Organizational Culture Design for Learning: The Experience of Universitas Terbuka

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Abstract. As a mega university, Open University (UT) has almost 300.000 students. The operation of UT reach throughout Indonesia and abroad. Because of its high complexity, UT need an effective organization. One way for achieving organizational effectiveness of UT is by designing its organizational culture. According to the UT's Strategic Plan, organizational culture development is directed to adaptive and flexible organizational culture, learning organization (LO), democratic, work guided by the vision and purpose, quality, and competition. The organizational culture is built by implementing the principles of total quality management (TQM) and corporate and good governance (CGG). Organizational culture shaped by the values, norms, assumptions of members of organization. Values, norms, and assumptions developed by the organization to provide a sense of identity, generates organizational commitment to the mission, clarifies and reinforces standards of behavior. Organizational culture is important component for establishing learning organization. Learning organization is now a form of organizational effectiveness. One of effective organizations indicator is its ability to perform learning. This research found that freedom to try a new things, to risk failure, to learn from mistakes, and tolerance to fault encouraged employees to do learning. Other factors that influence organizational learning is skill and experience, personal intimacy, transparency in decision-making, the clarity of the task, and engaging in dialogue for organizational problems solving.

Keywords. organizational culture; learning organization; norm; value; philosophy; behaviour.

1.1 INTRODUCTION

According to the Presidential Regulation No. 81 year 2010 on Grand Design of Bureaucratic Reform from 2010 to 2025 and Minister Regulation about the Road Map of Bureaucratic Reform [3], government institution should transform its organization by implementing the management instruments such as knowledge management, quality assurance, change management, and rightsizing. These instrument usually used in private sectors. These regulations are a source of policy to conduct government bureaucratic reform. The aim of this reform is transform government institutions to be more effective and efficient organization to improve the quality of service continuously.

Universitas Terbuka (UT) is a university with open and distance learning modes that has different to face to face university. Open and distance learning modes have some characteristic such as: First, the separation between student and lecturer. Second, the relationship between faculty and student is facilitated by the media, both print and electronic media. Teaching material is delivered through print and electronic media. The obligation to provide course printed and non printed material requires the effective of institutions in planning and developing course materials. Third, universities use various media to conduct the learning process of all students. Fourth, a separate faculty and students requires effective two-way communication, so that universities should provide facilitation for the ongoing two-way communication. Fifth, limitation of learning process in the classroom or group because of the spread of student domicile and the high range of students characteristic. Sixth, activities at the open and distance education is a business like activities such as the division of labor, rationalization, assembly, orientation on goal, and mass production. Seventh, student learning process is independent so institution should provide learning infrastructures and

learning materials that meet the student needs. Therefore, UT should provide learning infrastructures and materials that meet the students need. As university implementing the principle of openness, UT needs to design a learning process that could accommodate various learning needs of students through self-learning, group learning, face-to-face tutorials, or online tutorials.

UT must design organizational culture to enhance the effectiveness and efficiency of its management to improve the satisfaction of stakeholders. Within a document of Memorandum the end of tenure, the Rector of the period of 2001-2008 states that the work culture of UT directed by adaptive, flexible, learning organization, and democratic values. UT organizational culture is built by implementing principles of total quality management (TQM) and good and corporate governance (GCG) [3]. In the UT Strategic Plan 2010-2021 [4] mentioned that the UT system needs to be designed to be able to: provide space for the emergence of new ideas; provide quick response, detect errors as early as possible; make improvements and handling feedback. UT system is also expected to have the ability to innovate and change continuously. While in the Plan of Business Strategic of UT [5], organizational culture built on values of integrity, entrepreneurship, and innovation.

Based on the review conducted by the International Council for Distance Education at 9-13 Februari 2016, UT organizational culture is as follows [6].

a. A sound and well-designed internal quality assurance arrangement, which is working.

b. UT recognize the value of its staff and rewards them well.

c. The University's programs of academic staff development, including for its part- time tutors across the nation, is comprehensive

d. The University continues to present opportunities for staff to participate in professional meetings as well as continuous professional development programs.

e. Regular training and induction programs for tutors, much more is required. Increasing the levels of commitment to task, accepting greater responsibility for providing thoughtful pastoral care to students, work ethics and discipline are all areas in which tutors need to be trained if the University wishes to reduce the number of incidences of nonconformity to good practice as prescribed in the tutor training kits.

f. Casual observation left us with the impression that staff morale is generally high in the university and there seems to be a serious commitment to helping the University fullfill its mission objectives.

The results of these observations indicate that UT are required to have the design of an organizational culture that is able to work in organizations with high standardization and adaptive to environment changes, innovation, and academic autonomy. Currently, UT have 35 study programs with 299. 317 students spread throughout Indonesia and abroad. To serve students, UT 38 offices providing services in every province [7]. This paper analyzes the implementation of the strategy development of organizational culture in order to improve the UT's ability to innovate and change. This study is a qualitative research. Data were collected through interviews, observation and document study. Informants were included in this study are the three Chief Regional offices, two learning support coordinator, sms application development team leader, and the head of the team of course material -tablet based. The analyzed data is the result of observation, documents, and interviews.

II. THEORITICAL FRAMEWORKS

Learning Organization

There are many terms used to describe the process of learning in organizations such as the learning organization, organizational learning, knowledge creating company, the learning company, knowledge management, and the knowing organization. Although different, the real thing delivered is the same, namely the sharing of knowledge within the organization. Senge defines LO as a place where people are continually discovering how they create their reality. And how they can change it [8]. Robbins and Judge, explaining that a learning organization as developed the continuous capacity to adapt and change [9]. Senge, Robbins and Judge pointed out that the learning organization (LO) is an effort to develop the capacity of organization members to be able to adapt to change.

In more detail Garvin defines LO as an organization skilled at creating, acquiring, interpreting, transferring, and retaining knowledge, and it at purposively modifying behavior to reflect new knowledge and insights [10]. From the definition of LO, Garvin looked at LO as the ability of the organization. Jones used the term organizational learning (OL) to explain the existence of the process through the which managers seek to improve organization members' capacity to understand and manage the organization and its environment so that they make a decision that continually raise organizational effectiveness [11]. Jones focus on the process that managers use to improve the ability of the organization. According to Jones, OL is one form of a strategy to enhance the capacity of members of the organization. The core of the OL is how managers create a climate for employees to make decisions to achieve the organization's effectiveness on an ongoing basis.

According to Cumming and Worley, learning effects will appear in the form of the behavior of members of the organization. Learning outcomes are embedded in the organization's systems, structures, and culture. The main outcomes of organizational learning (OL) is the organizational knowledge [12].

In line with Jones, Schermerhorn use the term OL to describe the process of knowledge acquisition, information distribution, information interpretation, and organizational retention [13].OL cannot be created if people do not want to learn, they will not want to learn if they are feeling helpless, untrusted, and afraid [14]. The need for tolerance of failure is also stated by Peters and Waterman, a special attribute of the success-oriented, positive, and Innovating environment is a substantial tolerance for failure [15].

Learning embedded in the culture of the organization [16], so that LO materialize there needs to be a culture of learning within the organization [17], and sharpen the organization's culture [18]. Cummings and Worley stated that LO would be fulfilled if the organization there is a strong culture for employees to share knowledge. Enable an organization to become a learning organization, the organization must have a strong culture that promotes openness, creativity, and experimentation among members. They encourage members to acquire, process, and share information; they nurture innovation and provide the freedom to try a new things, to risk failure, and to learn from mistakes [19].

Organizational Culture

Organization culture is the DNA for the organization. Organizational culture is a differentiator that one organization with another organization. Organizational culture shaped by the norms, values, and assumptions that are understood, shared, and implemented together. Organizational values, norms, assumptions, and philosophy will shape the attitudes of its organizational members. Values, norms, assumptions, philosophies, and also attitudes are the "hidden" organizational components but it shapes the behavior of the organizational

members. So the values, norms, assumptions, philosophies, and attitudes cannot be observed, which can be observed is behavior.

According to Jones and George, values are the shared standards, while norms are shared beliefs, attitudes, and behaviors [20]. Organizational culture can act to (1) provide a sense of identity, (2) generates commitment to the organization mission, and (3) clarifies and reinforces standards of behavior [21]. The organizational culture also has function as employee self management, continuity, employee socialization, and supporting a firm's strategies [22]. Schein defined organizational culture as a pattern of basics assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems [23].The important issue of organizational culture are socialization, behavior, and cultural similarities [24].

Organizational culture is also seen as a system, as proposed by Schermerhorn, et. al. and Robbins and Judge. Schermerhorn, et al. stated that organizational culture is the system of shared actions, values, and beliefs that develops within an organization and guides the behavior of its members [25].

While Robbins and Judge stated that organizational culture is a system of shared meaning held by members that distinguishes the organization from other organization [26]. Mc Shane and Von Glinow explained that organizational culture is the basic pattern of shared values and assumptions governing the way employees within an organization think about and act on problems and opportunities [27]. McShane and Von Glinow, Robbins and Judge, Schermerhorn, and Schein agreed that organizational culture is shaped by meanings, values, norms are believed and serves as a means of controlling the behavior of the organization, the set of shared values and norms that controls organizational members' interactions [28].

Colquitt et. al. expressed a different opinion. According to Colquitt et.al., organizational culture is the shared social knowledge within an organization regarding the rules, norms, and values that shape the attitudes and behavior of its employees [29]. Colquitt use the term social knowledge replaces the term shared value. Colquitt stated that the rules, norms, and values will sharpen the attitudes and behavior of employees. According to Daft, organizational culture needs to be taught to new recruits, is taught to new members as correct [30]. According to Schein, organizational culture consists of three levels, namely artifacts, espouse values, and basic underlying of assumptions [31]. According to Robbins and Judge, the essence of organizational culture can be identified through: innovation and risk-taking; attention to detail; orientation on the outcome; orientation in people; orientation on the team; aggressiveness; and stability [32]. Based on the description upfront, organizational culture can be defined as a set of values and norms that were understood jointly used by organizations as controlling the behavior of the entire organization members.

Learning organization need strong culture that promote openness, creativity, and experimentation among members. These values and norms provide the underlying social support needed for successful learning. They encourage members to acquire, process, and share information; they nurture innovation and provide the freedom to try a new things, to risk failure, and to learn from mistakes". Organizations need to have tolerance for error. The member organizations are challenged to find or donate something [33]. Failure is the price to be paid for an invention.

III. FINDINGS AND DISCUSSION

Research conducted by Purwanto [34], found that organizational culture at UT have direct influence on organizational learning significantly and positively. This means that the organizational culture that to be measured by indicators: a set of values and norms and standards of conduct that are developed; a set of values, norms, and standards of behavior taught to new employees; and a set of values and norms that is distributed to all employees to be guiding the behavior of the employees have a significant influence on organizational learning. This finding is consistent with the views expressed by Cummings and Worley that values and norms provide the underlying social support needed for successful learning. Values and norms will encourage members to acquire, process, and share information; also, nurture innovation and provide the freedom to try a new thing, to risk failure, and to learn from mistakes.

UT organizational culture built on values of good and corporate governance and total quality management is able to create an organizational culture that can be the foundation of the growth of a learning organization. Research conducted by Purwanto and Marisa found that the implementation of TQM has helped UT develop organizational culture so that it becomes easier to transformed into LO [35]. Quality management instrument that used as work standardization has improved effectiveness and efficiency. The quality assurance system is being implemented consistently in UT is a bridge to get to the LO. Implementation the quality assurance system has consequences that all business processes should be standardized. The standardization of business processes has facilitated UT in performing of error detection and error correction.

Based on the interview with a UT Senior Auditor, the researchers obtained information that every activity in UT audited by the auditor quality. Quality audits performed to check whether the activities carried out by the unit in question is in conformity with the standards set out in the document the quality assurance system. The audit results are data on whether there is a gap between standards and implementation. If you find any gap then the auditor will provide an opinion in the form of the proposed improvements, major findings, and minor findings should be followed up by the audited unit.

The audit results are feedback to the relevant units to conduct continuous improvement. Auditor and head of audited unit discussed the findings by sharing knowledge and experience. Likewise, in the process of formulating the action, usually the head of audited unit will consult to the auditor to prepare of an action plan. Once the action plan agreed upon, then the audited unit will carry out repairs (error correction) with or without the supervision of auditors. Results of improvements by the audited unit will be verified by the auditor. The verification process is a process of sharing knowledge between auditor and audited unit. Auditor bring their knowledge, experience, and good practice from other units, while the head of the audited unit has deep experience of the unit. The combination of good practice in some of the units and in-depth experience in the unit concerned will result in improved the managerial practice of audited unit. UT quality assurance systems provide standards that must be done at the time of the audit, which is sharing the findings of the auditor by the audited unit. The findings are discussed and then find a solution. Consistent with the results of these interviews, research in 2014 found that the majority of respondents stated that UT has a strong organizational culture that values developed at UT in accordance with the values expected to be a learning organization can grow. Those values include tolerance for errors, quality, responsibility, providing the opportunity to do experimentation, openness, and mutual trust [36].

Other values that influence learning in organizations is the closeness of personal relationships, openness, and dialogue. From interviews with The Team of Course Materials-Tablet Based, they are working very independent, not influenced by the other party. The relationship and coordination in team is very flexible, many communications media and informal use. While in the Bogor Regional Office leaders develop a culture of openness and dialogue, so that employees become familiar, not to blame, and no fear of being wrong. Collective culture grows well with minimal levels of conflict. In an interview with the Head of Semarang and Yogyakarta Regional Office show that the values of respect for employees, openness, clarity tasks, and transparency lead to employees not afraid to engage in dialogue to solve the problems encountered in the work. Employees are motivated to work harder [37].

Organizational climate encouraged employees to be more creative. While the SMS application developer claimed he was working alone, developing his own ideas on their own initiative create prototyping services using SMS. Once the application fully developed, the prototype was used throughout the UT. While in the Data Base Research Development team determine its own needs, formulate needs, creating a prototype, test the prototype and then use the application to use while refined as needed. The Database Development Research Team worked in a climate of high freedom. UT leaders supported the fulfillment of the infrastructure and application for dissemination to all UT employees throughout Indonesia. This information is similar to what was presented by Cumming and Worley that the freedom to try a new thing, to take risk of failure, and to learn from mistakes will encourage employees to innovate.

The interview results indicate that the organizational climate UT to give freedom to every employee to develop ideas and sharing to anyone he wanted in UT and leadership will provide support. The interview is in line with the statistical test, that the UT employees have the opportunity to test the value, develop knowledge, storing and using knowledge for the development of products, systems, and services. According to Cummings and Worley (2005) learning is embedded in the culture of the organization, which means that the effectiveness of learning in organizations is influenced by how strong the culture of the organization. Marquadt and Reynolds (1994) suggested the same thing that in order to transform the organization into a LO, organizations need to encourage the growth of a learning culture in the organization. Robbins and Judge (2011) states that organizations need to sharpen the organization's culture so that a learning process can grow effectively. Meanwhile Garvin (2000) states that leaders need to provide support and reinforcement when employees make mistakes. Organizations need to create the appearance of norms that tolerate errors in an effort to make innovation and experimentation.

These findings support the Cummings and Worley (2005), Marquadt and Reynolds (1994), and Robbins and Judge (2011), and also Garvin (2000) stating that organizations need to develop values and norms that encourage member organizations undertake innovative and creative activities. In the study of the process of knowledge creation at UT, the researchers obtained information that the success of knowledge creation at UT because sufficient technical ability, experience, and knowledge of team members. The other thing is the leaders tolerate influence of faults and errors during the projects development. According to Garvin (2005) tolerance for mistakes is part of the culture of the organization [38]. In another study at UT, Purwanto and Marisa found that by adopting Total Quality Management (TQM) has helped UT develop organizational culture so that it becomes easier to transformed into LO [39].

The implications of this study are any organization that wants to transform into a learning organization must design its organizational culture by providing support facilities, designing

the organization so that communication can work flexibly. Organizations need to develop values and norms of the freedom to try a new thing, to risk failure, to learn from mistakes and fault tolerance will encourage employees to do the learning. In terms of human resources, organizations need to train and provide the opportunity for employees to develop skills, experience, and develop personal relationships with other relationships with other employees or with employees or with others outside the organization. Another important factor that needs to be developed is transparency in decision-making, and the clarity of the task.

IV. CONCLUSIONS

Organizational learning can happen if organizations provide the direction and goals of the organization are clear to all members of the organization. In addition, values, norms, and philosophy of the organization also will affect the individual's ability to perform learning. The findings at UT show that values and norms of the freedom to try a new thing, to risk failure, to learn from mistakes, and fault tolerance will encourage employees to do the learning. Other factors that influence organizational learning is a skill, experience, and the proximity of personal relationships. The last important factor is conducive working environment in the form of transparency in decision-making, and the clarity of the task.

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