DEVELOPING ORGANIZATIONAL CULTURE OF KHUKHOT MUNICIPALITY TO STRIVE FOR ORGANIZATIONAL EFFECTIVENESS

Acting Sub Lt. Nantouchaporn Panarat
Phranakhon Rajabhat University, Bangkok Thailand

Abstract

This research was aimed to study 1) organizational culture of Khukhot Municipality, 2) issues and obstacles of developing organizational culture of Khukhot Municipality, and 3) patterns of developing organizational culture of Khukhot Municipality to strive for organizational effectiveness. The guidelines for the research was to conduct a participating operation research. The study method was a combination of quantitative research using questionnaire conducted on 306 people of the research populations and qualitative research using in-depth interview and group discussion with Khukhot Municipality personnel. Quantitative data analysis was done by descriptive statistics, percentages, and averages
while the qualitative data analysis was done with interpretation-conclusion induction and content analysis of the data collected. The research discoveries are as follows.

1. Organizational culture of Khukhot Municipality features a participatory culture (3.97) and cultural mission in working towards clear goals (3.82) with several prominent points: 1) voluntary work (4.22), 2) attachment with own work (4.15), and 3) values of seniority principles and operation based on a hierarchy of command (4.05). The weakness of organizational culture of Khukhot Municipality personnel was seen in 1) rewarding those who initiate useful innovations (3.29), 2) participation in the creation of a common vision to define the Municipality's future goals (3.57), and 3) information flow within the organization (3.64).

2. The issues and obstacles of developing organizational culture of Khukhot Municipality consists of 1) punishment with too much flexibility, 2) meritorious consideration that does not follow the criteria, 3) little enthusiasm for work, 4) rare comment making at meetings, 5) activities/project organizing not according to plan, and 6) the activities/projects in the Municipality development plan are not consistent with its vision.

3. The patterns of developing organizational culture of Khukhot Municipality includes organizational culture development in 4 aspects as follows. 1) To maintain the participatory culture by developing teamwork skills, competency development according to duties, and promoting the collaboration of internal agencies. 2) To develop a work culture with unity by creating shared value in operation and developing performance evaluation system to actually reflect their performance. 3) To develop culture of adaptation by encouraging personnel to be innovative, improving information distribution system within the Municipality, and developing a system in which the public opinions are used to improve operational processes. 4) To preserve the culture of mission operation by preserving the personnel participation in defining goals and planning projects as well as improving personnel competencies in working towards achievements.

Keywords: Organizational Culture, Khukhot Municipality, Organizational Effectiveness

Background and Importance of the problem

Under the circumstances where changes - especially those resulted from technologies, can be found in almost every sector, to include economics, society, and politics, people are required to adapt to the changing situations. Therefore, for an organization to survive through various conditions, it needs to build strength which will be a success-driving factor. For this reason, it is important that the management strengthen the organizational culture in order to build unity, cooperation, and driving power among members which will drive the organization to achieve its goals. This can be done based on values, which are the core of culture, to shape the organizational members' behaviors; impart culture to generations of members under appropriate strategies to help the organization keep its knowledgeable personnel to work its mission efficiently (Sanguan Changchat, 1998, 227). There are several factors behind an organization's achievement; organizational culture is one of the factors that can drive the organization efficiently. Development of organizational culture has been reckoned as one of the important sectors that will drive government organizations to their goals and achievements. Thus, it is true to say that organizational culture can help improve organizational operation to achieve its goals.

Khukhot Municipality Office is a local government agency where administration is based on authority structure and aimed to response to the needs of local people. Its responsibilities include organizational culture, customs and tradition, as well as other factors that have influence over operating mission to include outside environment. Behaviors of organizational staff vary broadly. Therefore, it is necessary that they are studied for the purpose of organizational administration in order for Khukhot Municipality Office to become a local administration agency whose organizational culture is strong internally and externally. This is also aimed to promote an efficient administration, united personnel, and capability to effectively and efficiently administrate and response to local people's needs. There has been a notice issued by Department of Local Administration stating regulations for its subordinate units' procedures with the intention to promote a flexible administration as well as each local administration office's unique practices. However, most of the local administration offices tend to imitate and rely heavily on government service administration in outlining their operation procedures which is against the intention of local administration. Interviews and exchange of information on issues and actual conditions of Khukhot Municipality Office's staff, it is found that most of the personnel demonstrate good organizational culture: punctuality, respect each other, reciprocal behavior, good governance, transparency, providing service to customers without break, and never refusing to the people's inquiries. The Mayor acts as a role model in providing services to the people. Nevertheless, the Mayor's personality as a kindhearted and forgiving person who is always willing to exonerate subordinates whose performance is under standard can result in dissuading those with outstanding performance to be less motivated compared to others as they may feel that their dedication is rewarded similarly to those who don't.

Assessment results of efficiency and effectiveness of Khukhot Municipality Office, Lam Lukka District, Pathum Thani Province in fiscal years 2010 - 2014 cover the following dimensions.

1st dimension: Dimension of effectiveness according to municipal development plan
2nd dimension: Dimension of service quality
3rd dimension: Dimension of efficiency of government service performance
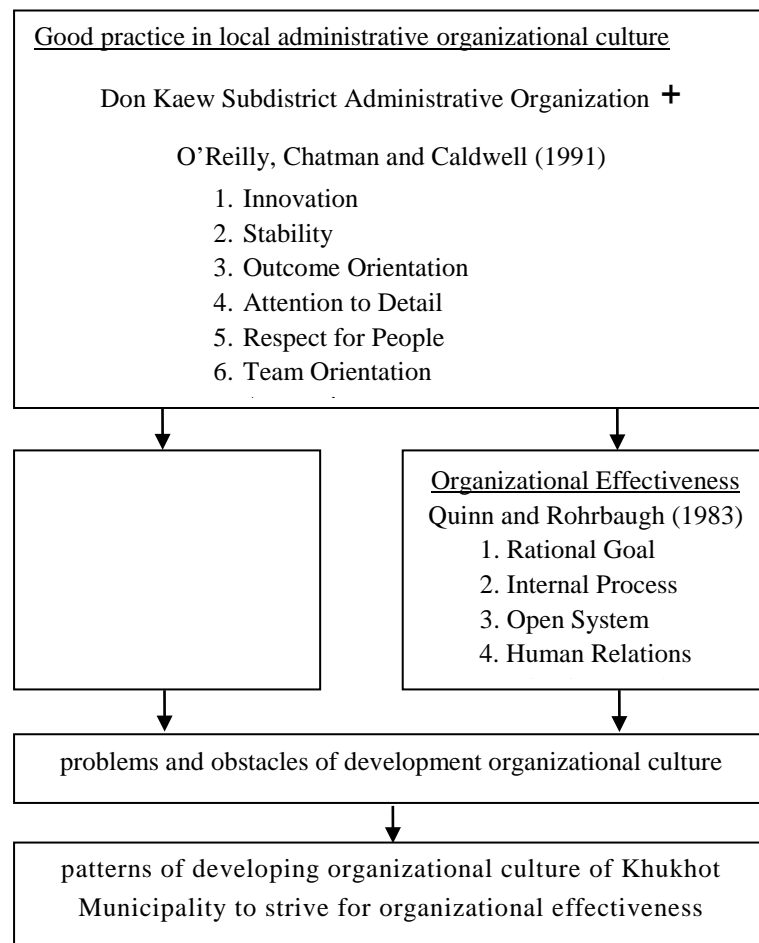4th dimension: Dimension of organizational development

The results show that the assessment scores have decreased compared to previous years. Therefore, Khukhot Municipality Office's performance has become less efficient and effective. In this matter, organizational culture is directly relevant to the Khukhot Municipality Office's effectiveness which similarly has an impact on service efficiency development

From such problem, the researcher is interested in studying the development of organizational culture of Khukhot Municipality Office which is directed towards effective organization. This topic concerns model development of local administrative organization to support the abovementioned changes and improve the local administrative organization to achieve excellence.

Research Objectives

1. To study Khukhot Municipality Office's organizational culture

2. To study problems and obstacles of development of Khukhot Municipality Offfice's organizational culture aimed towards effective organization

3. To study development pattern of Khukhot Municipality Office's organizational culture aimed towards effective organization

Research Conceptual Framework

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│ Good practice in local administrative organizational   │
│ culture                                                │
│                                                        │
│ Don Kaew Subdistrict Administrative Organization  +    │
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│      O'Reilly, Chatman and Caldwell (1991)             │
│          1. Innovation                                 │
│          2. Stability                                  │
│          3. Outcome Orientation                        │
│          4. Attention to Detail                        │
│          5. Respect for People                         │
│          6. Team Orientation                           │
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│                  │      │  Organizational Effectiveness  │
│                  │      │  Quinn and Rohrbaugh (1983)    │
│                  │      │     1. Rational Goal           │
│                  │      │     2. Internal Process        │
│                  │      │     3. Open System             │
│                  │      │     4. Human Relations         │
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│ patterns of developing organizational culture of       │
│ Khukhot Municipality to strive for organizational      │
│ effectiveness                                          │
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Research Design

1. Qualitative Research The researcher has conducted a study on related in-depth interviews and focus group discussions with related parties in good practices in organizational culture of local administration agencies whose performance has been rated Best Practice at Don Kaew Subdistrict Administrative Organization in Mae Rim District, Chiang Mai Province. The interviews and discussions involved eight persons representing both the management and personnel of Don Kaew Subdistrict Administrative Organization. The study focused on good practice in organizational culture of local administrative organization. Those who were related to organizational culture of Khukhot Municipality Office included 16 persons representing both the management and personnel as well as four groups of municipal representatives and employees. The study was aimed to create understanding of Khukhot Municipality Office's organizational culture and its development pattern which is headed towards effective organization; the results were later analyzed and synthesized to obtain a questionnaire as well as use to discuss and summarize the results of this study.

2. Quantitative Research The researcher has conducted a quantitative research using a Survey Research Method by distributing questionnaire to study Khukhot Municipality Office's organizational culture as well as the problems and obstacles in developing such organizational culture headed towards effective organization development. The population participating in this survey was consisted of 306 officials and employees of Khukhot Municipality Office: 65 municipal officials, 28 permanent employees, 158 mission-oriented employees, and 55 general employees.

Research Results

The research results of "Development of Organizational Culture of Khukhot Municipality Office towards Effective Organization" were divided into four parts as follows.

1st Part: Good practice in local administrative organizational culture

The study of related documents, observation, interviews, and focus group discussions to gather information on existing condition of organizational culture of Don Kaew Subdistrict Administrative Organization can be summarized as 1) independence at work and decision making, 2) high public consciousness, 3) high participation both internally and externally, 4) intuitiveness, 5) placing the right man to the right job, 6) uniqueness (local good governance innovation), 7) leadership with a vision and democracy-based management, 8) 360-degree personnel evaluation, 9) personnel development support, 10) organizational pride, 11) good governance in management, and 12) spirit in local politics. These characteristics are in line with Schein (2004), Lorsuwannarat (2000), and the model organizational culture by O'Reilly, Chatman and Caldwell (1991) which involved seven factors of organizational culture: innovation, stability, outcome orientation, attention to detail, respect for people, team orientation, and aggressiveness.

2nd Part: Khukhot Municipality Office's organizational culture

The results of study conducted through interview, focus group discussion, and questionnaire to gather information on the existing condition of the organizational culture of Khukhot Municipality Office show the following status.

Qualitative Information From the focus group discussion to gather information on the existing condition of organizational culture of Khukhot Municipality Office, it possesses the characteristics of 1) independence at work and decision making, 2) seniority and hierarchical command, 3) low mutual functioning consciousness, 4) values in punctuality, 5) good internal coordination, 6) too much flexibility, 7) leadership with mercy and high virtue, and 8) unity and pool efforts.

Quantitative Information The most outstanding characters of organizational culture of Khukhot Municipality Office are participative culture (3.97) and mission culture towards a clear goal (3.82). This can be divided into the following outstanding topics: 1) volunteer work (4.22), 2) bond with one's duties (4.15), and 3) values of seniority and hierarchical command (4.05). Its weak points, on the other hand, are found in 1) rewarding for those with innovative ideas that can be useful at work (3.29), 2) participation in designating the vision of the office in the future (3.57), and 3) thorough flow of information within the organization (3.64).

From the study of both qualitative method - interview and focus group discussion - and quantitative method by questionnaire to gather information on the existing condition of organizational culture of Khukhot Municipality Office with the focus on all eight characteristics of Khukhot Municipality Office's organizational culture, it displays a complementary with the model organizational culture designed by Denison (1990) which involves 1) participation culture, 2) integrity culture, 3) adjustment culture, and 4) mission culture.

3rd Part: Problem and obstacles of Khukhot Municipality Office's organizational culture development

The results of study conducted through interview, focus group discussion, and questionnaire to gather information on the existing condition of the organizational culture of Khukhot Municipality Office, Lam Lukka District, Pathum Thani Province show that the development of its organizational culture encounters problems and obstacles such as 1) too flexible punishment measure, 2) meritorious consideration practice, 3) less enthusiasm at work, 4) low level of assertiveness at meetings, 5) activities/project organizing that does not follow the plans, and 6) the municipal development plan's activities/projects do not meet its vision; which are all in line with Sanguan Changchat (2541).

4th Part: Development pattern of Khukhot Municipality Office's organizational culture

Group discussion and operative meetings with 16 management and section chiefs of Khukhot Municipality Office as well as four groups of representatives of the municipal officials and employees were conducted to outline the development pattern of organizational culture and to consider the outline of Khukhot Municipality Office's organizational culture development pattern towards effective organization resulted in the following pattern.
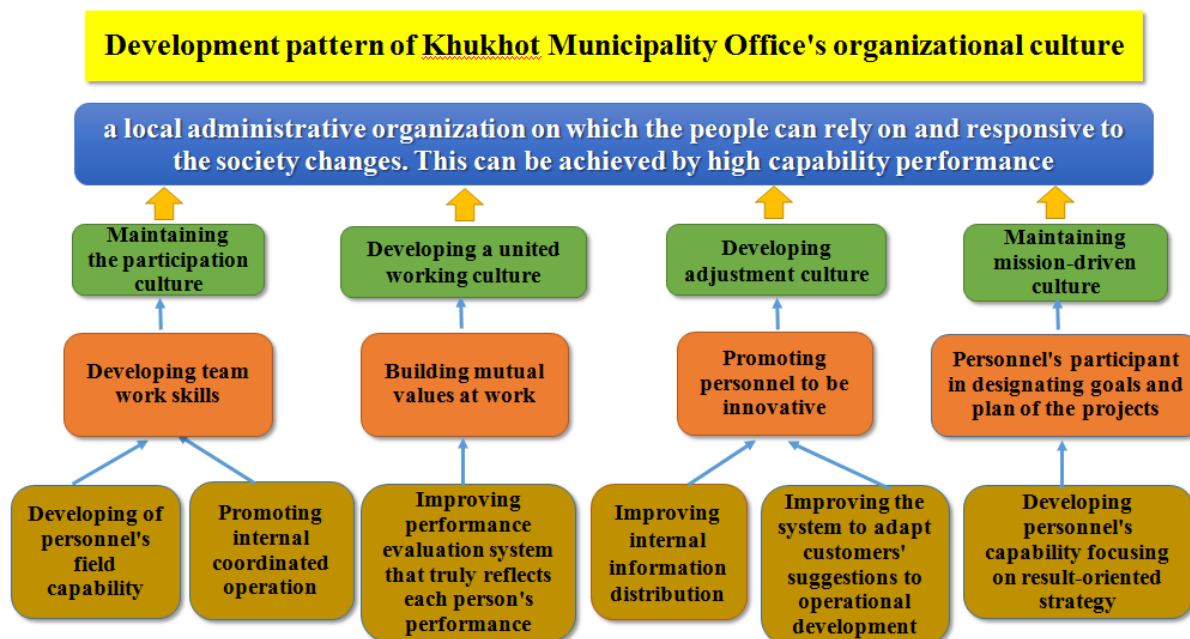
Chart 1: Development pattern of Khukhot Municipality Office's organizational culture

Synthesizing the outstanding and weak points of Khukhot Municipality Office's organizational culture to be used as a foundation for the development of its organizational culture with the goal to create a local administrative organization on which the people can rely on and responsive to the society changes. This can be achieved by high capability performance to develop organizational culture in four dimensions: 1) maintaining the participation culture, 2) developing a united working culture, 3) developing adjustment culture, and 4) maintaining mission-driven culture. A proposal of organizational culture development for Khukhot Municipality Office was done with the following details.

1. Maintaining the participation culture means the state where all the personnel can access information required for their operation and a team work is emphasized with the focus on participative operation. In this state, all members share operation guidelines and practice regular consultation. At meetings, the members are eager to express their opinions. There are distinct duties assignment based on personnel's expertise and experiences. The personnel have a bond to their assigned duties and share the sense of ownership which results in a dedication in form of volunteer and public consciousness. They are capable of multi-tasking despite their own duties and keep developing their capability.

      1.1 Developing team work skills with support projects such as:
            - Creating and managing work teams
            - Human relations and team work
      1.2 Developing of personnel's field capability with support projects such as:
            - Operation motivation and consciousness building strategy
            - Operation efficiency improvement innovation creation
      1.3 Promoting internal coordinated operation with support projects such as:
            - Integrated work among sections
            - Multi-capability development

2. Developing a united working culture refers to personnel's independence at work and authorized power in decision making on the matters related to their own work. It also suggests that personnel mutually hold on to the same beliefs and values with an agreed regulations. This requires a mutually agreed measure in handling differences among the personnel which will be held and practiced throughout the organization. It is also important that there is an effective coordination between departments and organizations, performance evaluation system, and meritorious consideration that will promote spiritual motivation among the personnel. This also includes the uniqueness of the organization which will be accepted by other organizations.

2.1 Building mutual values at work with support projects such as:
- Culture adjustment for organization's excellence strategy
- Imparting consciousness and organizational culture

2.2 Improving performance evaluation system that truly reflects each person's performance with support projects such as:
- Development of performance evaluation to meet with the standards set forth by the Municipal Officials Commission

3. Developing adjustment culture refers to adjustment of organizational personnel to be in accordance with the changes affected from outside environment by creating a change in organizational culture to be more flexible and easy to adjust. This will also involve promotion and support of innovation at work, response to the customers' needs, as well as a continuous alteration of operation system in order to improve to the better performance. The organization must be willing to adapt the results of on-the-job learning to improve its effectiveness.

3.1 Promoting personnel to be innovative with support projects such as:
- Creativity to modern innovation
- Creative approach operation
- Meritorious rewarding

3.2 Improving internal information distribution with support projects such as:
- Development for effective communication and coordination sytem
- Promoting and developing personnel to build an awareness of importance of organization's internal communications

3.3 Improving the system to adapt customers' suggestions to operational development with support projects such as:
- The art of excellent service
- Training of English for people service

4. Maintaining mission-driven culture refers to the opportunity for the personnel to be involved in designating the vision and mission of the organization. This requires the vision and mission to be clear and well understood and practiced by the personnel throughout the organization to ensure the achievement of set goals. It is important that the leadership pays attention to the organization's goals and puts an emphasis on encouraging the personnel to work based on the organization's goals. Any activities/projects arranged must be in line with the vision and done by allocating budget and resources appropriately to meet the needs of the local people.

4.1 Personnel's participant in designating goals and plan of the projects with support projects such as:
- Creating co-working organizational innovation
- Designating a participant policy

4.2 Developing personnel's capability focusing on result-oriented strategy with support projects such as:
- Training personnel on change management
- Converting strategies to practices

A proposal of development pattern of Khukhot Municipality Office's organizational culture is in accordance with the organizational culture as described by Denison and Mishra (1995), Daft (2001, and Wanchai Panchan, (2015) and is also in line with the model organizational culture designed by Denison (1990) where four cultures were emphasized: 1) participation culture, 2) unity culture, 3) adjustment culture, and 4) mission culture. The researcher has relied on Denison's model as a framework of this research due to its coverage of guidelines for development of model organizational culture derived from a review of literature in the past. This model has also been set as a hypothesis for hypothesis testing which was done in an international level and cross-culturally. When the model was used in developing Khukhot Municipality Office's organizational culture, it could consistently assist the study. Therefore, the pattern for development of organizational culture used was a system with traditional steps and mechanism as well as a concept that clearly supports the theory. This lead to adapting the development pattern of Khukhot Municipality Office's organizational culture to practice.

BRINGING DEVELOPMENT PATTERN OF KHUKHOT MUNICIPALITY OFFICE'S ORGANIZATIONAL CULTURE TO PRACTICE

Once the researcher has completed the designing of development pattern of Khukhot Municipality Office's organizational culture, the researcher brought it to meet for discussion with the management and section chiefs of Khukhot Municipality Office in order for it to be brought to practice. The researcher has explained and regulations and steps of development pattern of organizational culture of Khukhot Municipality Office to its management and section chiefs in thorough detail. From this meeting, the management and section chiefs of Khukhot Municipality Office agreed with the designed development pattern that the researcher proposed. They also helped brainstorming the support projects for all topics which would be included in the development plan. The meeting resolved that Academic and Planning Division analyze that policy and plans and include such development pattern of Khukhot Municipality Office's organizational culture in its development plan for the year 2017 as well as conduct a plan for cumulative projects and activities proposed in the support projects stated in each topic. This was to ensure the efficient and effective change in development of organizational culture to meet the needs and goals of the municipal administration and its people to the highest.

SUGGESTIONS ON BRINGING THE RESEARCH RESULTS TO PRACTICE

1. Development of organizational culture to support the missions of the municipal administration strongly requires clear values and goals of the operation derived from the goals designation procedure that let its personnel to be involved to ensure a thorough communications to its personnel throughout the organization.

2. Creating an effective organizational culture requires a role model for a tangible exemplar for the personnel.

3. Studying and presenting the stories based on Khukhot personnel's experience that reflects wanted values such as public mind imparting requires a systematic collecting and revision of the stories from selected personnel whose dedication and sacrifice has been well accepted. The stories can be presented via different types of media to spread the messages among the municipal personnel and at the same time emphasize the municipal's praise of public mind behaviors.

4. Development activities can strengthen the personnel's ability to adjust their behaviors to be in line with the desired organizational culture such as organizing a contest and reward ceremony for personnel with public mind, praising personnel at various meetings. These will create a motivation for the personnel to adjust their behaviors.

5. Come up with cultural developing plan for systematic management and rational practices.

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