STRATEJİK YÖNETİM ARAŞTIRMALARI DERGİSİ

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JOURNAL OF STRATEGIC MANAGEMENT RESEARCH

STRATEJİK YÖNETİM
ARAŞTIRMALARI DERGİSİ

İNDEKS BİLGİLERİ/ INDEX INFORMATION

"Stratejik Yönetim Araştırmaları Dergisi" aşağıda yer alan indekslerde taranmaktadır.

"Journal of Strategic Management Research" is cited in the indexes below.

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A BRIDGE FROM ORGANIZATIONAL CULTURE TO STRATEGIC MANAGEMENT IN PUBLIC ORGANIZATIONS

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ABSTRACT

The aim of this theoretical paper is to know the relationship of organizational culture with the strategic management in public organizations, taking into consideration the differences between public and private sector organizations, which includes the cultural and operational level of these organizations and the amount of external pressures, as well as the vagueness of objectives and policies in the public sector. Studies have shown that whenever the organizational culture is strong, the more stable the organizations will be, and their impact on the attitude and behavior of all members of the organization will be reflected. Strategic management helps to create organizational culture by developing vision, mission, and values. Therefore, appropriate strategic management will improve the formation of a culture of integrity and competitive business ethics, embrace technology and create value for customers and shareholders. Strategic managers know well that the success and continued growth of the organization are due to the vital role played by culture. However, many organizations can't describe their culture or their relevance to the formulation and implementation of their strategy. Therefore, this paper have given a deeper insight into how the culture of the organization affects strategic management processes.

Keywords: *Organizational Culture, Strategic Management Process.*

KAMU KURUMLARINDA ÖRGÜT KÜLTÜRÜNDEN STRATEJİK YÖNETİME KÖPRÜ

ÖZET

Bu çalışmanın amacı, kamu kurumları ile özel sektör örgütlerin arasındaki kültürel ve operasyonel seviyelerini ve bu iki tip örgütün uğramış oldukları dış baskıların miktarını ve ayrıca kamu kurumlarının amaç ve politikalarındaki belirsizlikleri de dikkate alarak, kamu kurumlarında örgütsel kültür ile stratejik yönetim arasındaki ilişkiyi anlamaktır. Çalışmalar, örgüt kültürü ne zaman güçlü olursa, kuruluşların daha istikrarlı olacağını ve kuruluşun tüm üyelerinin tutum ve davranışları üzerindeki etkilerinin yansıtılacağını göstermiştir. Stratejik yönetim vizyon, misyon ve değerler geliştirerek örgüt kültürünün oluşturulmasına yardımcı olur. Bu nedenle, uygun stratejik yönetim bir bütünlük ve rekabetçi iş ahlakı kültürünün oluşumunu geliştirecek, teknolojiyi benimseyecek ve müşteriler ve hissedarlar için değer yaratacaktır. Stratejik yöneticiler, kurumun başarısının ve sürekli büyümesinin

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kültürün oynadığı hayati rolden kaynaklandığını iyi biliyor. Bununla birlikte, birçok kurum kendi kültürlerini veya stratejilerinin formülasyonu ve uygulanmasındaki önemini tanımlayamaz. Bu nedenle, bu makale organizasyon kültürünün stratejik yönetim süreçlerini nasıl etkilediği konusunda daha derin bir sağlamıştır.
Anahtar Kelimeler: Organizasyon kültürü, Stratejik Yönetim Süreci.

1.Introductıon

Scientists (Schwartz & Davis, 1981) organized the organization into four components: structure, systems, individuals, and culture. (Wiener, 1988), stated that culture represents the social or normative glue that binds the organization to one another. The modern institution has become very open to its external environment and has become influential and affected, through its ability to create and exploit opportunities and adaptation to opportunities and threats. At the same time, they have become increasingly aware of their internal environment, which is essentially composed of different resources, the organizational structure, and the cultural system. Since the modern concept of strategy means 'subjugation and formation of environments' as well as 'the art of building competitive advantages', it is also 'the art of managing change' It is a multi-definition 'tool or means to achieve the objectives of the institution,' in order to implement any strategy was to undertake a comprehensive diagnosis of the institution internally and externally. During the implementation of the strategy of the institution, which seeks to achieve its objectives, the institution faces at the external level a very volatile environment may often difficult to control its elements, but the strategy contributes significantly to working to meet these external threats and volatility, while at the internal level face a number of contradictions and conflicts that occur between individuals within the institution as a result of belonging to different cultures and environments and because they live in different social communities as well, the institution then uses its culture to solve and overcome these internal problems. Organizational culture is very important in all organizations because of its impact on the nature of the organization

framework because of its impact on the nature of the organization and how to accomplish the tasks. Organizational culture provides the framework organizations, organizational culture also provides to organizations the basis that makes it distinguished from other organizations through traits and characteristic, the performance and development of organizations and their employees are influenced in one way or another by several factors both within and outside the organization, at the top of these factors comes organizational culture, thus, the culture of the organization has an important role in influencing the behavior of the workers in the organizations according to the nature and strength of organizational culture enjoyed by the organization, where organizational culture with its physical and moral components leaves its mark on competing business organizations.

The gravity of the cultural aspect lies in the fact that cultural problems (differences in values and behavior) internally held values may not appear in behavior. This shows many obstacles to the behavioral expression of these behaviors by circumstantial factors. therefore must be exist strong values to effect on behavior(Maio et al., 2001). Harmonization and coordination of organizational culture with the organization's strategy and its structures is considered the internal strength of the organization, but if there are sub-cultures that conflict with the objectives of the organization and its values and its behavior, this is a weakness and an internal problem, the organizations need to pay attention to the organizational culture and work to reconcile the organization's culture and strategy to achieve the goals and objectives for which the strategy was developed.

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2. Concept of Culture

In spite of the frequent use of the term 'culture' and its frequency on the tongues, there is no general agreement on 'What do we mean by culture?' In contrast, we find a large number of definitions of this term based on many entries such as the progressive, the developmental, the

structural, the psychological and the normative. Definitions differ in determining the nature, composition, characteristics, and function of culture.

Culture is abstract, but the forces that arise in social and organizational situations derived from culture are strong. If we do not understand the operation of these forces, we become victims of them (Schein, 2004).

Culture, then, is a class of things and events, dependent upon symboling, considered in an extra-somatic context. The researcher finds that this definition distinguishes between behavior and the behavior of living organisms, and between culture and psychology. It also gives cultural anthropology a realism that can be observed and touched (White, 1959). According to (Tierney, 1997) the anthropologist, Clifford Geertz, writes that traditional culture, "denotes a historically transmitted pattern of meanings embodied in symbols, a system of inherited conceptions expressed in symbolic forms by means of which [people] communicate, perpetuate, and develop their knowledge about and attitudes toward life".

Culture does not have a uniform definition. (Davis, 1984) defines culture as: "The pattern of shared beliefs and values that give members of an institution meaning, and provide them with the rules for behavior in their organization".

Kuazaqui (1999) argued that "culture is a sum of behaviors, beliefs, habits, and symbols that are passed from generation to generation". another definition by (Griffin and Pustay, 1999) presented "culture as a collection of values, beliefs, behaviors, habits, and attitudes that differentiate societies". (Vo Thi Quy,2018)

(Schein, 1990) considered that culture can be analyzed as a phenomenon that surrounds everyone all the time. Culture is constantly represented and created by our interaction with others.

2.1. Definition of Organizational Culture

The concept of organizational culture is linked to the concept of culture in some social sciences such as sociology, anthropology and other sciences, and did not use the culture of the institution in the field of management only in the year 1970 by a professor (Davis Stanley) in a book entitled (Comparative Management: Organizational and Cultural Perspectives), published an article in the Economic Journal in which he attempted to compare the work of five institutions from the culture of each institution. The 1980s were the stage in which the basic rules of organizational culture were developed, thanks to (Deal and Kennedy, 1982) with a book entitled Corporate Culture.

By reading of previous studies on the subject of organizational culture, there was a tendency to indicate that the organizations have a unique culture that distinguishes them from other organizations (Schein, 1983; Pettigrew, 1979; Deal & Kennedy, 1983).

Schein said the culture of the organization is characterized as "a style of the fundamental presumption that has functioned admirably enough to be viewed as substantial and to be educated to new individuals as the right method to see, think, and feel about those issues" in the organization (Schein, 2010).

(Sun, 2009; Irrmann, 2002; Wiener, 1988) Defined organizational culture as: "the shared values, beliefs, and customs of organizational members".

(Linstead, 2001)said there are great differences among scientists on how to define culture and how to study it. The concept of organizational culture refers to beliefs, values and behavioral patterns, as well as all the understandings that members of the organization share and thus make them distinct from other organizations. All this is associated with organizational symbols, stories, and legends that express culture; images, works of art, products, fashion and style of buildings, which are a material embodiment of culture.

(Ogbonna, 1992) declaring that organizational cultures are the outcomes of "the interweaving of an individual into a community and the collective programming of the mind that distinguishes members, it is the values, norms, beliefs, and customs that an individual holds in common with other members of a social unit or group". According to (Robbins & Judge, 2001), an organization's culture is the perception of its personality and these perceptions affect employee performance and satisfaction.

(Brown, 1992) stated the definition of organizational culture in his book Organizational Culture is as follows: "Organizational culture refers to the pattern of beliefs, values and learned ways of coping with experience that have developed during the course of an organization's history, and which tend to be manifested in its material arrangements and in the behaviors of its members."

(Cameron & Quinn, 1999) says that one of the reasons that led to ignoring organizational style as one of the important factors in accounting organizational performance is that it includes values, assumptions, expectations and beautiful memories, in addition to the usual definitions in the organization where it represents 'how things are here' and thus the organizational culture reflects the ideologies and the sense The identity of the staff as well as the guide to how to live in the organization, which leads to the stability of the social system.

(Hofstede, 1980)considers organizational culture to be collective mental programming of behaviors that distinguish one group from another and not only appear in values but also in other specific attributes: signs, heroes, rituals.

According to (Schraeder, Tears, & Jordan, 2005), (Buono et al., 1985, p. 482). said the impact of organizational culture includes the method of interaction between staff, how to conduct work, policies, the nature, and types of decisions, regulatory procedures.

Jones (2004) believes that the staff responds to situations within the work environment through dictated by the prevailing organizational culture (AKINYI, 2015).

Organizational culture can be summed up in how the staff of the organization lives under the influence of personal factors (values, attitudes, language, symbols) and organizational factors (leadership style, strategies, procedures and routines, success criteria) where that make the organization unique from other organizations

The researcher believes that although these definitions are a multiplicity and sometimes different, they all emphasized the importance of organizational culture as it has become a major component that must be taken into account by the management of the organization in formulating its policies and building its strategies so as to enhance the chances of success of the organization.

2.2. Formation Of Organizational Culture

Organizational culture does not arise by coincidence, but as a result of a collective effort of human action and practice, to form a system of shared values and beliefs that interact with the components of the organization, individuals, structures and systems to produce rules and behavioral traditions that help shape the organization and determine how business, processes, tasks, and roles are performed.

The formation of a culture of the organization is often initiated from the top of the management hierarchy by the founders or senior management members who have a vision or a message that they seek to achieve. When things are settled, on a certain set of assumptions, values, beliefs, and behavior that become the basis in the management and operation of the organization, then new employees begin to learn these values, customs, and beliefs.

(Schein, 1985) points out that influential leadership, whether founders or administrators assigned in any organization, is a major source of

organizational culture. (Brown,1995- 1998) also affirms that the founders have a tendency to impose their values and beliefs about the nature of the world, organizations, and human nature on those involved in the work of those organizations.

(Martins & Martins, 2003) believe that the founding mechanism of creating an organizational culture in the organization is as follows: the founders choose the employees who have a similarity in their way of thinking and feeling of events in the manner followed by the founders. The selected employees are then subjected to a mechanism to detect the difference in thinking. Ultimately, the founders make their behavior a model and encourage employees to grasp the values and beliefs of the founders.

(Gordon, 1991) however, does not see the formation of culture depend on the personalities of current or founding leaders, nor is it a random event, but it largely constitutes internal reactions to external imperatives.

According to (Schein, 2010) the leaders can create the organizational culture through these sources: beliefs, values, and assumptions of founders, experiences of group members, and values, ideas, and assumptions of new members.

(Robbins & Judge, 2014) summarized how an organization's culture is established and sustained. The philosophy of the founders is the source of the culture, which in turn affects several aspects of the organization. Its impact is parallel to the growth of the organization in the case of employment standards, senior management determines the overall climate measures, and what behavior should be applied in the organization. The recruitment depends on the extent to which the employee values are consistent with the values of the organization when selecting the new employees.

2.3. Models of Organizational Culture

Many writers and researchers point to many views on the classification of types of organizational culture, because of the many considerations, human factors, social, economic and levels of civilizational development that differ from one society to another, as well as the different criteria on which classification is based.

In terms of strength:

This classification emerged as a result of the studies conducted by both (T. Deal & Kennedy, 1982)

-Strong Culture: There is a strong organizational culture when there are great agreement and firm adherence by the majority of the members of the Organization with prevailing values and beliefs.

-Week Culture: There are little agreement and fewer members of the organization held on to shared values and beliefs.

The degree of strength and depth of the organizational culture varies from one organization to another. This means that the culture of the organization represents a coherent set of beliefs, values, assumptions, and practices that all members of the organization believe in, the focus was on the degree of consistency and spread of these components among organization's members. Some believe that facilitating the internal integration and coordination of organizations with strong culture is due to motivation, commitment, identity and solidarity within these organizations. However, what suits some organizations is not suitable for others, where we note that the strong culture suits voluntary organizations while not suitable for business organizations(HUDREA, 2006).

. In terms of styles:

(Handy, 1984) divided organizational culture into four types:

-Power Culture: Organizations that embrace this type of culture tend to adopt extreme centralization, as the senior management represented by specific individuals has all the powers and the other parties only implementation and interpretation of things according to the way desired by senior management.

-Role Culture: This culture is characterized by the adoption of less than the previous type of one man, and the bureaucracy large, and roles are well defined, systems, and procedures, and lack of preference for risk, managers explain to individuals accurately what they expect them, And describe the work well and then choose the appropriate individuals for this work, and the powers of managers and strength in the organization, they are determined by their organizational levels, and the main problem in the culture of the role they are appropriate when the environmental conditions stabilized.

-Task Culture: this culture focuses on performing tasks and accomplishing what is required rather than the formal roles of individuals. This culture is characterized by the sovereignty of the tendency towards problem-solving, the great reliance on experience and teamwork, and the limited importance of individual control. Individuals evaluate each other based on their contribution to achievement. The tasks assigned to them, as they are at the same time, they expect to help each other as needed. All of these aspects make the organization very expensive. This culture is suitable for industries characterized by rapid technological development. The problem is the difficulty of supervision and the potential for loss of resources.

-People Culture: The culture of the individual to serve the personal needs of the individual, small professional organizations or artists are focused primarily on the fulfillment of their desires and personal interests compared to the fulfillment of external market desires.

 Model of (Cameron and Quinn, 1999), Framework of Competitive Values (CVF). Is one of the experimental studies used to measure

organizational culture. This model uses two dimensions: stability versus flexibility and internal focus versus external attitude, to classify culture into four types: clan, hierarchy, market, and adhocracy. According to the model, the culture of the hierarchy: focuses on the internal situation, which includes cooperation, efficiency, and adherence to the rules and procedures. Clan culture: focusing on the internal situation but with flexibility, this culture takes care of the teamwork and commitment of the organization to the staff. Market culture: focuses on external regulatory affairs, oriented to control and uses the style of observation and resistance to obtain a competitive share to achieve the highest productivity. Adhocracy culture: focusing on external organization but with flexibility and change.

According to (Wallach, 1983), there are three types of organizational culture, namely: (1) Bureaucratic, (2) Innovative, and (3) Supportive Cultures. A bureaucratic culture is a very organized and systematic culture based on power and control with clearly defined responsibilities and authority. Organizations with this culture are mature, stable, structured, procedural, hierarchical, regulated and power- oriented; An innovative culture is a creative, result oriented, challenging work environment and is portrayed as being entrepreneurial ambitious, stimulating, driven and risk-taking; A supportive culture displays teamwork is people-oriented, encouraging, with a trusting work environment. Open, harmonious, safe, sociable, trusting, equitable, collaborative and humanistic are the characteristic of this culture. (Vo Thi Quy, 2018)

Schein (1992), three levels framework of organizational culture: 1- Artifacts and Creations: 'Cultural forms'. This level includes concrete actions: the patterns, values and cultural norms of the organization: structure, facilities, physical planning of the workplace and the level of technology used within the organization, and how members interact with each other and with outsiders dealing with the organization. 2- Espoused values: Includes specific criteria and official guidelines. These

values describe the result that an organization's leaders wish to achieve through programmed activities that are believed to have a role in how decisions are made and the level of risk allowed. 3-Basic Assumptions: Elements of culture at this level are invisible and are generally found unconsciously the members, which form the basis for standards of behavior. This level includes the basic beliefs and assumptions on which each member depends upon interpreting the values of the organization and selecting appropriate behavior from the cultural perspective of the organization.

2.4. Organizational culture in public organization

(Denhardt & Denhardt, 2003) believes that public organizations will be very successful in the long run if they take shared leadership, collaboration and mutual respect in their operations. They say that the public interest means the consensus of the organization's society on common values and the rejection of individual interests. Hence, public sector employees must build trust and cooperation relations with each other, as well as with citizens. (Denhardt, 1991) sees clear differences between organizations in the public and private sectors. This difference is attributed to the external environment because of its unique characteristics. Both (Chatman & Jehn, 1994) emphasized that recognizing these differences in the external environment is very important in that the difference in industrial characteristics is considered to affect the standards of the organization. This was confirmed by (Gordon, 1991) as stated earlier that organizational culture is an internal reaction to external imperatives.

Adapting to the external environment is very difficult for organizations in the public sector (Valle, 1999). proposes that managers in the public sector play the role of mentor and teacher for their employees in demonstrating the environmental changes and how the organization must adapt to them. The increased turnover of management within public sector organizations is due to the lack of modification of the

culture of these organizations to suit environmental requirements well (Valle, 1999). The erosion of public and private confidence in these matters in organizations is due to stagnation and the inability to change. This is especially important with the similarity between the environment of public sector institutions and the environment of private organizations (Valle, 1999). This is why public organizations are under pressure to adopt the administrative methods employed by private organizations (Bradley & Parker, 2006).

One of the fundamental differences between the environments of public and private sector organizations lies in the cultural and operational level of these organizations. To adapt to the new pressures, cultural change in the public sector must be encouraged through the following alternatives: a training strategy to incite cultural change in public sector organizations. The other alternative is how to use an example of the cultural change in an organized section of the public sector (Schraeder et al., 2005).

The public sector is characterized by high levels of formal organization compared to the private sector, and also in the case of routine procedures (managers have a tendency to provide significant standards in organizations due to the weight of political disagreement and unclear work and measuring results). The public institution has personal rules of higher organization and not as in the private organization. The central oversight rules for government ownership are budgeting, personnel, procurement, and accounting. At the managerial level, much research has shown a decline in the satisfaction of work in public organizations. Moreover, it has been found that public organizations at high levels of management place higher value on the rewards and motives of the private sector (Rainey & Bozeman, 2000).

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3.Strategy

The concept of strategy has become the focus of many research and scientific studies, but it is noticeable that there is no agreement on a specific definition of strategy, as do many economic and administrative terms. The following are the most important definitions given to the strategy:

(Ansoff, 1987) offers a brief definition: 'Strategy is a rule for making decisions'. (Macmillan & Tampoe, 2001) defined strategy as: 'Ideals and actions to conceive and secure the future'.(David, 2011) defined strategy as 'a means by which to achieve the long-term organization's objectives'. (Mintzberg, 1987) presented his definition of strategy through five concepts: perspective, plan, style, stunt, and attitude (5.Ps), and has some reciprocal relations between them. Each definition is an additional source of our understanding of the important components of the strategy, and in fact, prompts us to address the fundamental questions of organizations in general:

~Plan Strategy; it refers to the way managers think about defining organizational trends and vary from one manager to another.

~Ploy Strategy: The strategy formation process is the most effective and means different moves to gain a competitive advantage using tricks and threats.

~Pattern Strategy: this strategy seeks to work through the pattern of action to achieve behavior uniformity in the organization.

~Position Strategy; are the actions taken in the competitive environment, how they discover their position and how to guard them in order to face and avoid competition. And sometimes subvert it.

~Perspective Strategy; this strategy raises questions about behavior and intent in a holistic context. When the organization is defined as a full measure in the implementation of a common strategy, it also focuses on group activities and how the intentions spread through a group of

people to become clearly shared as values and norms, and how patterns of behavior become deeply implanted in the group.

What most definitions have in common is- :

-Understanding / evaluate the internal environment which includes the resources and capabilities of the organization

- Understanding / assessing the external environment includes opportunities and threats

-Determine the best way that response to use and decide it to achieve an agreed goal in the latter

The strategy can be defined as the process of identifying, protecting, leveraging and renewing the strategic capabilities of an organization through its definition of purpose its organization and processes, and its choice and support of people.

3.1.Strategic management

One of the most important strategic management concerns is the strategic planning process (i.e. what the organization should do in the future), which includes how to achieve the goals of the strategic plan, who will implement them, and monitor implementation to ensure that the plan is on track (Steiss, 2003).

Organizations can adapt to unexpected environmental fluctuations and their results can only be assessed through strategic management. It also provides important information on the organization's capacity through its organizational resources to meet external challenges and how to take advantage of the opportunities available in the light of the Organization's work and linking them to a long-term direction(Steiss, 2003)

Strategic management can be defined as the art and science of formulating, implementing, and evaluating cross-functional decisions that enable an organization to achieve its objectives. The strategic

management is found to exploit and create new and diverse opportunities for tomorrow; long-term planning, in contrast, tries to improve for tomorrow the trends of today(David, 2011)

When we talk about strategic management, it means that the organization works through scalable strategies and policies that are formulated to achieve organizational goals and objectives while taking into account internal capabilities and external strategies.

3.1.1.Strategic Management in the Public Sector

The main important differences between the public and private management stem from the goals and operating environments. (Porter, 1985). (Rainey, Backoff, & Levine, 1976) say that the public sector differs in its operating environment from the private sector. Goals are often ambiguous in public organizations.

Nutt and Backoff set the factors that effects on public organizations apart from private ones were divided it to three factors are:

1- Environmental factors: Which include the influence of the political level and legal constraints and market forces.

2- Transaction factors include: Ooerciveness, the scope of impact, public scrutiny of all transactions, the need for accountability and collective ownership, goal setting, performance measurement, and identification of incentives. Employees enter the public sector and seek not only financial gain in the first place, but are motivated by interesting tasks, important roles, and moral values.

3- Internal processes: There are also limits set to internal processes by legal constraints.

Nutt and Backoff suggest the actual market of the public organization is the authorizing environment and the interdependent actors, the interests of which it must struggle to satisfy in the act of strategic management. "How things are viewed or understood by stakeholders

holds more salience (to strategy) than the validity of claims"(Nutt & Backoff, 1993).

(Bozeman, 1987) identified three variables to differentiate between public and private organizations:

- Level of collective ownership: Private organizations are owned by private shareholders, while public organizations are owned by the political community.

- The level of government funding: private organizations receive their funding from customers who pay fees while public organizations receive money from the political sponsor.

- The degree of restricting the behavior of managers: private organizations respond to market forces and economic demands of consumers rather than the instructions of political forces in public organizations.

One of the fundamentals of private sector policy formulation is the active participation of all relevant actors in the formulation and implementation of the strategy. One of the obstacles to strategic management in the public sector is the ability to reform the civil service, which is to isolate the government from the excesses associated with the booty system. And the use of a merit-based evaluation system for staff, as is the practice in the private sector. Public organizations are more open to the external environment, where they have the legislative or constitutional capacity to reach strategy makers. This is what private organizations lack. Executive heads or private sector boards ignore most of the components that require direct input into policy formulation and implementation. There are differences in the organizational culture between the two sectors in terms of positive and negative power, where the bureaucracy contrasts with the positive force, which is the ideals associated with the public service, and the public sector creates a number of official processes, such as committees of differences and ombudsmen to monitor the behavior of public

employees. This is not found in the private sector (Boyne & Walker, 2004).

The most important factors affecting strategic management in the public sector are: Policy ambiguity, The openness of Government, Attentive Publics, The Time Problem, Shaky Coalitions

These constraints lead us to this important result. If public sector performance is judged against a standard strategic management model developed in the private sector, achieving strategic management in the public sector can be very difficult. In such circumstances, different conclusions can be judged based on criteria used in the public sector (Boyne & Walker, 2004).

4.Strategic Management Processes

The understanding the required changes, how they are implemented and managed in the public and private sectors, and how to develop a mechanism for continuous improvements that better performance, is one of the guiding principles in strategic management processes(McInerney & Barrows, 2000).

The process of strategic-management consists of three stages (David, 2011) said: strategy formulation, strategy implementation, and strategy evaluation.

The formulation of the strategy includes a number of key steps, including developing the organization's vision and mission, identifying internal strengths and weaknesses, identifying external opportunities and threats to the organization, formulating long-term goals, creating alternative strategies and selecting specific strategies to pursue them.

To implement the strategy selected in the strategy formulation process, the organization must formulate annual goals, develop policies, motivate staff, and allocate resources. In order to ensure the implementation of the strategy, it is necessary to develop a supportive

organizational culture for the chosen strategy, effectively restructure the organization, prepare budgets, and adopt sophisticated information systems.

The final stage of strategic management is strategy evaluation and is the primary means of obtaining information that managers need to know why certain strategies do not work as they should. External and internal factors change constantly, so all strategies are subject to change in the future. To evaluate the strategy, management should follow the following: (1) analysis of external and internal factors, (2) performance measurement, and (3) correction of deviations. One of the reasons for the evaluation of the strategy is that success today does not guarantee success tomorrow.

The strategic management process of its three branches occurs at three hierarchical levels in large organizations: the level of the organization as a whole, at the level of strategic business units, and finally at the functional level(David, 2011).

There are many models that dealt with the phases of strategic management. There are those who precede the strategic management with different analytical stages and some of them are guaranteed by these analytical aspects, However, most strategic management researchers have agreed that strategic management includes key components: formulation of strategy ‑ implementation of the strategy ‑ and its evaluation, while they differ in one form or another on the sub‑components of each core component.

Strategic management process can be defined as a combination of managerial decisions and actions that determines the long‑run performance of an organization. It includes environmental observation, strategic planning, formulation, implementation, evaluation, and control.

4.1. Strategic management process in the public sector

To understand the differences in the strategic management process between the public and private sectors, it is necessary to know the fundamental differences between the two sectors. Perhaps the most important of these differences stem from the constitutions where the separation of policymakers and its implementers and left to follow the goals licensed to the legislative sub-executive agencies(Boyne & Walker, 2004).

There are many similarities in strategic processes between the public and private sectors (Joyce, 2004).

(McBain & Smith, 2010) proposed a three-dimensional management strategy in the public sector: the political dimension, the cooperative dimension, and the operations dimension.

The term market in the public sector refers to all relevant stakeholders. An important step is to start collecting information about market trends and opportunities, and internal industry that affect the organization. To judge the organization's ability to meet strategic challenges is reflected in its vision and mission, in the clear definition of strategic objectives, the development of a strategic plan for its implementation, the handling with change management issues, and the continuous monitoring of the process and performance(McInerney & Barrows, 2000).

Another approach for Strategic Management process is the Strategic Management Group SMG which proposed by the authors (Nutt & Backoff, 1993) to implement the Strategic Management process in the public sector, composed of 15 core members of the Organization. The group includes senior officials and three administrative levels, excluding the participation of stakeholders and representatives of oversight boards. External stakeholders play an important role in legitimizing the strategic process as well as formulating strategy and implementation. The group of strategic management moves through a six stages process, every stage, the SMG engages in three core steps.

step one the group search for information and related ideas. the second is a synthesis step to seek generalizations, patterns, or themes in the first step. The last step, the group applies a set of criteria for work priorities when the transition between the six stages. This step is defined as a selection. The six stages are:

1. Historical context ; (a) Trends and events , (b) Directions, (c) Ideals

2. Situational assessment;

> (a) Strengths,
>
> (b) Weaknesses,
>
> (c) Opportunities,
>
> (d) Threats

3. Strategic issue agenda

4. Strategic options;

> (a) Action sets,
>
> (b) Strategic themes

5. Feasibility assessment;

> (a) Stakeholder analysis (internal and external),
>
> (b) Resource analysis

6.Implementation;

> (a) Resource mobilization,
>
> (b) Stakeholder management

5.The role of organizational culture in the strategic management of public organizations

Empirical research has shown the correlation between organizational culture and strategy and that their mutual compatibility is an advantage for the organization., (Janićijević, 2012), examined the mutual influence of organizational culture and strategic and found the following results:

1.Organizational culture influences strategy

The influence of organizational culture appears in both formulation and implementation processes. When formulating a strategy, strategic decision-makers formulate plans and interpret the meanings of reality inside and outside the organization. Culture considers is a tool that imposes itself on top management in organizations to determine how information is collected, how the environment and the organization's resources are considered and interpreted, but also affect the mechanism of strategic decision-making. The organizational culture plays an important role in legitimizing or removing the strategy by aligning the cultural and selected strategic values so that the organization can implement them. Hence, culture, when the strategy is legitimizing that, leads to facilitates its implementation and when it is deslegitimizing, its implementation ceases.

2. Strategy influences organizational culture

The compatibility of selected strategy implementation activities with cultural values and norms will institutionalize culture. However, the long-term implementation of the chosen strategy leads to the abolition of the existing organizational culture and the willingness to adopt a new organizational culture. Hence, management must find a way to make the strategy and organizational culture of the organization more harmonization. In two basic ways, we can achieve the following: When formulating a strategy, management must take into account cultural

assumptions, values, and norms to ensure that staff comply with the new strategy. This is achieved by examining the organizational culture prevailing in the organization. Which the chosen strategy must adapt?.

If the strategic choice is not in line with the organizational culture of the organization, it represents a cultural gap that the organization must fill by changing the culture of the organization. Therefore, the management must have the capacity and knowledge to enable it to change its organizational culture in a systematic manner.

According to (Akinyi, 2015) in the study of Organizational Culture and the Challenges in the Implementation of Strategy (Senior and Fleming, 2006) said that the organization's strategies can be hindered or altered their intended impact throughout of organizational culture. One of the most important organizational influences on the organization includes decision-making mechanisms, reward system, promotion system, employee relations, and the relationship of the organization to its environment (Mullins, 2010).

(M. I. Harrison, 2004) says that organizations cannot successfully implement their strategies if do not recognize the cultural diversity that exists in them.

Thomson (2007) points out that when a new strategy is adopted by organizations, it is not necessary to erode prevailing attitudes, interests and regulatory practices.

Schermerhon (1999) argued the support and involvement of key people in organizations are coupled with the strength and seriousness of organizational culture analysis. The lack of commitment in the strategic analysis may lead to implementation failure due to the seriousness of the role played by individuals opposed to the strategic process from non-compliance to tasks implementation.

The failure or successful implementation of the new strategy is due to the existing organizational culture (Manganelli & Hagen, 2003).

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Cilt/Vol.: 2, Sayı/Issue: 1, Yıl/Year: 2019, Sayfa/Pages: 59-88

In a study conducted by (Chen et al., 2018) in China on the fit between organizational culture and innovation strategy, the results indicated that organizations with high performance for each innovation strategy group have distinct organizational culture configurations.

In a study conducted by (Wronka-Pośpiech & Frączkiewicz-Wronka, 2016) in public organizations providing social services in Poland, the researcher used (Miles and Snow,1978) model for general strategies - prospectors, defenders, analysts, and reactors - to identify the different organizational strategies in researched organizations. To assess the organizational culture, the researcher used the (Cameron and Quinn, 2003) model, the Competing Values Framework (CVF), used in empirical studies, with four cultures - clan, market, and hierarchy, adhocracy. The experiment was applied to two social services organizations. The researcher chose two cultures from the four cultures: clan and hierarchy culture. The results show that hierarchical culture dominates all organizations that adopt reactor and defender strategies (8 and 6 organizations), while clan culture is active in 3 organizations that operate with the same strategies. Clan culture emerged in two organizations working with the analyzer strategy, while the hierarchy culture emerged with one organization working with the Prospector strategy. One organization working through two strategies (Reactor and Analyzer) has adopted a hierarchy culture. Also for clan culture dominated on one organization has two strategies (Defender and Reactor), as well as one organization that operates with the Analyzer and Defender strategies.

The study of (Ali, 2012) focused on the relationship between organizational culture and strategy implementation. According to the results obtained, adhocracy and clan cultures favor the implementation of the strategy to a large extent. The results also show that market and hierarchy cultures encourage strategy implementation (Ahmadi et al. 2012).

The permeate of the daily and long-term decisions and procedures into strategy make the organization more institutionalized and is one of the key aspects of implementing the strategic process. On the other hand, the organization's culture in public organizations may become aggressive towards new strategies; its desire to maintain the status quo.

6. a. Discussion

Culture and strategy are closely linked. This is what many strategic scientists see from the premise that culture and strategies are social processes, so it is necessary to know the effects of organizational culture in strategic management.

In the concept of strategic leadership, leaders use the organizational culture to develop a dynamic system through which goals are set, resource management, and task execution. (Schein, 2010), attributes the success of the organization's leaders to their ability to spread their beliefs and values and to encourage workers to accept their jobs in a way that supports the strategy, where it is impossible to achieve the results of the planned strategy if they do not match the culture of the organization.

The mission differentiates a company in relation to its competitors, fuelling a system of values and beliefs that bring business success and competitive advantage to an organization. According to the Denison model, mission means defining a meaningful long-term direction for an organization. The indices of the Mission Trait are strategic direction and intent, goals and objectives (Kirin, Gavric, Vasojevic, & Rakonjac, 2017).

 Vision and Mission is a monitor to display the values and purposes of the organization, which gives an impression of the goals to internal and external stakeholders, which provides them making of decisions to allocate resources for the strategy. (Schein, 2010), says that linking organizational culture with vision and mission makes the latter more

effective and that core values reflect the organization's culture. core values are a set of beliefs through which the organization working (Tocquigny, 2012). It is likely that the organization remains stable and has the ability to predict for over time if the mission of the organization contributed to it (Kirin et al., 2017). Culture is conceived as a group of cognition shared by members of a social organization or unit. The center that revolves around this perception is the basic values supposed to guide individual behavior (Bilsky & Jehn, 2002).

Thompson and Martin (2005) argued organizational culture represents the heart of every strategy formulation and implementation, affecting all organizational activities(Soyer, Kabak, & Asan, 2007).

Understanding the elements of organizational culture and influencing people's behavior is a strong source of support for the organization's strategy and makes strategic leaders better equipped to make wise decisions in formulating and implementing strategies for their organizations.

6.b. Conclusion

There is a strong relationship between organizational culture and strategic management in the public sector. Public organizations are established by higher bodies and thus rely on these bodies to define their objectives and to provide their resources. Public organizations are more open to the external environment, where they have the legislative or constitutional capacity to reach strategy makers. Each organization has a unique culture and identity that belongs to the culture of its body. It is also the philosophy and principles that every member of the Organization believes, the values do not only affect the behavior of people in the Organization but also the strategic decision-making and management of the Organization. If the vision and mission of the organization gave an impression of the organization's goals, the researcher thinks that culture will be the compass that leads the organization to achieve this goal. Without the support of organizational

culture, it may be impossible for organizations to achieve the desired result. The failure or successful implementation of the new strategy is due to the existing organizational culture (Manganelli & Hagen, 2003). As the organization continues to build, it increases their pride in their culture as well as consider it a component of the implementation and success of strategic management, researcher think the organization will be able to achieve their goals and vision.

6. c. Suggestions

For the development of public institutions, the researcher proposes to create an outward-oriented organizational culture, to encourage innovation, experimentation, and flexibility, improve the reward system and to overlook conflict that is less compatible with strategic function activities and to promote organizational learning and to allow specific opportunities and use them effectively in a dynamic environment.

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