

Organizacijska kultura v izbrani pravni osebi javnega sektorja

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IZVLEČEK

Raziskava postavlja v ospredje problematiko organizacijske in upravne kulture v povezavi s pristopi v javni upravi, z managementom sprememb in s strateškim managementom v organizacijah javne uprave. Empirični del raziše obstoječo in zeleno organizacijsko kulturo ter obstoj odpora do sprememb v izbrani organizaciji javne uprave in podaja predloge za morebitno izboljšanje. Podatki in informacije so bile pridobljene z uporabo OCAI vprašalnika Camerona in Quinna, ki sta jim bili dodani še dve vprašanji za ugotavljanje odpora do sprememb. Rezultati analize kažejo, da je prevladujoči tip organizacijske kulture v izbrani organizaciji kultura hierarhije in da bi si zaposleni v bodoče želeli prevladujoče organizacijske kulture tipa klan v vseh njenih vidikih. Iz raziskave tudi izhaja, da zaposleni dojemajo organizacijsko kulturo v vseh organizacijskih enotah enako in da so statistične razlike v dojemanju organizacijske kulture med vodstvenim kadrom in ostalimi zaposlenimi le v organizacijski kulturi tipa hierarhije. Izidi raziskave obenem kažejo prisotnost odpora do sprememb. Stanje v organizaciji se sklada tudi s sliko javne uprave v evropskem okolju, kjer so prisotne tako tradicionalne vrednote in vrednote nove kulture, kot tudi strah in odpor do sprememb.

Ključne besede: javna uprava, OCAI vprašalnik, odnos do sprememb, organizacijska kultura, pristopi v javni upravi, zelena organizacijska kultura

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1 Uvod

V pričujočem prispevku predstavljamo rezultate raziskave o dojemanju organizacijske kulture in ugotavljanju obstoja odpora do sprememb v izbrani organizaciji javne uprave – Agenciji Republike Slovenije za javnopravne evidence in storitve (v nadaljevanju AJPES). AJPES si zavzema postati vodilna nacionalna institucija, ki zbira in zagotavlja podatke ter informacije za pregledno nacionalno in evropsko poslovno okolje. Med pomembnejše javne storitve, ki jih izvajajo v AJPES, sodijo: registracija poslovnih subjektov in vodenje Poslovnega registra Slovenije in drugih registrov; zbiranje, obdelovanje in objavljanje letnih poročil ter statistično raziskovanje in zbiranje podatkov. V AJPES nudijo poleg javnih storitev tudi tržne storitve, med katere sodi izdelava različnih vrst bonitetnih informacij o poslovnih subjektih, zagotavljanje zbirke finančnih podatkov in kazalnikov ter izvajanje večstranskega pobota medsebojnih obveznosti med poslovnimi subjekti.

Ker je poslovno okolje razgibano in vselej spreminjajoče se, nas je v raziskavi zanimalo, kakšna je prevladujoča organizacijska kultura v AJPES, kakšna je želena organizacijska kultura in kakšen je odnos zaposlenih do uvajanja sprememb. Z raziskavo smo tudi želeli ugotoviti, če med posameznimi organizacijskimi enotami AJPES obstajajo razlike v organizacijski kulturi in če jo vodstveni sodelavci dojemajo drugače od njihovih podrejenih. Za zbiranje podatkov smo uporabili preverjeni vprašalnik avtorjev Camerona-Quinna, ki smo mu dodali dve vprašanji. Anketiranje smo izvedli na populaciji vseh zaposlenih.

V nadaljevanju prispevka predstavljamo teoretična izhodišča in rezultate iz opravljenih raziskav o organizacijski kulturi v javni upravi. Sledi predstavitev metodološkega pristopa in rezultatov raziskave z razpravo. Prispevek zaključujemo v sklepnem poglavju z orisom identificiranih razlogov za rezultate in s podrobnejšim pojasnilom rezultatov glede na poznavanje obravnavane teme raziskave. Vse informacije, pridobljene iz teoretičnega in empiričnega dela raziskave, smo povezali v sklepna spoznanja, ki so nam služila kot osnova za izdelavo predloga za izboljšanje organizacijske kulture v izbrani pravni osebi javnega sektorja in služijo tudi drugim organizacijam v javni upravi za uspešnejše obvladovanje organizacijske kulture.

2 Organizacijska kultura v javni upravi

Organizacijska kultura ni homogen pojem, na kar nakazujejo tudi številne definicije organizacijske kulture. Med najbolj splošno sprejetimi in najpogostejše citiranimi definicijami organizacijske kulture je definicija Edgarja Scheina (Kavčič, 2008, str. 13–14), čigar delo pa je doslej najcelovitejši poskus obravnave organizacijske kulture (Mesner Andolšek, 1995, str. 109). Po Scheinu je organizacijska kultura vzorec skupnih temeljnih predpostavk, ki jih je neka skupina iznašla, odkrila ali razvila, ko se je učila spopadati s težavami zunanje adaptacije in notranje integracije, ki so se tako obnesle, da so postale veljavne in

zato jih skupina prenaša na nove člane kot pravi način zaznavanja, razmišljanja in čutenja pri obvladovanju teh težav (1984, str. 3). Podobno kot Schein tudi večina ostalih preučevalcev organizacijske kulture to obravnava v plasteh, v čebulni obliki, kjer jedro predstavlja nekaj globokega, skritega, implicitnega, neverbalnega, težko spremenljivega in se projicira v zunanjih plasteh, ki so vedno bolj vidne, eksplisitne, površinske, lažje spremenljive, le da različni avtorji posamezne sestavine uvrščajo različno po plasteh (Guldenmund, 2010, str. 1472–1474). Kljub različnim pogledom na organizacijsko kulturo v zadnjih tridesetih letih pa Giorgi, Lockwood in Glynn (2015, str. 1–54) razkrivajo, da obstaja pet osnovnih pogledov oziroma modelov, konceptov ali pojmovanj, kaj organizacijska kultura je, in sicer je organizacijska kultura pojmovana kot vrednote, zgodbe, okvirji, orodja in kot kategorije. Glede na različno opredeljevanje vsebine organizacijske kulture s strani velikega števila avtorjev in dolgega časovnega obdobja proučevanja pojava je nastalo tudi mnogo klasifikacij oziroma tipologij organizacijskih kultur kot poskus poenostavitve in oblikovanja homogenih skupin organizacijskih kultur (Kavčič, 2008, str. 63).

Eden najpogostejše uporabljenih modelov obravnave vrednot (Malbašič, 2015, str. 11) je tipologija, ki sta jo Cameron in Quinn imenovala Model konkurenčnih vrednot (ang. *The Competing Values Framework* – CVF) (Cameron & Quinn, 2006, str. 31). Cameron in Quinn sta zasnovala tipologijo na kontinuumu dveh razsežnosti: od prožnosti in samostojnosti do stabilnosti in obvladovanja ter od notranjega okolja in integriranja do zunanjega okolja in diferenciranja. Ti dve dimenziji skupaj tvorita štiri kvadrante, kjer so združeni posamezni dejavniki uspešnosti oziroma lastnosti, ki jih ljudje vrednotijo za pomembne oziroma temeljne podmene, vrednote ipd. pri delovanju organizacije. Glede na to, da so si vrednote nasprotujoče po kontinuumu posamezne razsežnosti in diagonalno, sta avtorja model poimenovala za Model konkurenčnih vrednot. Vsak kvadrant predstavlja posamezen tip organizacijske kulture, ki sta jih avtorja poimenovala klan ali skupina, adhokracija, hierarhija in tržišče. Poimenovanje izhaja iz proučevanj različnih avtorjev o usklajenosti vrednot z različnimi vrstami organizacij, model pa se sklada tudi z dimenzijami v kognitivnih mapah, ki so jih nekateri avtorji razvili za pojasnjevanje delovanja možganov, telesa in obnašanja ljudi.

Kulturo hierarhije je s svojimi značilnostmi primerno opisal Max Weber. Gre za organizacijo, za katero je značilno zelo strukturirano in formalizirano notranje okolje, kjer postopki določajo delovanje ljudi. Voditelji so dobri in učinkoviti usklajevalci in organizatorji. Pomembno je, da organizacija gladko deluje. Dolgoročna usmeritev je stabilnost in učinkovitost. Organizacijo povezujejo predpisi in pravila. Značilna je brezosebnost in specializacija. Pomembna merila so učinkovitost, pravočasnost, zanesljivost, nizki stroški. Skrb za sodelavce se kaže v varnosti zaposlitve in napovedljivosti.

Kultura trga je značilna za organizacijo, ki je usmerjena na družbeno okolje in zunanje udeležence ter menjalna razmerja. Ljudje so prepričani, da družbeno okolje ni dobrohotno. Organizacija je naravnana na izide in naloge. Ljudje

tekmujejo in so usmerjeni k smotrom in ciljem, zavzemajo se za ugled in uspeh organizacije. Voditelji so zahtevni, trdi in tekmovalni. Organizacije povezuje zavezanost k zmagovanju. Dolgoročno sta pomembni konkurenčno delovanje in doseganje smotrov in merljivih ciljev. Uspeh določa tržni delež in prodiranje na trgu, pomembno je imeti vodilno vlogo na trgu in produktivnost.

Za kulturo klana oziroma skupine velja, da je organizacija prijazno delovno okolje, kjer se udeleženci počutijo kot v družini in si delijo dobro in zlo. Zanj je značilno, da so vodje mentorji in starševsko pokroviteljski ter spodbujevalci sodelovanja, organizacijske predanosti in lojalnosti. Pomembna je pripadnost in tradicija ter zavzetost ljudi. Dolgoročno je pomemben razvoj ljudi, povezovanje in moralno delovanje. Uspešnost je odvisna od organizacijske klime in skrbi za ljudi. Poglavitna sta timsko delo, sodelovanje in soglasje. Zunanji udeleženci organizacije so v vlogi partnerjev.

Kultura adhokracije¹ je značilna za dinamično organizacijo s podjetniškim duhom in kreativnim poslovnim okoljem. Že sama beseda *ad hoc* implicira nekaj trenutnega, dinamičnega, specifičnega. Sodelavci se izpostavljajo in sprejemajo tveganje. Voditelji so vizionarji, inovativni in pripravljeni na tveganja, ljudi spodbujajo k samostojnosti in prevzemanju pobud. Organizacijo povezuje zavezanost k poskušanju in inovacijam. Pomembno je biti prvi, tako v znanju kot pri izdelkih in storitvah. Pripravljenost na spremembe in sprejemanje izzivov je pomembna. Dolgoročna usmeritev sta rast in doseganje novih zmožnosti. Uspešnost je osvajanje novih, posebnih izdelkov in storitev (Cameron & Quinn, 2006, 36–45).

Vsi štirje tipi organizacijske kulture so vredni in potrebni. Nobeden ni boljši ali slabši od drugega (Cameron & Quinn, 2006, str. 80), kljub temu da skoraj vedno en ali dva tipa organizacijske kulture prevladujeta v vsaki organizaciji. Prisotnost različnih organizacijskih kultur pripomore k uravnoteženosti vrednot.

Tipologija Camerona in Quinna in tipologija vladovanja izhajata iz iste osnove. Obema je skupno to, da temeljita na enakih, uveljavljenih in sprejetih shemah, ki organizirajo načine, kako ljudje razmišljajo, njihove vrednote in podmene ter načine, kako procesirajo informacije (Cameron & Quinn, 2006, str. 33; Spinuzzi, 2015, str. 140–147). Sheme so uporabne na različnih nivojih, tako na nivoju posameznika, na nivoju organizacije, kot tudi na višjem nivoju, nivoju posamezne nacionalne javne uprave.

V prevladujočem sistemskem pristopu avtorji obravnavajo organizacijo kot organizacijski sistem, sestavljen iz podsistemov več hierarhičnih ravni in vključen na ustrezni hierarhični ravni v višje sisteme. Tudi organizacijsko kulturo je mogoče poimenovati kot sistem, ki obsega več podsistemov (subkultur),

¹ Beseda adhokracija izvira iz latinske fraze *ad hoc* 'posebej za ta namen' in grške besede *kratein* 'vladati'. Termin je prvi uporabil Warren Bennis v knjigi *The Temporary Society* leta 1968, koncept pa je naprej razvil Henry Mintzberg. Pojem adhokracija opredeljuje fleksibilno, dinamično, organizacijsko strukturo, nasprotno hierarhični ter temelji na združevanju moči in znanja v multidisciplinarnih timih.

po drugi strani pa je organizacijska kultura podsistem kulture okolja, saj je organizacija, bodisi pridobitna, bodisi nepridobitna, podsistem družbenega okolja (Tavčar, 2000, str. 44–85). Upravna kultura je tako kultura upravnega sistema oziroma javne uprave in je tesno prepletena z družbeno, s politično in z organizacijsko kulturo (Brezovšek & Haček, 2004, str. 5). Upravna kultura ima najrazličnejše oblike oziroma poudarke, npr. legalistični ali birokratski, podjetniški ali managerski in participativni (Brezovšek, 2004, str. 11). Gre za upravno kulturo glede na prevladujoč pristop v javni upravi. Zanimivo je tudi pojmovanje subkulture v upravni kulturi. Kultura posamezne organizacije v javni upravi tako predstavlja subkulturo upravne kulture (Bačlija, 2012, str. 16). Pristopi, paradigme so se v zadnjih 30 letih spreminjali tako, da je klasično javno upravo spreminjal reformni val novega javnega managementa, tega pa spodriva reformni val novega pristopa, čemur je sledila tudi sprememba upravne kulture, kjer tradicionalne vrednote spodrivajo vrednote nove kulture. Kljub temu pa v večini držav najdemo značilnosti vseh treh pristopov (Bovaird & Löffler, 2005, str. 22).

Reforme v organizacijah javne uprave so odvisne tudi od prevladujočega pristopa v teoriji in praksi javne uprave. Tradicionalni pristop je od 80. let prejšnjega stoletja spodril novi javni management (ang. *New Public Management* – NPM) (Vanebo & Anderson, 2014, str. 9–22). Za njegovo ime še ni soglasja med različnimi avtorji, čeprav v literaturi zasledimo različne izraze: nova javna služba (ang. *new public service*) (Bryson, Crosby & Bloomberg, 2014, str. 445), vseobsežno/celovito upravljanje (ang. *whole-of-government*) (Huerta Melchor, 2008, str. 10), novo upravljanje (ang. *new governance*), dobro upravljanje (ang. *good governance*) in druge (Djokić & Duh, 2016, 732–744). Javni management ima pomembno vlogo pri oblikovanju in vodenju omrežij, skrbi za skupno uspešnost, družbeno odgovornost (Tomažević, 2010, str. 59–78) in delovanje sistema (Brezovšek & Bačlija, 2010, str. 97–121). Ne glede na vrsto reforme se organizacije v javni upravi spreminjajo predvsem na podlagi posodobljenega managementa javne uprave, tako da se tradicionalne vrednote spreminjajo v vrednote nove organizacijske kulture (Pagon, Banutai & Bizjak, 2008, str. 9) in organizacijskega vzdušja (Jordan, Miglič & Marič, 2016, str. 71).

2.1 Spreminjanje organizacijske kulture

Sprememba organizacijske kulture kot sistema vrednot, načina razmišljanja, stilov vodenja, paradigem, pristopov k razreševanju težav je ključ za uspeh sprememb, reform in prilagoditve v vedno bolj turbulentnem družbenem okolju (Schein, 1992, str. 14). Tako v Sloveniji kot v svetu so bile opravljene raziskave, ki so pokazale pomen usklajenosti individualnih in organizacijskih vrednot, smotrov in ciljev za uspešnost organizacije, npr. v Sloveniji raziskava Direktorji uspešnih slovenskih gospodarskih organizacij avtorja Kavčiča (2008, str. 45). Povezanost organizacijske kulture in uspešnosti organizacije je ena najpogostejših tem, s katero so se ukvarjali različni avtorji (Biloslavo,

2007, str. 29–56). V tuji literaturi in virih so navedena kot najodmevnejša in managementu priljubljena dela avtorjev Deala in Kennedyja, Petersa in Watermana ter Collinsa in Porrasa (Barney, 1986, str. 656; Schein, 1990, str. 109; De Waal, 2008, str. 1; Kavčič, 2008, str. 8).

Huerta Melchor (2008, str. 4–7) navaja, da naj bi bil osrednji fokus reforme organizacij v javni upravi na organizacijski kulturi, saj so tradicionalne vrednote, prepričanja, prioritete, rutine in predvsem miselnost v organizacijah javne uprave na veliki preizkušnji. V organizacijah javne uprave naj bi bile prisotne tako tradicionalne vrednote kot vrednote nove organizacijske kulture, kot tudi strah in odpor do sprememb. Ugotavljajo, da je tradicionalne vrednote možno nadomestiti z vrednotami nove organizacijske kulture (Pagon et al., 2008, str. 11–28). Proučevanje vrednot je v javni upravi pomembno tako v empiriji (npr. starejši raziskavi OECD iz leta 2000 *Building Public Trust in Trust in Government*), kot za nastanek konceptov oziroma tipologij vrednot v javni upravi ter pristopov proučevanja le-te (Brezovšek & Črnčec, 2010, str. 83–87).

2.2 Pregled obstoječih raziskav

Raziskovanje organizacijske kulture je priljubljena tema raziskovanja, vendar je identificiranih del o organizacijski kulturi v nepridobitnih organizacijah, javnem sektorju in javni upravi malo, takih, v katerih se avtorji ukvarjajo z upravno kulturo, pa še manj. Ravno tako je malo raziskav, kjer bi bil uporabljen za ugotavljanje organizacijske kulture uveljavljen standardiziran OCAI vprašalnik Camerona in Quinna. Ta obsega šest sklopov in se nanaša na: temeljne značilnosti delovnega okolja, voditeljstvo v organizaciji, način ravnanja s sodelavci, vezi v organizaciji, strateške poudarke ter sodila za uspešnost (Kmetec, 2014; Lučič, 2014; Županek 2015).

Po pregledu strokovne literature in virov smo ugotovili, da so raziskave s področja organizacijske kulture v javni upravi redke (podobno ugotavlja tudi Šinigoj (2016)).

Jereb (2005) je ugotavljala, kako je organizacijska kultura vplivala na kakovost storitev v Upravi Republike Slovenije za javna plačila (v nadaljevanju UJP). Ugotovila je, da na kakovost storitev v UJP posredno vplivajo vse dimenzije organizacijske klime in da izboljšanje organizacijske kulture omogoča doseganje višje kakovosti dela, storitev in zadovoljstva strank. Organizacijska kultura, ki je usmerjena k zadovoljevanju potreb uporabnikov, posredno vpliva na večjo kakovost storitev. V nalogi navaja tudi, da so spremembe in reforme javne uprave ter organizacijska kultura tesno povezani. S spreminjanjem upravnega sistema se spreminja organizacijska kultura in obratno. Pravi, da je uspešnost organizacije posledica organizacijske kulture, organizacijske klime in vodenja.

V letu 2008 je nastala raziskava *Leadership Competencies of Successful Change Management*, ki je zajela 284 managerjev javne uprave iz 27 držav članic

Evropske unije in Evropske komisije. Ugotavljalo se je, v kolikšni meri so v javni upravi prisotne tradicionalne vrednote, vrednote nove organizacijske kulture ter strah in odpor do sprememb. Zaključki raziskave kažejo, da so v javni upravi prisotne tako tradicionalne vrednote kot vrednote nove organizacijske kulture, kot tudi strah in odpor do sprememb. Rezultati poudarjajo pomen implementacije vrednot nove organizacijske kulture v javno upravo in kažejo na to, da je mogoče tradicionalne vrednote nadomestiti z vrednotami nove organizacijske kulture (Pagon et al., 2008, str. 11–28).

Skinder Savić (2013) je ugotavljala značilnosti organizacijske kulture v splošnih bolnišnicah v Sloveniji ter predstavila dejavnike, ki vplivajo na zadovoljstvo zdravnikov in medicinskih sester na delovnem mestu v bolnišnicah. Rezultati iz raziskave so pokazali, da v splošnih bolnišnicah prevladuje organizacijska kultura tipa hierarhija, zaposleni pa si v največji meri želijo organizacijske kulture tipa skupina.

Šinigoj (2016) je v svoji raziskavi v izbrani organizaciji državne uprave ugotavljal značilnosti organizacijske kulture in vodenja ter kako se le-te skladajo s temeljnimi načeli novega javnega managementa. Rezultati raziskave so pokazali, da v izbrani organizaciji prevladuje hierarhičen tip organizacijske kulture, katerega značilnosti se razhajajo z idejami, izraženimi v temeljnih načelih novega javnega managementa, in da predstavlja organizacijska kultura pomembno oviro pri uveljavitvi teh načel. Ugotovil je tudi, da si zaposleni želijo organizacijske kulture tipa klan.

V organizaciji javne uprave, ki je bila predmet naših raziskovanj, v AJPES, je bila doslej izvedena le ena raziskava z obravnavanjem organizacijske kulture, in sicer pred 14 leti (Skok, 2004) v obdobju po ustanovitvi AJPES. Avtorica je podatke za empirični del raziskave pridobila z vprašalnikom, ki se je opiral na vprašalnik avtorice Judith R. Gordon iz dela *Organizational Behavior* iz leta 1996. Naloga je bila izvedena brez statistične obdelave in se je omejila na obravnavo le ene izpostave, zaključki pa so bili vprašljivo posplošeni na celotno organizacijo. Ugotovila je, da je v takratnem AJPES prevladovala organizacijska kultura nalog, da so najpomembnejši dejavniki oblikovanja organizacijske kulture zaposleni in management in da je bila takratna opredelitev vizije, poslanstva in strategije po njenem mnenju delno definirana.

Na podlagi sistematičnega pregleda teoretičnih izhodišč o organizaciji, managementu in organizacijski kulturi ter spoznanj iz empiričnih raziskav s področja organizacijske kulture, predvsem organizacijske kulture v javni upravi, smo ugotovili, da je tematika aktualna ter družbeno koristna. Ugotovili smo, da je bilo v javnem sektorju in javni upravi opravljenih malo raziskav o upravnici kulturi oziroma organizacijski kulturi v upravnih organizacijah. Na ta način smo identificirali raziskovalno vrzel – znanj o prevladujoči in želeni organizacijski kulturi v izbrani pravni osebi javnega prava ni. To vrzel smo zapolnili z našo raziskavo, ki bo s svojimi ugotovitvami prispevala k nadgraditvi znanj v upravno-organizacijski znanosti. Namen naše raziskave je bil ugotoviti

obstoječo in želeno organizacijsko kulturo in prisotnosti odpora do sprememb v izbrani organizaciji javne uprave ter podati predloge za njeno morebitno izboljšanje.

3 3 Raziskava v izbrani organizaciji javne uprave

3.1 Metode raziskovanja in analize

V raziskavi smo v osnovi uporabili kvantitativno metodo, kot jo opisujejo Easterby-Smith, Thorpe in Lowe (2005, str. 169). Za pridobivanje podatkov in informacij smo uporabili že uveljavljen standardiziran OCAI vprašalnik, ki temelji na tipologiji Modela konkurenčnih vrednot (ang. *The Competing Values Framework* – CVF), na podlagi katere sta avtorja določila štiri glavne tipe organizacijskih kultur (Cameron & Quinn, 2006, str. 31). Za ugotavljanje odpora do sprememb smo k vprašalniku dodali dve vprašanji, oblikovani glede na izhodišča v Huerta Melchor (2008, str. 16–20) in v Pagon idr. (2008 in 2011). Vprašanji sta se glasili: »V kolikšni meri čutite odpor do sprememb?« in »Označite vzroke za odpor do sprememb.« Obe vprašanji sta bili zaprtega tipa.

Na podlagi teoretičnih izhodišč, namena in ciljev smo formirali naslednje hipoteze:

- H1: Prevladujoči tip organizacijske kulture je kultura hierarhije.
- H2: Organizacijska kultura je enaka v vseh organizacijskih enotah.
- H3: Dojemanje organizacijske kulture vodij je statistično značilno drugačno od dojemanja ostalih zaposlenih.
- H4: Zaposleni ne čutijo odpora do sprememb.

Vse podatke, pridobljene z anketo, smo ustrezno uredili in obdelali. Najprej smo z metodami opisne statistike preverili lastnosti vzorca in opravili osnovne analize, s katerimi smo določili prevladujočo in želeno organizacijsko kulturo ter odpor do sprememb. Razlike med zaznano obstoječo in želeno organizacijsko kulturo skupno in po posameznih vidikih oziroma vsebinskih področjih organizacijske kulture smo preverili s t-testom za odvisne vzorce. Hipoteze smo preverili z metodami multivariatne analize: z analizo variance in t-testom za neodvisne vzorce smo preverili razlike v organizacijski kulturi za posamezne organizacijske enote in pa razlike med vodji in ostalimi zaposlenimi. Za obdelavo podatkov smo uporabili programsko opremo SPSS in MS Office Excel.

3.2 Raziskovana populacija

Na dan 31. 12. 2015 je bilo na AJPes v 13 organizacijskih enotah, v centrali in 12 izpostavah v večjih krajih Slovenije zaposlenih 233 delavcev za določen in nedoločen čas, od teh 95,6 % v javni službi in 4,4 % v tržni dejavnosti.

Žensk je bilo 78,12 %, 21,88 % pa moških. Povprečna starost zaposlenega je bila 47 let, 45 % od vseh zaposlenih je bilo starih od 40 do 49 let, 34 % od 50 do 59 let, 18 % od 20 do 39 let in 3 % so imeli nad 60 let. Izobrazbena struktura kaže, da je 15 % zaposlenih imelo srednješolsko izobrazbo, 13 % višješolsko, 27 % visokošolsko, 44 % pa univerzitetno ali podiplomsko izobrazbo (AJPES, 2016). Po Pravilniku o notranji organiziranosti in sistematizaciji delovnih mest v AJPES vodstvo AJPES sestavljajo direktor, namestnik direktorja in dva področna sekretarja. Sektorje, službe, izpostave in nekatere oddelke vodijo področni sekretarji ali področni podsekretarji, teh je 32, ostale oddelke pa drugi uslužbenci po pooblastilu direktorja, teh je 13. Zaposlenih na strokovno tehničnih mestih je 66, ostali, razen direktorja in njegovega namestnika, pa so sodelavci, ki opravljajo naloge javne službe AJPES oziroma so na delovnih mestih vodje finančno-računovodske, pravne in kadrovske službe ter službe za informacijske sisteme (AJPES, 2015). V anketiranje smo vključili vse zaposlene sodelavce izbrane organizacije javne uprave – AJPES.

3.3 Rezultati

Vprašalnik je bil z dovoljenjem vodstva posredovan vsem 233 zaposlenim AJPES bodisi po navadni pošti, bodisi po elektronski pošti ali pa jim je bil osebno dostavljen. Anketiranje je trajalo en mesec, od 18. 1. 2016 do 19. 2. 2016. Med tem časom smo zaposlene spodbujali k oddaji vprašalnikov. Prejeli smo 102 izpolnjena vprašalnika iz vseh trinajstih organizacijskih enot, med temi je bil eden nepravilno izpolnjen, tako da smo v nadaljnji obravnavi upoštevali 101 vprašalnik, kar predstavlja 43,35 % celotne populacije. Med respondenti je bilo 77 % žensk in 23 % moških, v 67,67 % starih od 36 do 55 let, kar ustreza sliki celotne populacije. Vodilni zaposleni so v vzorcu zastopani v 16,83 % ter so v vzorcu prisotni v vseh organizacijskih enotah z izjemo ene izpostave. Kljub temu, da je struktura vzorca podobna strukturi populacije, zaradi nenaključnosti vzorca rezultatov raziskave ne moremo posplošiti na populacijo. Ravno tako v raziskavi nismo ugotavljali vpliva določenih demografskih spremenljivk – starosti in spola na izide raziskave.

3.3.1 Trenutno in želeno stanje organizacijske kulture

Ugotavljali smo razlike med oceno organizacijske kulture o trenutnem stanju in želeno organizacijsko kulturo. Razlike smo preverjali s t-testom za odvisne vzorce (ang. *Paired-samples t-test*). Med percepcijo obstoječe organizacijske kulture in želeno organizacijsko kulturo smo ugotovili statistično značilne razlike pri vseh štirih tipih organizacijskih kultur, in sicer:

- organizacijska kultura tipa klan: anketirane osebe si v prihodnje želijo bistveno več organizacijske kulture tipa klan – razlika je 15,56 (vse, kar se razlikuje za 10 in več točk, je po Cameronu in Quinnu pomembno odstopanje (2006, str. 74)) ($t = -11,24$; sig. = 0,00);

- organizacijska kultura tipa adhokracija: anketirane osebe si v prihodnje želijo več inovativnosti, dinamičnosti, ustvarjalnosti in podjetnosti in so pripravljene v ta namen prevzeti več tveganja ($t = -4,17$; sig. = 0,00);
- organizacijska kultura tipa trg: anketirane osebe si v prihodnosti želijo občutno manj usmerjenosti na izid in agresivnosti vodstva; tekmovalnost, visoke zahteve in dosežki naj ne bodo na prvem mestu ($t = 8,80$; sig. = 0,00);
- organizacijska kultura tipa hierarhija: anketirane osebe si v prihodnje želijo manj nadzora, formaliziranosti in strukturiranosti ($t = 7,22$; sig. = 0,00).

Profil organizacijske kulture AJPes (slika 1) je primerljiv tudi s profilom kulture organizacij v javni upravi, ki sta ga predstavila Cameron in Quinn, kjer prevladuje organizacijska kultura tipa hierarhije, organizacijska kultura tipa klan in tipa trg sta zastopani v manjši meri, najmanj pa je prisotna organizacijska kultura tipa adhokracije.

Slika 1. Obstoječa in želena organizacijska kultura v AJPes – skupni izid



Vir: Belac (2016, str. 63)

Iz rezultatov osnovne analize je mogoče ugotoviti, da je prevladujoči tip organizacijske kulture v AJPes organizacijska kultura tipa hierarhije (vrednost = 36,86), sledijo organizacijska kultura tipa klana ali skupine (vrednost = 23,92), tipa trga (vrednost = 23,78) in tipa adhokracije (vrednost = 15,29). Zaradi navedenega hipotezo H1 potrdimo.

3.3.2 Organizacijska kultura med organizacijskimi enotami

ANOVA nam pokaže (tabela 1), da ni značilnih razlik v dojemanju organizacijske kulture med organizacijskimi enotami (vse vrednosti sig. nad 0,05).

Tabela 1. Razlike v dojetanju organizacijske kulture med organizacijskimi enotami

Tip organizacijske kulture		Kvadrat povprečja	df	F	sig.
klan	med skupinami	243,35	12	1,09	,38
	v skupinah	224,37	87		
adhokracija	med skupinami	34,17	12	,54	,88
	v skupinah	63,25	87		
trg	med skupinami	147,68	12	1,07	,40
	v skupinah	138,39	87		
hierarhija	med skupinami	168,98	12	1,07	,39
	v skupinah	157,48	87		

Vir: Belac (2016, str. 120)

Vzrok za take rezultate je tudi majhno število odgovorov po posameznih organizacijskih enotah. Iz navedenega sledi, da smo H2 potrdili.

3.3.3 Organizacijska kultura med različnimi kategorijami zaposlenih

Za preverjanje ničelne hipoteze smo opravili t-test za neodvisna vzorca (ang. *Independent Samples T-test*). Pred tem smo upoštevali rezultate za preizkus enakosti varianc in šele nato rezultate za preizkus enakosti povprečij. Na osnovi Levenovega testa za enakost varianc smo ugotovili, da sta varianci odvisne spremenljivke na vzorcu enaki za vse tipe organizacijskih kultur z izjemo organizacijske kulture tipa klan.

Značilne razlike med skupinama smo ugotovili le v primeru relativne ocene organizacijske kulture tipa hierarhija (sig. = 0,02). Pri ostalih tipih kultur razlik med skupinama nismo zaznali: klan (sig. = 0,10), adhokracija (sig. = 0,40) in trg (sig. = 0,58). Navedeno pomeni, da je dojetanje organizacijske kulture vodij statistično značilno drugačno od dojetanja ostalih zaposlenih, le kar se tiče organizacijske kulture tipa hierarhija, tako da hipoteze H3 ne moremo potrditi.

3.3.4 Odpor do sprememb

Iz tabele 2 je razvidno, da 18,81 % vprašanih ni odgovorilo na vprašanje, v kakšni meri čutijo odpor do sprememb. Manjkajočih vrednosti nismo posebej analizirali. Na nizek delež veljavnih odgovorov je lahko vplivala kočljivost vprašanja, zato ni nujno, da so odgovori pokazatelj dejanskega stanja v organizaciji. Na to nas napeljuje ugotovitev, da so praktično vsi anketiranci odgovarjali na vprašanje o razlogih za odpor do sprememb (94,05 % anketiranih je podalo odgovore).

Tabela 2. Zaznavanje odpora do sprememb

		Frekvenca	%	%
Veljavno	ne čutim	27	26,74	32,93
	neznatno čutim	32	31,68	39,02
	čutim	17	16,83	20,73
	čutim močneje	4	3,96	4,88
	izredno čutim	2	1,98	2,44
	skupno	82	81,19	100,0
Brez podatka	- 9	19	18,81	
Skupaj	101	100,0		

Vir: Belac (2016, str. 70)

32,93 % tistih, ki so odgovorili na vprašanje, ne čuti odpora do sprememb, 67,07 % pa ga čutita (39,02 % neznatno; 20,73 % čuti; 4,88 % čuti močneje in 2,44 % izredno čuti odpor do sprememb). Ker večina zaposlenih izraža, da čutijo odpor do sprememb, **H4** ne potrdimo.

4 Diskusija in zaključek

Namen naše raziskave je bil ugotoviti obstoječo in želeno organizacijsko kulturo in prisotnosti odpora do sprememb v izbrani organizaciji javne uprave ter podati predloge za njeno morebitno izboljšanje. V raziskavi smo na skupini 233 zaposlenih v izbrani organizaciji javne uprave (AJPES) ugotovili obstoječo in želeno organizacijsko kulturo, raziskali, če sodelavci na vodstvenih položajih dojemajo različno organizacijsko kulturo od ostalih zaposlenih ter ugotovili, da v AJPES zaposleni čutijo odpor do sprememb. Raziskavo smo izvedli z uporabo vprašalnika OCAI Camerona in Quinna (2006, str. 26–28), ki smo mu dodali dve vprašanji za ugotavljanje odpora do sprememb po Huerta Melchor (2008, str. 16–20) in Pagon et al., (2008 in 2011).

V AJPES imajo opredeljeno politiko organizacije – vizijo, poslanstvo, smotre in cilje ter strategijo v skladu z interesi in vrednotami pomembnih udeležencev in v skladu z nacionalno politiko, s strategijo razvoja javne uprave in z nacionalnimi predpisi (AJPES, 2014, str. 8–9), kar ambiciozno tudi uresničujejo. Da v AJPES gojijo dober odnos z zaposlenimi, se zavzemajo za partnerski odnos z državo ter profesionalen odnos do vseh deležnikov, ki temelji na medsebojnem spoštovanju ter realnih finančnih in zakonskih podlagah (AJPES, 2016, str. 7), je potrdil prejem Slovenske nagrade za družbeno odgovornost Horus 2016 (kot vodilne slovenske nagrade s področja uravnotežene in inovativne družbene odgovornosti) za strateško celovitost pravne osebe (IRDO, 2016).

Pestrost vrednot, ki jih gojijo, je tudi posledica tega, da se AJPES, poleg nudenja javnih storitev, uveljavlja tudi na trgu. Posledično se to zrcali obenem v prisotnosti različnih tipov organizacijskih kultur, kjer pa vseeno prednjači tip organizacijske kulture hierarhije. Iz rezultatov analize je razvidno, da bi si zaposleni v bodoče želeli prevladujoče organizacijske kulture tipa klan v vseh njenih vidikih oziroma vsebinskih področjih: v temeljnih značilnostih delovnega

okolja, voditeljstvu v organizaciji, načinu ravnanja s sodelavci, v vezeh v organizaciji, v strateških poudarkih ter v sodilih za uspešnost. Usklajenost vseh atributov organizacijske kulture dokazano vodi k večji uspešnosti organizacije. Želijo si manj organizacijske kulture tipa hierarhija in trg ter več adhokracije. Iz raziskave izhaja, da zaposleni dojemajo organizacijsko kulturo v vseh organizacijskih enotah enako in da so statistične razlike v dojemanju organizacijske kulture med vodstvenim kadrom in ostalimi zaposlenimi le pri organizacijski kulturi tipa hierarhija. Izidi iz raziskave kažejo tudi prisotnost odpora do sprememb. Stanje v AJ PES se sklada tudi s sliko, ki jo razkriva raziskava *Leadership Competencies of Successful Change Management*. Njeni zaključki namreč kažejo, da so v javni upravi prisotne tako tradicionalne vrednote in vrednote nove kulture, kot tudi strah in odpor do sprememb (Pagon et al., 2008, str. 11–28).

Tipični profil organizacijske kulture v javni upravi po Cameronu in Quinnu, kjer prevladuje organizacijska kultura tipa hierarhije, pa se ne ujema s prevladujočim novim pristopom v javni upravi, kjer naj bi bile v ospredju vrednote odgovornosti, odprtosti, preglednosti, učinkovitosti, uspešnosti, voditeljstva in managerske kulture (Pagon et al. 2011, str. 2) ter množica demokratičnih in ustavnih pravic (Bryson et al., 2014, str. 446). Sicer pa tipologija konkurenčnih vrednot razkriva sobivanje različnih vrednot, kultur v posamezni organizaciji in omogoča tudi presojo o jakosti posamezne kulture ali pa o uravnoteženosti kultur.

4.1 Omejitve raziskave

Raziskava ima tudi nekaj omejitev. Organizacijska kultura je samo eden izmed možnih dejavnikov, ki vpliva na uspešnost organizacije. Izbrali smo tipologijo Camerona in Quinna za preverjanje organizacijske kulture, čeprav obstajajo tudi druge, kot npr. Hofstede, Schein ipd. Obstoječo in želeno organizacijsko kulturo smo določili statistično, avtorja vprašalnika Cameron in Quinn pa poudarjata (2006, str. 87–140), da je pri določanju dejanske in želene organizacijske kulture potrebno soglasje vseh delavcev, kar je tudi ključnega pomena za pričetek spreminjanja organizacijske kulture in zmanjšanja odpora do sprememb. Pri izbiri statističnih metod obdelave podatkov bi bila primernejša diskriminantna analiza s hkratnim primerjanjem vseh posameznih tipov kultur in njenih vsebinskih področij. Ta metoda analize je zahtevnejša in manj poznana, avtorji podobnih raziskav je večinoma ne uporabljajo in se večinoma poslužujejo metod, uporabljenih v tem prispevku. Možen je strah anketirancev pred prepoznavnostjo pri anketiranju po demografskih vprašanjih zaradi majhnosti posameznih organizacijskih enot, ki je posledično lahko vplival na njihovo odkritost pri odgovarjanju na vprašalnik in na število izpolnjenih anket kljub anonimnosti v postopku anketiranja in analize.

4.2 Smernice za izboljšanje organizacijske kulture in nadaljnje raziskovanje

Na podlagi izidov raziskave smo zasnovali teoretične in praktične smernice za izboljšanje organizacijske kulture v AJ PES. Predlagamo vztrajanje pri dobrih praksah pri vodenju kadrovske politike organizacije (anketiranci so namreč ocenili, da za način ravnanja s sodelavci že sedaj veljajo značilnosti organizacijske kulture tipa klan) in njeno dopolnitev s predlaganimi usmeritvami po posameznih vidikih organizacijske kulture ob konkretizaciji in realizaciji predlogov. Za spremembo organizacijske kulture predlagamo uporabo šestih korakov, ki jih opisujeta Cameron in Quinn ob razvijanju in zagotavljanju spremembam podpornega okolja in pripravljenosti na spremembe. Za zmanjšanje odpora do sprememb predlagamo zagotavljanje uspešne komunikacije z zaposlenimi z večjo seznanjenostjo zaposlenih o spremembah in njihovo večjo vključenostjo v proces spreminjanja.

Izidi iz naše raziskave s področja organizacijske kulture in odpora do sprememb prinašajo izzive za nadaljnje raziskovanje, in sicer v organizacijah državne uprave, organizacijah lokalne samouprave in nosilcih javnih pooblastil in izvajalcih javnih služb ter skupno za javno upravo (s čimer bi tudi ugotovili, v kakšni meri so prisotne tradicionalne vrednote, vrednote nove kulture ter strah in odpor do sprememb). Predlagamo periodično izvajanje raziskav zaradi možnosti ugotavljanja približevanja vrednotam novega pristopa oziroma načelom dobrega upravljanja, ki so zapisani v Politiki napredka in kakovosti sodobne javne uprave.

Zanimivo bi bilo tudi proučevanje organizacijske kulture z vidika subkulture v javni upravi, saj kultura posamezne organizacije v javni upravi predstavlja subkulturo upravne kulture (Bačlija, 2012, str. 16).

Nadaljnje raziskave bi bile tudi možne z uporabo enake metode raziskovanja oziroma uporabo vprašalnika OCAI, saj upravno kulturo, tipe vladovanja in pristopev javni upravi razvrščamo na podlagi enakih uveljavljenih miselnih shem, kot to velja za Model konkurenčnih vrednot (pa vendar bi bilo tudi to trditev potrebno podkrepiti z več dokazi in bi bila zato lahko predmet raziskovanja), s čimer bi omogočili primerljivost na vseh ravneh. Koristna bi bila tudi raziskava o vplivu organizacijske kulture na izbrane finančne in nefinančne kazalnike uspešnosti organizacije v javni upravi. V bodočem raziskovanju organizacijske kulture je mogoče uporabiti druge vprašalnike, kot so npr. *Organizational Culture Inventory* – OCI avtorjev Cooke in Lafferty, *Denison Organizational Scale* – DOCS avtorja Denison, *Organizational Description Questionnaire* – ODQ avtorjev Bass in Avolio, *Time-At-Work Questionnaire* avtorjev Schriber in Gutek, *Person-Organization Fit Scale* avtorjev Bretz in Hudje, *Competing Value Scale* avtorjev Meyer, Hecht, Gill in Toplonytsky (Zakrajšek & Žuntar, 2012, str. 2–17) in primerjati izide. Raziskave s področja organizacijske kulture in odpora do sprememb v organizacijah javne uprave je možno nadaljevati tudi v tujini ter primerjati izide z izidi domačih organizacij.

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Organisational Culture in Selected Legal Entity in Public Sector

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ABSTRACT

The research focuses on the organisational and administrative culture in relation to the approaches to public administration, strategic and change management in the public administration organisations. The purpose of the research is to empirically determine the type of present and desired organisational culture, to establish the presence of resistance to change in the selected public organisation, and to design proposals for the improvement of its organisational culture. Data and information were collected using the OCAI questionnaire – Organizational Culture Assessment Instrument developed by Cameron and Quinn in addition of two questions referring to the resistance to change. The results of the survey revealed that AJPES is dominated by a hierarchy culture and that in the opinion of employees, the organisation's preferred or future culture should be a clan culture type in all its aspects. The results also showed that the perception of organisational culture is the same in all organizational units and different regarding managers and other employees referring to the hierarchy culture. Moreover, the results revealed the presence of resistance to change. This is congruent with the European environment where traditional values, new cultural values, as well as fear and resistance to change can be seen as components of organisational culture in public administration organisations.

Keywords: approach to public administration, attitude towards change, desired organisational culture, OCAI questionnaire, public administration, typology of organisational culture

JEL: M14

1 Introduction

This paper presents the results of our research about perception of organisational culture and obvious resistance to change in the selected public sector organisation: the Agency of the Republic of Slovenia for Public Legal Records and Related Services (hereinafter AJPES). AJPES strives to become a leading national institution collecting and providing data and information for a transparent national and European business environment. More important public services performed by AJPES include: registration of business entities, keeping of Slovenian Business Register and other registries; collection, processing and publication of annual reports, statistical research, and data collection. Besides public services, AJPES provides commercial services, too. These include a variety of credit rating information on business entities, providing collection of financial data and indicators, as well as performing multilateral set-off of liabilities between business entities.

As the business environment is dynamic and constantly changing, preferred aims of our research are to describe the predominant organisational culture in AJPES, to check what the desired organisational culture is, and to determine employees' attitude to changes to be implemented. Through the research, we also wanted to establish the existence of differences in organisational culture between particular organisational units, and to check if management executives perceive them differently than their subordinates. With regard to data collection, we used verified OCAI questionnaire by Cameron and Quinn, with an addition of two questions. The survey has been conducted on the entire population of employees.

The theoretical background and results of performed surveys about organisational culture in public administration are presented below. These are followed by the presentation of methodological approach and research results with the discussion. The paper ends with the concluding chapter that describes the identified reasons for the results and a more detailed explanation of results against the familiarity with the considered research subject. All information obtained from the theoretical and empiric parts of the research are included in the final findings. We used them as a basis in the preparation of our proposal for organisational culture improvement in the selected public sector entity, which can also be useful to other public administration organisations for more successful organisational culture management.

2 Organisational Culture in Public Administration

According to numerous definitions, organisational culture is not a homogeneous concept. One of the widely most accepted definitions of organisational culture, which is also among the most quoted ones, is the definition by Edgar Schein (Kavčič, 2008, pp. 13–14), and its work is the most comprehensive attempt of consideration of organisational culture

(Mesner Andolšek, 1995, p. 109). According to Schein, organisational culture is a sample of all fundamental assumptions invented, discovered or developed by a group while learning to address the difficulties of external adaptation and internal integration. These assumptions had such an effect that they became valid; hence, considering them as a good way of detecting, reflecting on and overcoming these differences, the group transfers them to the new members (1984, p. 3). Like Schein, most of other researchers interested in organisational culture contemplate this concept in an 'onion-like' structure – in several layers. Here, the nucleus represents something deep, hidden, implicit, non-verbal, and resistant to changes as well as projected to external layers that are increasingly visible, explicit, superficial and prone to changes; yet, different authors classify particular components by layers in different manners (Guldenmund, 2010, pp. 1472–1474). Despite different perspectives on organisational cultures in last thirty years, Giorgi, Lockwood, and Glynn (2015, pp. 1–54) discovered that there were five basic aspects, i.e. models, concepts or conceptions about what organisational culture is. Indeed, organisational culture is conceived as values, stories, frames, tools, and as categories. Given that numerous authors defined the organisational culture differently, and considering extended timespan in which the phenomenon was examined, many classifications or typologies have been established. These are the product of attempts to simplify and create homogenous groups of organisational culture (Kavčič, 2008, p. 63).

One of the most frequently used models of value consideration (Malbašić, 2015, p. 11) is the typology that Cameron and Quinn denominated as the Competing Values Framework – CVF (Cameron & Quinn, 2006, p. 31). Cameron and Quinn based the typology on the continuum of two dimensions: from the flexibility and independence to the stability and mastery, and from the internal environment and integration to the external environment and differentiation. These two dimensions together create four quadrants that integrate particular factors of effectiveness, i.e. qualities that people consider as important or fundamental prerequisites, values, etc. for organisation operation. Given the opposition among the values according to the continuum of a particular dimension and diagonally, the authors named that model Competing Values Framework. Each quadrant represents a particular type of organisational culture denominated by authors as clan or group, adhocracy, hierarchy and market. The denomination is based on the research performed by different authors about how values are adapted to different types of organisations, whereas the model matches the dimensions in cognitive maps developed by some authors to explain functioning of brain, body and human behaviour.

Max Weber provided an appropriate description of hierarchy culture, including its characteristics. According to this description, in this organisation, the internal environment is very structured and formalised, where actions determine human behaviour. Leaders are good and efficient coordinators

and organisers. Smooth operation of an organisation is important. Long-term orientation is stability and efficiency. Organisation is connected by regulations and rules. Impersonality and specialisation are significant. Important criteria are efficiency, timeliness, reliability and low costs. Care for employees reflects in employment security and predictability.

Market culture is significant for the organisation with the orientation towards social environment, external stakeholders and exchange relations. People are convinced that social environment is not benevolent. Organisation is results and tasks oriented. People compete and are purpose- and goal-oriented. They strive for the organisation's reputation and success. Leaders are demanding, strict and competitive. Organisations are connected by the commitment to win. Competitive activity, as well as aims and measureable goal achievement, are important on a long-term basis. Market share and market penetration are set by success. It is important to have productivity and leadership role on the market.

Concerning the clan/group culture, organisation is a friendly work environment, where the participants feel like part of the family and share the good and the bad. For this culture, it is significant that the leaders are mentors with a parental and protective attitude, who promote cooperation, organisational commitment and loyalty. Devotion, tradition, and endeavour of people are important. People's development, connecting and moral action are important on a long-term basis. The effectiveness depends on organisational climate and care for people. Teamwork, cooperation and consensus are the most important. External stakeholders of the organisation act as partners.

Adhocracy culture¹ is significant for the dynamic organisation with entrepreneurial spirit and creative business environment. The term *ad hoc* itself implies something right now, dynamic, and specific. Co-workers expose themselves and accept the risks. Leaders are visionaries, innovative and ready to risk. They also encourage people to be independent and take initiatives. Organisation is connected by the commitment to efforts and innovations. It is important to be the first, both in knowledge and in products and services. It is important to be ready for change and accept challenges. Long-term orientation includes growth and achieving new capabilities. Effectiveness is the introduction of new, special products and services (Cameron & Quinn 2006, pp. 36–45).

All four types of organisational culture are valuable and needed. None among them is better or worse (Cameron & Quinn 2006, 80) than the rest, despite usually one or two types of organisational culture being predominant in

¹ The word adhocracy originates from Latin expression *ad hoc*, which means 'specifically for this purpose', and Greek word *kratein*, which means 'to govern?'. The first who used the term was Warren Bennis in the book *The temporary society* in 1968, and the first who developed the concept was Henry Mintzberg. The concept adhocracy defines flexible and dynamic organisational structure, against the hierarchical structure, and it is based on joining forces and knowledge in multidisciplinary teams.

each organisation. The presence of different organisational cultures benefits balance of values.

Cameron and Quinn's typology and typology of governance stem from the same basis. Both are based on the equal, established and accepted schemes that organise ways of thinking, their values and prerequisites, as well as the way people process information (Cameron & Quinn, 2006, p. 33; Spinuzzi, 2015, pp. 140–147). Schemes are useful on different levels: on the level of the individual, on the level of the organisation, as well as on the higher level – the level of a particular national public administration.

In the predominant system approach, authors consider the organisation as an organisational system that is comprised of subsystems of several hierarchical levels and is included in higher systems on the appropriate hierarchical level. Organisational culture can also be denominated as a system including more subsystems (subcultures). On the other hand, organisational culture is a subsystem of environment culture, as both profit and non-profit organisations are subsystems of social environment (Tavčar, 2000, pp. 44–85). Administrative culture is the culture of administrative system, i.e. public administration, and it is closely intertwined with social, political and organisational culture (Brezovšek & Haček, 2004, p. 5). Administrative culture has a variety of forms or emphases, e.g. legalistic or bureaucratic, entrepreneurial or managerial, and participative (Brezovšek, 2004, p. 11). This is administrative culture considering the predominant approach to public administration. Conception of subculture in administrative culture is interesting, too. Culture of a particular organisation in public administration therefore is a subculture of administrative culture (Bačlija, 2012, p. 16). The approaches and paradigms have been changing in recent 30 years in the following way: the established public administration was changed by a wave of reforms of new public management, which was ousted by the new approach wave of reforms, followed also by the change in administrative culture, where traditional values oust the values of new culture. In spite of that, the characteristics of all three approaches can be found in most countries (Bovaird & Löffler, 2005, p. 22).

Reforms in public administration organisations depend also on the predominant approach in public administration theory and practice. Since the 1980s, New Public Management – NPM (Vanebo & Anderson, 2014, pp. 9–22) has ousted the traditional approach. Numerous authors still cannot agree about its denomination, although different expressions can be found in the literature: new public service (Bryson, Crosby, & Bloomberg, 2014, p. 445), whole-of-government (Huerta Melchor, 2008, p. 10), new governance, good governance and others (Djokić & Duh, 2016, pp. 732–744). Public management plays an important role in network forming and management; it takes care of overall effectiveness, social responsibility (Tomažević, 2010, pp. 59–78) and system operation (Brezovšek & Bačlija, 2010, pp. 97–121). Regardless of the reform type, public administration organisations change mostly on the basis of renewed public administration management, so the traditional values

are transformed into the values of new organisational culture (Pagon, Banutai, & Bizjak, 2008, p. 9) and values of organisational atmosphere (Jordan, Miglič, & Marič, 2016, p. 71).

2.1 Changes of Organisational Culture

Changes of organisational culture as a system of values, way of thinking, leadership styles, paradigms and approaches to problem solving are the key for the success of changes, reforms and adaptation in an increasingly turbulent social environment (Schein, 1992, p. 14). Studies that indicated the importance of balance between individual and organisational values, aims and goals to achieve the effectiveness of organisation were conducted in Slovenia and abroad. For instance, in Slovenia, author Kavčič conducted the research about directors of successful Slovenian commercial organisations, 'Direktorji uspešnih slovenskih gospodarskih organizacij' (2008, p. 45). The connection between organisational culture and organisation's effectiveness is one of the most frequent topics considered by numerous authors (Biloslavo, 2007, pp. 29–56). Foreign literature and sources indicate that the works of authors Deal and Kennedy, Peters and Waterman, and Collins and Porras are the most visible and well-received in management (Barney, 1986, p. 656; Schein, 1990, p. 109; De Waal, 2008, p. 1; Kavčič, 2008, p. 8).

According to Huerta Melchor (2008, pp. 4–7), the central focus of organisational reforms in public administration should be on organisational culture, because traditional values, convictions, priorities, routines and, above all, the mentality in public administration organisations are facing a major test. It is supposed that both traditional values and values of the new organisational culture, as well as the fear and resistance to change, should be present in organisations of public administration. He concluded that it is possible to replace traditional values with the values of new organisational culture (Pagon et al., 2008, pp. 11–28). In public administration, the consideration of values is important both from the empirical point of view (e.g. older studies of OECD from 2000 *Building Public Trust* and *Trust in Government*) and for the creation of concepts or typologies of values in public administration and approaches in its consideration (Brezovšek & Črnčec, 2010, pp. 83–87).

2.2 An Overview of the Existing Studies

Organisational culture research is a frequently considered topic. Yet, there are not many identified works about organisational culture in non-profit organisations, public sector and public administration, while the number of works about administrative culture is even scarcer. The number of studies that apply the established and standardised OCAI questionnaire by Cameron and Quinn to determine organisational culture is also limited. The OCAI questionnaire includes six sets of questions, namely: fundamental characteristics of work environment, organisational leadership, management

of employees, organisational glue, strategic emphasis and criteria for success (Kmetec, 2014; Lučič, 2014; Županek, 2015).

Upon reviewing relevant literature and sources, we conclude that studies in the field of organisational culture in public administration are scarce (Šinigoj (2016) too had a similar conclusion).

Jereb (2005) examined the impact of organisational culture on the quality of services in Public Payments Administration of the Republic of Slovenia (Uprava Republike Slovenije za javna plačila, hereafter UJP). She concluded that all dimensions of organisational climate had indirectly affected the quality of services in UJP. In addition, she found that improvement of organisational culture could help to render higher quality of work, services and, consequently, to achieve clients' satisfaction. Organisational culture oriented to meet users' needs indirectly increases the quality of services. In her paper, she also indicates that the changes and reforms in public administration are closely connected with the organisational culture. With the change in administration system, organisational culture changes too, and vice versa. According to Jereb, the effectiveness of an organisation is a consequence of organisational culture, organisational climate and leadership.

In 2008, the research Leadership Competencies of Successful Change Management was conducted. The research included 284 public administration managers from 27 Member States of the European Union and European Commission. The aim of the research was to verify to which extent traditional values, values of the organisational culture, as well as the fear and resistance to change were present in the public administration. Research conclusions indicate that traditional values, values of the new organisational culture, as well as the fear and resistance to change are present in public administration. Results emphasise the importance of implementation of the new values of organisational culture in public administration and indicate that it is possible to replace the traditional values with the values of the new organisational culture (Pagon et al., 2008, pp. 11–28).

Skinder Savić (2013) examined the characteristics of organisational culture in Slovene general hospitals and described the factors that influence satisfaction of physicians and nurses at their workplaces in hospitals. Research results indicated that the hierarchy type of organisational culture is predominant in general hospitals, while the employees mostly prefer the organisational culture of the group type.

In his research, Šinigoj (2016) examined the characteristics of organisational culture and leadership in a selected organisation of public administration. He also researched the compatibility between them and fundamental principles of the new public management. Research results indicated that the hierarchy type of organisational culture is predominant in the selected organisation. The characteristics of this type differ from the ideas expressed

through the principles of the new public management. In addition, the results also indicated that organisational culture is an important obstacle for the implementation of these principles. Šinigoj also concluded that employees prefer organisational culture of the clan type.

In the organisation of public administration, which is the subject of our research, i.e. in AJPES, only one research about organisational culture so far has been conducted 14 years ago (Skok, 2004), in the period after the AJPES had been established. The author obtained the data for the empirical part of the research by the use of the questionnaire that was based on the questionnaire by the author Judith R. Gordon in her paper *Organizational Behavior*, published in 1996. The task was performed without statistical treatment and was limited only to a single branch, while conclusions were questionably generalised to the entire organisation. She concluded that in the then AJPES, the organisational culture of tasks was predominant, and that the most important factors of organisational culture were employees and management. According to her opinion, the definition of vision, mission and strategy was only partial.

Based on the systematic overview of theoretical background regarding organisation, management and organisational culture as well as on conclusions from empirical studies about organisational culture, mostly the organisational culture in public administration, we have concluded that this subject is well-accepted and useful for the society. According to our conclusions, only a few studies about administrative culture, i.e. organisational culture in administrative organisation, were conducted in the public sector and public administration.

In this way, we identified a research gap: there is no knowledge about predominant and desired organisational culture in the selected legal person governed by public law. We bridged this gap with our research, the aim of which is to help with its conclusions in further development of knowledge in administrative and organisational science. The purpose of our research was to determine the existing and desired organisational culture and the presence of resistance to change in the selected organisation of public administration, and to provide suggestions for its potential improvement.

3 Research in the Selected Organisation of Public Administration

3.1 Methods of Research and Analysis

In the research, we used the quantitative method as described by Easterby-Smith, Thorpe, & Lowe (2005, p. 169). To obtain data and information, we used already established and standardised OCAI questionnaire that is based on the methodology of the *Competing Values Framework* – CVF. Following this methodology, the authors set four main types of organisational culture

(Cameron & Quinn, 2006, p. 31). To determine the resistance to change, we added two questions to the questionnaire. These are set according to the theoretical background in the work of Huerta Melchor (2008, pp. 16–20) and Pagon et al. (2008 and 2011). The questions were as follows: 'To which extent you feel the resistance to change?' and 'Indicate the causes for resistance to change.' Both questions were of the closed type.

Based on the theoretical background, purpose and goals, we formulate the following hypotheses:

- H1: The predominant type of organisational culture is the hierarchy culture.
- H2: Organisational culture is the same in all organisational units.
- H3: As far as the perception of leaders' organisational culture is concerned, there are statistically significant differences compared to the perception of other employees.
- H4: Employees do not feel resistance to change.

All data obtained in the survey were appropriately organised and processed. Firstly, by the use of methods of descriptive statistics, we verified the sample properties and performed the basic analyses to determine predominant and desired organisational culture, and the resistance to change. Differences between the identified existing and desired organisational culture were verified also according to particular aspects, i.e. substantive areas of organisational culture, using the Paired-Samples T-test. Hypotheses were verified by the use of multivariate analysis methods: the differences in organisational culture for particular organisational units and the differences between managers and other employees were verified through the variance analysis and Paired-Samples T-test. For data processing, we used software SPSS and MS Office Excel.

3.2 Study Population

As of 31 December 2015, AJPES had 233 permanent and temporary employees (95.6% in public service and 4.4% in commercial activity) in 13 organisational units, i.e. in the central office and 12 branches in larger cities of Slovenia. The share of women was 78.12%, while 21.88% were men. The mean age of employees was 47 years; 45% among all employees were between 40 and 49 years old, 34% between 50 and 59 years, 18% between 29 and 39 years, and 3% were more than 60 years old. Educational structure indicates that 15% of employees completed secondary education, 13% of them had post-secondary education, 27% higher education, and 44% had university or postgraduate education (AJPES, 2016). According to the Rules on Internal Organisation and Job Classification in AJPES, AJPES management is comprised of the Director, Deputy Director and two Sectoral Secretaries. Sectors, services, branches and some departments are managed by 32 sectoral secretaries or sectoral

sub-secretaries, while other departments are managed by other 13 employees under authorisation of the Director. There are 66 job positions occupied by professional and technical staff. Excluding the Director and its Deputy, the remaining personnel is comprised of employees who perform the tasks of AJPES public service, i.e. who occupy job positions of the Head of Finance and Accounting Service, Legal and Personnel Service, and Service for Information Systems (AJPES, 2015). All employees from the selected public administration organisation – AJPES were included in the survey.

3.3 Results

Granted the approval of the management, the questionnaire was forwarded to 233 employees of AJPES via post, by e-mail, and to some employees it was delivered by hand. The survey lasted on month: from 18 January 2016 to 19 February 2016. During that period, we encouraged employees to return the questionnaire. We received 102 completed questionnaires from all thirteen organisational units. One of them was completed incorrectly, so in further processing, we took into consideration 101 questionnaires, which is 43.35% of the entire population. There were 77% of women and 23% of men among respondents, and 67.67% were between 36 and 55 years old, which matches to the structure of the entire population. Management personnel share in the sample was 16.83%, and they were present in all organisational units of the sample, with the exception of one branch. Although the structure of the sample is similar to the population structure, due to the lack of randomness of the sample, the research results cannot be generalised to the population. In addition, the influence of particular demographic variables (e.g. age and gender) on the research results was not included in the research.

3.3.1 Current and Desired Organisational Culture

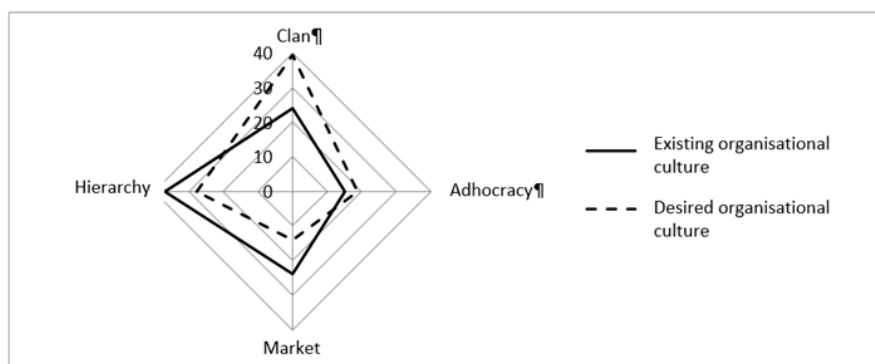
The differences between the current and desired organisational culture were subject of our research. We verified these differences through the Paired-Samples T-test. In the perception of the existing and desired organisational culture, we found statistically significant differences regarding all four organisational culture types:

- the clan type: respondents substantially prefer this type of organisational culture in the future – the difference is 15.56 (according to Cameron and Quinn, any difference exceeding 10 points is considered as important deviation (2006, 74)) ($t = -11.24$; sig. = 0.00);
- the adhocracy type: respondents prefer more innovativeness, dynamism, creativity and entrepreneurship in the future, and, therefore, are ready to assume more risks ($t = -4.17$; sig. = 0.00);
- the market type: respondents prefer substantially less result-orientation and management's aggressiveness; competitiveness, high demands and achievements should not be in the forefront ($t = 8.80$; sig. = 0.00);

- the hierarchy type: respondents prefer less supervision, formalities and structure ($t = 7.22$; sig. = 0.00).

The profile of the organisational culture in AJPES (Figure 1) can be compared also to the profile of the organisational culture in public administration, as described by Cameron and Quinn. In this profile, the predominant is the hierarchy type of organisational culture; the clan type and the market type of organisational culture are present to a lesser extent, followed by the adhocracy type of organisational culture.

Figure 1. *The existing and desired organisational culture in AJPES – the overall results*



Source: Belac (2016, p. 63)

Based on the results of the basic analysis, it can be concluded that the predominant type of the organisational culture in AJPES is the hierarchy type (value = 36.86), followed by the clan or group type (value = 23.92), market type (value = 23.78) and adhocracy type (value = 15.29). Taking into consideration abovementioned facts, we can confirm the hypothesis H1.

3.3.2 Organisational Culture among Organisational Units

ANOVA indicates (Table 1) that there are no significant differences in the perception of organisational culture among organisational units (all values sig. are over 0.05).

Table 1. *Differences in perception of organisational culture among organisational units*

The type of organisational culture		Kvadrat povprečja	df	F	sig.
clan	between groups	243.35	12	1.09	.38
	within groups	224.37	87		
adhocracy	between groups	34.17	12	.54	.88
	within groups	63.25	87		
market	between groups	147.68	12	1.07	.40
	within groups	138.39	87		
hierarchy	between groups	168.98	12	1.07	.39
	within groups	157.48	87		

Vir: Belac (2016, p. 120)

The cause for such results is also the limited number of answers per particular organisational unit. Based on the abovementioned, we confirm the hypothesis H2.

3.3.3 Organisational Culture among Different Categories of Employees

To verify the null hypotheses, we conducted the Independent Samples T-test. Prior to this, we took into consideration the results of the test of equality of variances, and only after that, the results of the equality of mean values. Based on the Levene's test for the equality of variances, we concluded that the variances of dependent variable for the sample are equal for all types of organisational cultures, with the exception of the clan type.

We have found significant differences between groups only in the case of relative assessment of the hierarchy type of organisational culture (sig. = 0.02). In other types of culture, we have not found any differences between groups: clan (sig. = 0.10), adhocracy (sig. = 0.40) and market (sig. = 0.58). The abovementioned implies that there are statistically significant differences between managers' perception of organisational culture compared to the perception of other employees, but only in the hierarchy type of organisational culture. Hence, we cannot confirm the hypotheses H3.

3.3.4 Resistance to Change

Based on Table 2, it is evident that 18.81% of respondents did not provide the answer to the question to which extent they feel the resistance to change. Missing values were not the subject of special analysis. The low share of valid answers could be the result of the delicacy of the question. Hence, it does not mean that the answers indicate the actual situation in the organisation. We based such conclusion on the fact that practically all respondents answered the question about the reasons for resistance to change (94.05% of respondents did provide the answers).

Table 2. Identification of resistance to change

		Frequency	%	%
Valid	I do not feel it.	27	26.74	32.93
	I feel it, but it is insignificant.	32	31.68	39.02
	I feel it.	17	16.83	20.73
	I feel it significantly.	4	3.96	4.88
	I feel it very notably.	2	1.98	2.44
	Total	82	81.19	100.0
No data	- 9	19	18.81	
Total	101	100.0		

Vir: Belac (2016, p. 70)

A total of 32.93% of respondents who answered the question do not feel the resistance to change, while 67.07% do feel it (39.02% feel it insignificantly, 20.73% feel it, 4.88% feel it significantly, and 2.44 % feel a very notable resistance to change). As most of employees indicated that they do feel resistance to change, we cannot confirm the hypothesis H4.

4 Discussion and Conclusion

The purpose of our research was to determine the existing and desired organisational culture and the presence of resistance to change in the selected organisation of public administration, and to provide suggestions for its potential improvement. In the research based on 233 employees from the selected organisation of public administration (AJPES), we have determined the existing and the desired organisational culture, examined the differences in the perception of organisational culture between managers and other employees, and found that AJPES employees feel resistance to change. The research was conducted by the use of the questionnaire OCAI by Cameron and Quinn (2006, pp. 26–28), with the addition of two questions to identify the resistance to change according to Huerta Melchor (2008, p. 16–20) and Pagon et al. (2008 and 2011).

AJPES has its own policy of organisation, which is also being accomplished very ambitiously: vision, mission, purposes and goals, as well as the strategy in accordance with interests and values of important stakeholders, and with the national policy, and the strategy of the public administration development and national regulations (AJPES, 2014, pp. 8–9). AJPES won the Slovenian award for social responsibility Horus 2016 (as the leading Slovenian award in the field of balanced and innovative social responsibility) for strategic integrity as legal entity (IRDO, 2016). This is an additional confirmation that AJPES maintains good relations with employees, and strives for partnership relations with the state and professional relations with all stakeholders,

which are established on the basis of mutual respect and realistic financial and legal goals (AJPES, 2016, p. 7).

The diversity of values involved is also the consequence of the fact that the AJPES itself is well established on the market, besides offering public services. Consequently, this is reflected in the presence of different organisational culture types; yet, among them, the hierarchy type of organisational culture is predominant. Based on the results of our analysis, it is evident that employees would prefer the clan type of organisational culture to be predominant in all organisational aspects, i.e. substantive areas: fundamental characteristics of work environment, organisational leadership, management of employees, organisational glue, strategic emphasis and criteria for success. It is proven that the coordination of all attributes of organisational culture leads to increased organisation's effectiveness. The employees prefer less hierarchy and market type of organisational culture, and more adhocracy. The research indicates that employees from all organisational units perceive the organisational culture the same way, and that statistically significant differences in organisational culture perception are evident between management personnel and other employees only at the hierarchy type of organisational culture. Research results also identified resistance to change. The situation in AJPES matches the image provided by the research entitled *Leadership Competencies of Successful Change Management*. That is to say, conclusions from this research indicate that traditional values, values of new organisational culture as well as fear and resistance to change are present in public administration (Pagon et al., 2008, pp. 11–28).

According to Cameron and Quinn, the typical profile of organisational culture in public administration, in which the hierarchy type of organisational culture predominates, does not match with the new approach to public administration. In such an approach, the focus is on the values of responsibility, openness, transparency, efficiency, effectiveness, leadership and managerial culture (Pagon et al. 2011, p. 2) as well as on the range of democratic and constitutional rights (Bryson et al., 2014, p. 446). However, the typology of competitive values reveals the coexistence of different values and cultures in a particular organisation and enables the assessment of strength of a particular culture, or perhaps of balance among cultures.

4.1 Limitations of the Research

The research has also some limitations. Organisational culture is only one among potential factors that influence organisation's effectiveness. We chose Cameron and Quinn's typology to verify the organisational culture, although there are also others, such as Hofstede's, Schein's, etc. The existing and desired organisational culture was determined statistically, while the authors of the questionnaire, Cameron and Quinn, emphasise (2006, pp. 87–140) that the agreement of all employees is required for the determination of the actual and desired organisational culture. This is also of key importance for

the beginning of the change in organisational culture and for the reduction of resistance to change. Regarding the selection of statistical methods of data processing, the discriminant analysis with simultaneous comparison of all particular culture types and substantive areas of the culture would be more appropriate, perhaps. This analysis method is more demanding and less known; the authors of similar studies mostly avoid it and predominantly use the methods applied in this research. It is possible that the respondents were afraid to be identified in the survey based on demographic data due to the limited size of particular organisational units, which consequently could influence their exposure when completing the questionnaire; this also affected the number of completed surveys, despite the anonymity in the survey and analysis process.

4.2 Guidelines for Organisational Culture Improvement and Further Research

Based on our research results, we formulated theoretical and practical guidelines for the improvement of organisational culture in AJPEs. We suggest persistence in good practices, in the implementation of staff policy of the organisation (in other words, the respondents assessed that the characteristics of the clan type of organisational culture are already established in the management of employees) and its complementation with suggested orientations considering particular aspects of organisational culture, when it comes to the concretisation and implementation of proposals. For the change of organisational culture, we recommend the use of six steps, as described by Cameron and Quinn, in the development and provision of changes to the support environment, and in the readiness for change. To reduce resistance to change, we suggest enabling successful communication with employees, which should include better informing of employees about changes and their increased participation in the process of changing.

Results of our research about organisational culture and resistance to change imply the challenges for further research in public administration organisations, organisations of local self-government, bearers of public authority, public service operator and, overall, in public administration. In this way, we could conclude to which extent traditional values, values of the new organisational culture and resistance to change are present. We suggest conducting research periodically in order to determine the approximation to the values of the new approach, i.e. principles of good management laid down in the policy of progress and quality of contemporary public administration.

Furthermore, it would be interesting to examine the organisational culture from the perspective of subculture in public administration, as the culture of a particular organisation in public administration means the subculture of the administrative culture (Bačlija, 2012, p. 16).

In addition, it would be possible to conduct further research applying the same research method, i.e. the use of questionnaire OCAI, since the classification of administrative culture, governance types and approaches to public administration is based on the same established mental schemes, as applicable in the Competing Values Framework. Yet, this statement should be corroborated with several proofs; therefore, it can also be the subject of research. Such an approach would enable the comparison on all levels. The research on organisational culture influence on selected financial and non-financial effectiveness indicators of an organisation in public administration would also be useful. In future research of organisational culture, it is possible to apply also other questionnaires, such as *Organizational Culture Inventory* – OCI by authors Cooke and Lafferty, *Denison Organizational Scale* – DOCS by Denison, *Organizational Description Questionnaire* – ODQ by authors Bass and Avolio, *Time-At-Work Questionnaire* by authors Schriber and Gutek, *Person-Organization Fit Scale* by authors Bretz and Hudje, *Competing Value Scale* by authors Meyer, Hecht, Gill, and Toplonytsky (Zakrajšek & Žuntar, 2012, pp. 2–17), and to compare the results. Furthermore, it is possible to continue the research on organisational culture and resistance abroad, and then to compare the results with the results of national organisations.

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