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INHIBITING FACTORS FOR AGENTS OF CHANGE IN PROMOTING ORGANIZATIONAL CULTURE TRANSFORMATION IN THE BALIKPAPAN CITY GOVERNMENT

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Abstract

The government faces complex challenges in achieving development targets amidst the digital era and disruption. Bureaucratic reform serves as the primary strategy for establishing adaptive, clean, and public service-oriented governance. One of the central focuses is the transformation of organizational culture, which involves changing mindsets and work cultures. Within the Balikpapan City Government, agents of changes have been appointed to act as catalysts in implementing organizational culture transformation. However, evaluation results reveal that the existing agents of changes have not yet achieved tangible results in mobilizing changes in organizational culture, and thus, no concrete changes are evident in the implementation of bureaucratic reform. This study aims to analyze the factors that inhibit agents of changes from driving organizational culture transformation. Utilizing a qualitative descriptive approach, data were collected through in-depth interviews with relevant officials and agents of changes, as well as official documents. The research identifies the primary inhibiting factors as a conservative organizational culture, resistance to change, lack of leadership support, limited resources, and restricted authority. These findings indicate the need for strengthened leadership, strategies to overcome resistance, additional resources, enhanced capacities and authority of agents of changes, and more targeted organizational culture reform to support the success of bureaucratic transformation.

Keywords: Agents of change; organizational culture; organizational transformation, bureaucratic reform.

Introduction

Optimal implementation of good governance principles can enhance governmental performance, provide long-term benefits for all stakeholders involved, and safeguard public welfare. Good governance is a conceptual approach aimed at developing the public sector through the practice of sound governance (Suwidyanti, 2023). According to Government Regulation No. 101 of 2000 on Education and Training for Public Positions, the concept of good governance focuses on applying principles of professionalism, accountability, transparency, quality service, democracy, efficiency, effectiveness, rule of law, and acceptance by all elements of society. The need to create a state system that supports the application of tasks and functions of state administration and development consistent with the principles of good governance is one of the demands of the reform that must be met.

To realize good governance, bureaucratic reform is a key element. Bureaucratic reform is a strategic step to enhance the efficiency and effectiveness of state apparatus in carrying out government and national development tasks to ensure sound governance (Pratiwi, Yuwono, Astuti, & Afrizal, 2022). Bureaucratic reform is part of the government's efforts to achieve good governance and to make changes in the implementation of government, especially in terms of institutional, procedural, and human resource aspects of the bureaucracy (Herlina, Tukiran, Yusnita, Hermansyah, & Andrianto, 2022). This reform includes systematic changes to the structure, processes, and work culture of the bureaucracy to create a clean, accountable, and effective government. According to Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010-2025, bureaucratic reform is aimed at achieving a bureaucracy that is clean, integrated, and oriented towards excellent public service.

One important aspect of bureaucratic reform to achieve good governance is the transformation of organizational culture, which includes mindset and work culture within the organization, as stipulated in the Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia No. 25 of 2020 on the Road Map for Bureaucratic Reform 2020-2024. This transformation aims to enhance integrity and high performance to overcome obstacles that may impede the achievement of bureaucratic reform goals through organizational culture.

Organizational culture itself is a social force that, although not directly visible, motivates individuals within the organization to perform their duties and support effective performance enhancement (Utaminingsih, 2014);;(Dalimunthe, 2016). Organizational culture encompasses assumptions, beliefs, values, and shared perceptions that shape and influence individual behavior (Sudewo, 2021). In a broader context, organizational culture refers to a set of shared beliefs, behaviors, interaction patterns, and assumptions that are explicitly or implicitly accepted and utilized by all members of an organization to confront the external environment to achieve organizational goals (Jaya, Marnis, & Harlen, 2018). This culture forms the foundation for designing organizational strategies and tactics to achieve objectives.

In this process, the role of agents of changes or agents of change becomes crucial. Various types of agents of changes play an important role in achieving the success of bureaucratic reform. Agents of changes are leaders trusted to direct change in one or more social organizations. Agents of changes act as catalysts with the duty and responsibility to develop, facilitate, and evaluate efforts made to implement change (Kurniasih & Wismaningtyas, 2020);(Baety & Rojuaniah, 2022). Additionally, a agents of change must also possess characteristics that can serve as a role model for the individual group they seek to change and consistently instill an optimistic attitude in themselves to realize the desired change (Buulolo & Kusumayanti, 2023);(Mujanah, Brahmasari, & Brahma Ratih, 2019).

According to the Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia No. 27 of 2014 on Guidelines for the Development of Agents of changes in Government Agencies, agents of changes refer to individuals or groups selected to lead change and serve as examples in behavior indicating integrity and excellent performance in their organizational environment. In this context, agents of changes refer to individuals or groups, including officials or employees, who are role models and exemplars both in integrity and high performance (Taslim, Abbas, & Kalsum, 2022).

The Balikpapan City Government is one of the local governments undergoing an organizational culture transformation as part of the bureaucratic reform efforts supported by agents of changes. The first Agents of changes of the Balikpapan City Government were established in 2017, and new agents have been formed annually based on proposals from the Regional Apparatus to expand and accelerate the change in organizational culture. However, in practice, the agents of changes formed have not yet indicated tangible results in driving changes in both mindset and work culture, resulting in no concrete changes in the implementation of bureaucratic reform in the Balikpapan City Government as indicated in the Evaluation Results of Bureaucratic Reform Implementation from the Ministry of Administrative and Bureaucratic Reform from 2018 to 2022. When linked to the organizational culture change referring to the Core Value of, it is noted that the Implementation Index of the Balikpapan City Government in 2023 reached 62.6% with a Category B or Moderately Healthy.

This indicates that the implementation of organizational culture values has not been fully successful, particularly in the adaptive value reflecting readiness to face change, which was only achieved at 40.1%. This figure illustrates that the efforts to change the organizational culture have not been optimal. This challenge reflects the existence of inhibiting factors in the performance of the agents of changes' roles. Therefore, this study aims to analyze the inhibiting factors faced by agents of changes in promoting organizational culture transformation in the Balikpapan City Government.

Method Research

This research used a qualitative descriptive approach to deeply and holistically understand the phenomena experienced by the research subjects. The study was conducted in Balikpapan City, focusing on the Organization Section of the Balikpapan City Secretariat, which plays a crucial role in facilitating, coordinating, and implementing bureaucratic reform. Primary data were collected through in-depth interviews and direct observation, supplemented by secondary data from related documents.

Key informants in this study included the Head of the Organization Section of the Balikpapan City Secretariat, who is instrumental in managing bureaucratic reform. Other informants comprised the Head of the Mutation Division of the Balikpapan City Personnel and Human Resource Development Agency and a Young Human Resource Apparatus Analyst at the same agency, who support the implementation of bureaucratic reform through human resource management and development. These informants were selected using purposive sampling due to their in-depth knowledge of the role of agents of changes and the factors affecting the implementation of organizational culture change. To enrich the information, agents of changes with direct experience in promoting organizational culture change were also selected as informants using snowball sampling techniques. A total of 11 agents of changes meeting specific tenure criteria were involved in this study.

Data collection techniques included observation, interviews, documentation, and triangulation, which allowed for the combination of sources and methods to ensure data accuracy. The collected data were then analyzed using the qualitative data analysis approach with the interactive model of Miles, Huberman, and Saldana (2014), which includes steps of data condensation, display, and conclusion drawing. To ensure the validity of the data, the study tested credibility, transferability, dependability, and confirmability through various verification techniques.

Result and Discussion

Organizational culture transformation is a critical aspect of achieving effective and sustainable bureaucratic reform. Agents of changes play a strategic role as the drivers of transformation, tasked with promoting changes in mindsets, behaviors, and work cultures. However, in executing their roles, agents of changes encounter various barriers that slow down the transformation process. One of the main obstacles for the Balikpapan City Government's agents of changes in promoting organizational culture transformation is the entrenched and conservative organizational culture that has created a difficult-to-change identity. This indicates that employees who have worked for a long time in the Balikpapan City Government environment tend to be comfortable with existing work patterns and are less open to changes.

Employees view change as a threat to the stability and routine of their current work, and they worry about the negative impacts on their positions and roles within the work environment. An old culture that prioritizes conventional methods poses a barrier to change initiatives undertaken by agents of changes. Even when agents of changes attempt to introduce innovations or new policies, the challenge of resistance from employees accustomed to old ways remains a significant hurdle. This shows that the process of cultural change cannot be accomplished quickly and requires a deeper and more consistent approach, as changing organizational culture is not simple, especially if the cultural values have been in place for years and are deeply ingrained (Sigit, as cited in Tuala, 2020).

This challenge is exacerbated by the lack of support from leadership in implementing organizational culture change. Although leaders often recognize the importance of change, its implementation frequently does not receive adequate serious attention. Agents of changes feel underpowered and lack full support from leaders in the form of motivation, guidance, or consistent supervision needed to accelerate the change. Without a clear commitment from leaders to support change, agents of changes find it difficult to realize the desired changes. Leaders who do not set a concrete example or show their commitment to change can demotivate agents of changes and hinder the implementation of organizational culture change strategies.

Leadership support in the change process is crucial because leaders are not only responsible for serving as role models but also as motivators who can strengthen the change process undertaken by agents of changes (Ali, 2022);(Escultor & Larsari, 2023). Tan in Torang (2021) states that leaders must take on the role of agents of changes (role models) and lead the cultural change. Leaders are the primary agents of changes who must understand and support the changes being made (Oktaviani, 2018). Therefore, strong support and leadership from leaders are essential to bolster motivation, provide direction, and legitimize the efforts of agents of changes. Conversely, a lack of support from leaders can weaken and even obstruct the change efforts initiated by agents of changes.

Resource limitations also pose a significant factor impeding the transformation process conducted by the agents of changes of the Balikpapan City Government. Agents of changes face challenges related to the scarcity of budget, time, and other resources needed to carry out change activities. The Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform No. 27 of 2014 on Guidelines for the Development of Agents of changes in Government Agencies emphasizes that the implementation of agents of change development requires adequate resource investment to support sustainable development processes, including funds, personnel, time, and

facilities and infrastructure. Research findings by Jazuli (2021) also revealed that limitations in time, economic resources or funds, and expertise are practical barriers that must be considered and accounted for in implementing change.

According to the findings, the budget allocation provided for the activities of strengthening agents of changes in the Balikpapan City Government for the year 2024 is only IDR 28,800,000, an amount far from sufficient to support effective change. This limited budget indicates that the funding allocation to support agents of changes and related organizational culture change activities is still very minimal. The low budget becomes an obstacle in carrying out various activities such as training, socialization, or mentoring needed to enhance the capabilities of agents of changes.

Additionally, agents of changes also face difficulties in allocating adequate time due to the heavy burden of their main tasks and functions. The busyness of routine work often reduces focus on planning and supervising change initiatives. Several agents of changes expressed that this impedes their ability to perform their roles optimally in supporting organizational change. Limited human resources also contribute to the effectiveness of change. The number of agents of changes in each local government unit is minimal and not proportional to the total number of employees in the Balikpapan City Government, which totals 6,481 people. Currently, there are only 90 agents of changes in the Balikpapan City Government, and two local government units do not have any agents of changes. This situation limits the scope of activities and reduces the impact of the organizational culture change efforts by the agents of changes.

Table 1. Distribution of Agents of changes in the Balikpapan City Government by Gender in Local Government Units

No	Local Government Unit	Gender		
		Male	Female	Total
1	Secretariat of the City	0	4	4
2	Secretariat of the City Council	0	0	0
3	Inspectorate	1	3	4
4	Department of Education and Culture	1	2	3
5	Department of Health	2	8	10
6	Department of Public Works	1	0	1
7	Department of Food, Agriculture, and Fisheries	1	1	2
8	Department of Environmental Affairs	1	1	2
9	Department of Women's Empowerment, Child Protection and Family Planning	0	5	5
10	Department of Investment and One Stop Service	1	0	1
11	Department of Land and Spatial Planning	1	1	2
12	Department of Housing and Settlements	1	2	3
13	Department of Social Affairs	0	1	1
14	Department of Transportation	2	0	2
15	Department of Population and Civil Registration	2	0	2
16	Department of Labor	0	3	3
17	Department of Trade	1	3	4
18	Department of Youth, Sports, and Tourism	1	0	1
19	Department of Cooperatives, Small and Medium Enterprises, and Industry	1	1	2
20	Civil Service Police Unit	6	1	7
21	Department of Libraries and Archives	0	3	3
22	Department of Communication and Informatics	1	2	3
23	Agency of Finance and Regional Assets	1	0	1
24	Agency of Regional Tax and Retribution Management	3	0	3

No	Local Government Unit	Gender		
		Male	Female	Total
25	Agency of Regional Development Planning, Research, and Development	0	1	1
26	Agency of Personnel and Human Resource Development	0	0	0
27	Agency of National Unity and Politics	0	1	1
28	Agency of Disaster Management	3	1	4
29	District of Balikpapan West	1	1	2
30	District of Balikpapan Central	1	3	4
31	District of Balikpapan City	0	1	1
32	District of Balikpapan North	3	0	3
33	District of Balikpapan South	0	2	2
34	District of Balikpapan East	3	0	3
Total		**39**	**51**	**90**

Source: Organization Section of the Balikpapan City Secretariat (2024)

On the other hand, agents of changes' limited competencies also serve as a barrier in the change process. Many agents of changes feel that the available training is still very limited, resulting in a lack of sufficient skills to drive change effectively. Agents of changes critically need a supportive structure that provides training and mentoring to ensure the sustainability of changes.

Table 2. Training for Agents of changes of the Balikpapan City Government

No	Activity	Date of Activity	Description
1	Mental Revolution Training 2017	25 - 28 October 2017	Attended by 20 Participants
2	Mental Revolution Training 2018	19 - 21 February 2018	Attended by 28 Participants
3	Mental Revolution Training 2019	14 August - 18 September 2019	Attended by 35 Participants
4	Agents of change Workshop 2021	8 July 2021	Attended by 52 Participants
5	Mental Revolution Training Batch II 2021	8 September - 10 November 2021	Attended by 15 Participants
6	Mental Revolution Training Batch I 2022	16 March - 5 May 2022	Attended by 2 Participants
7	Agents of change Workshop 2022	12 October 2022	Attended by 82 Participants
8	Socialization of Integrity Strengthening and Anti-Corruption Culture for Agents of changes	17 July 2023	Attended by 50 Participants
9	Benchmarking Study for Agents of changes for Integrity Zone Development	30 October 2023	Attended by 36 Participants
10	Entrepreneurship Competency Training for Agents of changes	21-23 November 2023	Attended by 50 Participants

Source: Organization Section of the Balikpapan City Secretariat (202

The data above indicates that training sessions are conducted only once a year with limited content scope, thus failing to fully explore agents of changes' understanding

of shifting mindsets and creating a positive work culture. Additionally, not all agents of changes participate in these training sessions, resulting in unevenly distributed understanding. The training sessions organized from 2017 to 2023 amounted to only 10 instances, with fluctuating participant numbers and only a few participants attended most trainings.

Positional authority limitations also present another challenge in the change process. Most agents of changes in the Balikpapan City Government hold supervisory or functional positions without sufficient authority or influence over policy or strategic decisions, particularly in supporting organizational culture change, and are not adequate to serve as examples and role models in exemplary behavior. The role of agents of changes is not maximized because if they are not officials, they will find it difficult to initiate and implement change (Jazuli, 2021). This condition narrows the scope for agents of changes to influence others or make critical decisions in efforts to drive organizational culture change.

Table 3. Agents of changes in the Balikpapan City Government by Position

No	Local Government Unit	Managerial Position		Non-Managerial Position		
		Supervisory Position	Administrative Position	Functional Position		Operational Position
				Skill-based	Expertise-based	
1	Secretariat of the City	0	0	0	3	1
2	Secretariat of the City Council	0	0	0	0	0
3	Inspectorate	0	0	0	4	0
4	Department of Education and Culture	0	0	0	3	0
5	Department of Health	4	0	1	5	0
6	Department of Public Works	0	0	0	0	1
7	Department of Food, Agriculture, and Fisheries	2	0	0	0	0
8	Department of Environmental Affairs	1	0	1	0	0
9	Department of Women's Empowerment, Child Protection and Family Planning	0	0	0	3	2
10	Department of Investment and One Stop Service	0	0	0	1	0
11	Department of Land and	1	0	0	1	0

No	Local Government Unit	Managerial Position		Non-Managerial Position		
		Supervisory Position	Administrative Position	Functional Position		Operational Position
				Skill-based	Expertise-based	
	Spatial Planning					
12	Department of Housing and Settlements	1	0	0	1	1
13	Department of Social Affairs		0	0	1	0
14	Department of Transportation	1	0	1	0	0
15	Department of Population and Civil Registration	0	0	0	1	1
16	Department of Labor	0	0	0	3	0
17	Department of Trade	2	0	2	0	0
18	Department of Youth, Sports, and Tourism	1	0	0	0	0
19	Department of Cooperatives, Small and Medium Enterprises, and Industry	0	0	0	1	1
20	Civil Service Police Unit	3	0	3		1
21	Department of Libraries and Archives	0	0	2	1	0
22	Department of Communication and Informatics	0	0	1	2	0
23	Agency of Finance and Regional Assets	1	0	0	0	0
24	Agency of Regional Tax and Retribution Management	2	0	0	1	0
25	Agency of Regional Development Planning, Research, and Development	0	0	0	1	0
26	Agency of Personnel and	0	0	0	0	0

No	Local Government Unit	Managerial Position		Non-Managerial Position		
		Supervisory Position	Administrative Position	Functional Position		Operational Position
				Skill-based	Expertise-based	
	Human Resource Development					
27	Agency of National Unity and Politics	0	0	0	0	1
28	Agency of Disaster Management	4	0	0	0	0
29	District of Balikpapan West	2	0	0	0	0
30	District of Balikpapan Central	4	0	0	0	0
31	District of Balikpapan City	1	0	0	0	0
32	District of Balikpapan North	2	0	0	0	1
33	District of Balikpapan South	2	0	0	0	0
34	District of Balikpapan East	2	0	0	0	1
	Total	**36**	**0**	**11**	**32**	**11**

Source: Organization Section of the Balikpapan City Secretariat (2024)

Based on the table above, the majority of employees designated as agents of changes in the Balikpapan City Government hold supervisory positions, accounting for 35 individuals or 40% of all agents of changes, followed by those in functional positions of expertise, which comprise 35.56% of the agents of changes. Functional positions in skills and operational roles each account for 12.22% or 11 individuals. Meanwhile, employees in administrative positions are not included in the agents of change personnel structure as they are designated as role models as per the Balikpapan City Mayor's Decision No. 188.45-227/2022, which amends the previous decision No. 188.45-229/2021 regarding Role Models and Agents of changes of Balikpapan City Government.

This scenario indicates that employees in supervisory and functional expertise roles dominate the personnel structure of agents of changes in the Balikpapan City Government. This dominance limits the ability of agents of changes to perform actions necessary to accelerate or implement planned changes. Without clear authority support, agents of changes feel hindered in innovating and making decisions that directly impact the implementation of change. Although agents of changes are expected to drive change,

these positional limitations pose a significant obstacle to effectively performing their roles.

Conclusion

The organizational culture transformation in the Balikpapan City Government faces various inhibiting factors that affect the role of agents of changes in promoting effective change. The primary barriers identified in this study are a conservative organizational culture and resistance to change. Employees who have been with the organization for a long time tend to resist change and prefer to maintain existing routines. Additionally, limited support from leadership also presents a significant challenge. While leaders recognize the importance of change, sufficient commitment in the form of motivation, guidance, and necessary supervision has yet to be provided. Resource limitations, such as budget, time, and the number of agents of changes, which are disproportionate to the total number of employees, also hinder the sustainability of change. Furthermore, the limited competencies of agents of changes and their restricted authority in their positions make it difficult for them to effectively drive change.

To ensure that the organizational culture change initiated by agents of changes can proceed effectively, various improvement efforts are required to overcome these obstacles. Leaders must provide stronger support, in terms of clear policies, motivation, guidance, and consistent supervision. An in-depth examination of the barriers faced by agents of changes, including organizational culture resistance and conservative work patterns, should be conducted to help formulate policies that are more adaptive and aligned with the actual conditions on the ground.

Additionally, regular socialization about the importance of organizational culture transformation and the role of agents of changes is essential to reduce resistance and enhance employees' understanding of the benefits of change. Adequate resource allocation, including budget, more intensive training, and an increase in the number of agents of changes with the authority to make strategic decisions, is also crucial for more equitable and sustainable change. Moving forward, strengthening the competencies of agents of changes, coupled with granting them greater authority in strategic decision-making, should be a primary focus to accelerate the desired organizational culture transformation.

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