government, this research can provide useful insights in designing policies that support a more adaptive, responsive, and results-oriented cultural change, which in turn can improve the quality of public services and community welfare.

The main objective of this study is to understand and evaluate the results of the application of New Public Management to the transformation of organizational culture in local governments. Academically, this study is expected to contribute to the development of theories on public management and organizational change. Practically, the results of this study are expected to provide recommendations for local governments in managing effective organizational change and improving the quality of public services through the application of NPM principles.

2. RESEARCH METHOD

2.1. Research Approach

This study uses a qualitative approach. This approach was chosen because it aims to understand in depth and holistically the phenomenon of the implementation of New Public Management (NPM) and its impact on the transformation of organizational culture in local governments [34]. Qualitative research allows for in-depth exploration of the perceptions, experiences, and views of respondents, as well as a richer contextual analysis of

the dynamics of organizational change that occurs [35]. With a qualitative approach, this study can explore the nuances and complexities of the NPM implementation process that may not be captured by a quantitative approach.

2.2. Research Design

The research design used is a case study design. Case studies are chosen because this study focuses on an in-depth exploration of the implementation of NPM in one or several specific local governments [36]. Case studies allow researchers to investigate phenomena in real-life contexts comprehensively and thoroughly, including analyzing how organizational culture transforms in response to the implementation of NPM [37]. In this case study, researchers will collect data from various sources such as in-depth interviews, participant observation, and document analysis to gain a comprehensive understanding of the phenomenon being studied.

2.3. Population and Sample

The population in this study includes local government employees involved in the implementation of NPM and organizational culture transformation. The unit of analysis includes individuals who have strategic roles in this process, such as high-ranking officials, middle managers, and staff directly involved in the implementation of NPM. Sample selection was carried out using purposive sampling techniques. This technique was chosen because it allows researchers to select respondents who are considered to have relevant and in-depth information related to the research topic [38], [39]. Sample selection criteria include job position, involvement in the implementation of NPM, and their experience and understanding of organizational culture change in the local government environment. Through this technique, it is expected that the data obtained will be more focused and in accordance with the objectives of the study.

2.4. Data Collection Techniques

The data collection technique in this study used a combination of in-depth interviews, participant observation, and document analysis. In-depth interviews were conducted with high-ranking officials, middle managers, and staff directly involved in the implementation of NPM and organizational culture transformation in local government. These interviews aimed to explore their experiences, perceptions, and views on the changes that occurred [40]. Participatory observation was conducted by directly monitoring the dynamics of change in the organization and the application of NPM principles in daily tasks. In addition, document analysis included a review of policies, reports, and related documents that provide information on NPM policies and their impact on organizational culture, in order to enrich the data collected.

2.5. Data Analysis Techniques

Data analysis uses a thematic analysis approach. Data collected through interviews, observations, and documents will be analyzed by identifying key themes related to NPM implementation and organizational culture change. Data coding will be carried out to classify relevant information into certain categories. This process will help reveal the relationship between NPM implementation and the cultural transformation that occurs, as well as identify supporting and inhibiting factors in the process. With this approach, researchers can gain a deeper understanding of the dynamics of change and the challenges faced by local governments in implementing NPM.

2.6. Research Procedures

The research procedure begins with the selection of case study locations and the determination of respondents through purposive sampling techniques. The selection of respondents was based on the criteria of their involvement in the implementation of NPM and organizational culture transformation. After that, data collection was carried out through in-depth interviews, participant observation, and document analysis. The entire data collection process was carried out systematically and structured, with careful recording of all relevant findings. The collected data was then analyzed iteratively to find key themes and emerging patterns related to organizational culture transformation. After the analysis process was completed, the research results were compiled in the form of a report that outlined the findings, conclusions, and recommendations for improving the implementation of NPM and cultural transformation in local government.

3. RESULTS AND DISCUSSION

In this case study, the implementation of New Public Management (NPM) in local government shows various dynamics that reflect adaptation to modern management principles. NPM was adopted as part of bureaucratic reform efforts aimed at increasing efficiency, transparency, and accountability in the management of public services. The implementation of NPM is carried out through a series of policies such as decentralization of authority, implementation of a performance-based management system, and increasing the use of information technology in public administration.

At a practical level, the local government that is the object of the case study has implemented NPM by restructuring the organization, introducing key performance indicators (KPIs), and encouraging public service innovation. However, this implementation has not always run smoothly, due to resistance from some employees who are still accustomed to traditional bureaucratic work patterns. Nevertheless, some progress has been made, especially in terms of increasing responsiveness to community needs and operational efficiency.

3.1. Organizational Culture Transformation Analysis

The implementation of NPM brought significant changes in the organizational culture in local governments. The research findings show that the transformation of organizational culture occurred in several main aspects. First, there was a shift in values from a procedural orientation to a results orientation, where performance became the main focus. Second, the organizational culture that previously tended to be hierarchical began to show signs of decentralization, with increased initiative and participation from the middle to lower levels. This was driven by policies that gave more autonomy to work units to achieve predetermined performance targets.

In addition, there were changes in communication and leadership patterns. A more open and collaborative organizational culture began to develop, along with the push to increase employee involvement in the decision-making process. However, this transformation also faced challenges, especially in terms of adjusting the mentality of employees who had long been accustomed to traditional bureaucracy. Some employees showed resistance to change, especially when the change required updating skills or changes to established ways of working.

3.2. Supporting and Inhibiting Factors

The main supporting factors in the implementation of NPM and the transformation of organizational culture in local governments are the commitment of local leaders and clear policy support from the central government. Proactive and reform-oriented leaders are strong drivers in the success of NPM implementation. In addition, the existence of training and capacity building programs for employees also helps accelerate the process of adaptation to the new organizational culture.

On the other hand, the main inhibiting factor identified is resistance to change from some employees, especially those who have long worked in the traditional bureaucratic system. A rigid mentality and unwillingness to abandon old ways of working are major challenges in the process of cultural transformation. In addition, limited resources, both in terms of budget and technological infrastructure, also hinder the optimal implementation of NPM. The gap between the expectations stated in the NPM policy and the reality on the ground often causes frustration and obstacles in achieving the desired goals.

The success or failure of organizational culture transformation, especially in the context of implementing New Public Management (NPM) in local government, is influenced by several key factors. Here are some of the main factors that play a role:

1. Leadership

The commitment and vision of leaders play a key role in the transformation of organizational culture, especially in the implementation of New Public Management (NPM). Leaders who have a clear vision and strong commitment to change can be the main drivers of organizational success. Effective leadership not only motivates and inspires, but also directs the entire organization to adapt to the new culture. In addition, a leadership style that is open, participatory, and supports innovation tends to be more successful in creating a dynamic organizational culture that is adaptive to change.

2. Communication

Transparency and consistency of information play a critical role in the success of organizational culture transformation. Clear and open communication from leaders to all members of the organization regarding the goals and process of change can reduce confusion, uncertainty, and resistance to change. In addition, effective socialization of the principles of New Public Management (NPM) and its impact on organizational culture will help accelerate the adoption of the new culture. A good socialization program can minimize obstacles and increase the understanding and involvement of all members of the organization in the transformation process.

3. Employee Involvement and Participation

Inclusiveness in decision-making plays a vital role in the success of organizational culture transformation. When employees are involved in the decision-making process related to change, they will feel ownership and more committed to the transformation that is taking place. This involvement can also increase their support for change. In addition, empowerment and training are crucial factors in ensuring employee readiness to face the new organizational culture. By receiving training that is relevant to the principles of New Public Management (NPM), employees will be more able and willing to adapt, so that change can be more effective and sustainable.

4. Organizational Structure and System

The fit of the organizational structure to the new culture is a critical factor in the success of the transformation. A flexible structure that supports decentralization will be more adaptable to a performance-

and results-oriented culture, while a rigid structure can actually hinder the change process. In addition, an incentive system that is aligned with the new culture also plays a role in accelerating the transformation. Performance-based rewards, for example, can encourage employees to more quickly adopt values and behaviors that are in line with the new organizational culture. When employees see that their contributions are recognized and appreciated, they will be more motivated to support the change.

5. Resistance to Change

Established organizational culture is often a challenge in the transformation process. Employees who have long worked in a traditional bureaucratic system tend to show resistance to change, especially if they feel that the implementation of New Public Management (NPM) can threaten their position or comfort. In addition, change often creates uncertainty about the future, which can trigger fear among employees. If this uncertainty is not managed well, resistance to change can increase and potentially hinder the success of organizational culture transformation.

6. External Support

Support from the central government plays a crucial role in the success of organizational cultural transformation, particularly through policies that encourage decentralization and the implementation of New Public Management (NPM). Policies that are aligned with NPM principles can strengthen change efforts at the local level and provide clearer direction for organizations. In addition, adequate technology and infrastructure are also crucial factors in supporting cultural transformation. An IT-based performance management system, for example, can improve efficiency, transparency, and accountability, thereby accelerating the adoption of a performance- and results-oriented organizational culture.

7. Resources and Budget

Resource Availability: The success of cultural transformation also depends heavily on the availability of adequate resources, both in terms of budget, manpower, and infrastructure. Limited resources can hinder the change process and cause failure in implementation.

The results of this study provide important contributions to our understanding of the implementation of New Public Management (NPM) and its impact on organizational culture in local governments. The findings highlight how NPM requires not only structural changes but also profound organizational cultural transformation. The implementation of NPM in local governments in Indonesia shows that the success of implementing public management reforms is highly dependent on the alignment of organizational culture with NPM principles. Cultural transformation, such as a shift from a procedural orientation to a results orientation, is key to ensuring that NPM principles can function effectively in a public environment. Furthermore, this study strengthens the argument that organizational culture change not only affects performance but also creates a more innovative and responsive work environment.

In the context of public administration in Indonesia, these findings have strong relevance and offer unique insights. Indonesia, with its cultural diversity and high bureaucratic complexity, faces particular challenges in implementing NPM principles derived from Western management models. This study reveals that organizational culture transformation in Indonesia cannot fully adopt the standard NPM approach, but must be adapted to local conditions, such as strong collectivity and hierarchy values. The findings also suggest that despite resistance to change, organizational culture in Indonesian local governments can adapt to NPM principles if supported by strong leadership and appropriate policies.

The proposed policy recommendations emphasize the importance of strengthening leadership capacity, adjusting policies to local contexts, implementing performance-based incentive systems, and supporting technology and infrastructure in implementing New Public Management (NPM). Local governments need to improve leadership competencies through change management and innovation training so that organizational culture transformation can run effectively. In addition, flexibility in adjusting policies to local characteristics must be provided so that NPM implementation is more relevant and has a positive impact. Implementing a performance-based incentive system is also needed to improve employee orientation towards work results, while investment in technology and infrastructure is a major supporting factor in ensuring that the performance management system runs optimally.

On the other hand, research recommendations highlight the need for more in-depth studies related to NPM implementation and organizational culture transformation in local governments. Comparative studies between regions can provide insight into the influence of local culture on NPM implementation, while exploration of psychological and social factors is needed to understand resistance and support for organizational change. In addition, longitudinal research is needed to evaluate the long-term impact of organizational culture transformation on local government performance and the quality of public services. With this research, the policies implemented can be continuously refined so that the changes made are sustainable and able to face future challenges.

This research has a significant impact on the development of public management policies and practices. The results of this study can help local governments understand how organizational culture transformation can support efficiency, accountability, and transparency, which are the core of New Public Management (NPM). In addition, the findings have the potential to provide guidance for policy makers in designing organizational culture

change strategies that are in accordance with local values and administrative challenges, so as to improve the quality of public services and public trust in the government.

However, this study has several limitations that need to be considered. As a case study, the results may not be fully generalizable to all local governments in Indonesia, given the differences in cultural characteristics, organizational structures, and levels of NPM implementation in each region. In addition, data limitations, especially related to the sensitivity of information in government organizations, may affect the depth of analysis. This study is also at risk of being influenced by respondents' perception biases that may provide normative answers regarding changes in organizational culture. Therefore, further research is needed with a comparative or longitudinal approach to obtain a more comprehensive picture.

4. CONCLUSION

This study has successfully uncovered several important findings related to the implementation of New Public Management (NPM) and organizational culture transformation in local governments. First, the implementation of NPM in local governments shows a shift from a procedure-oriented organizational culture to a culture that is oriented towards results and performance. Second, this cultural transformation does not occur evenly and faces various challenges, especially resistance from employees who are accustomed to the traditional bureaucratic system. Third, the success of organizational culture transformation is highly dependent on several key factors, including commitment and leadership style, communication effectiveness, employee involvement, and support from central policies and adequate infrastructure. Further research is suggested to adopt a comparative approach across local governments with different cultural characteristics and levels of New Public Management adoption to identify key factors influencing the success of organizational cultural transformation.

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