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## HOW IS POLITICAL BEHAVIOR IN DECISION-MAKING? ORGANIZATIONAL CULTURE PERSPECTIVE IN GOVERNANCE

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#### **Abstract**

This article discusses political behavior in the context of decision-making from an organizational culture perspective. Political behavior is a complex and common phenomenon in organizational environments, including the decision-making process within them. This research uses a qualitative research method by trying to analyze based on interviews to obtain answers to problems in the field and uses bibliometric analysis which produces 132 literature sources and 5 important aspects in decision making through a collection of literature from Scopus data. Organizational culture plays an important role in shaping and influencing political behavior. By understanding the relationship between political behavior and organizational culture, it is hoped that this article can provide useful insights for practitioners and decision-makers in understanding and managing political behavior that occurs in the context of organizational decision-making. This study found five aspects that must be considered in decision-making, namely the Role and Influence of Leaders, Coalition Building, Public Participation, Personal Relationships and Organizational Culture. From these five aspects, there are several efforts made by the Semarang city government towards political behavior in decision making associated with good organizational culture, which adds value to the effectiveness and implementation of the decision-making process in the Semarang city government.

**Keywords**: Political behavior, decision-making, organizational culture, values, governance, Influence of Leaders, Coalition Building.

#### **Abstrak**

Artikel ini membahas tentang perilaku politik dalam konteks pengambilan keputusan dari perspektif budaya organisasi. Perilaku politik merupakan fenomena yang kompleks dan umum dalam lingkungan organisasi, termasuk proses pengambilan keputusan di dalamnya. Penelitian ini menggunakan metode penelitian kualitatif dengan mencoba menganalisis

berdasarkan wawancara untuk memperoleh jawaban permasalahan di lapangan dan menggunakan analisis bibliometrik yang menghasilkan 132 sumber literatur dan 5 aspek penting dalam pengambilan keputusan melalui kumpulan literatur dari data Scopus. Budaya organisasi berperan penting dalam membentuk dan mempengaruhi perilaku politik. Dengan memahami hubungan antara perilaku politik dan budaya organisasi, artikel ini diharapkan dapat memberikan wawasan yang berguna bagi para praktisi dan pengambil keputusan dalam memahami dan mengelola perilaku politik yang terjadi dalam konteks pengambilan keputusan organisasi. Penelitian ini menemukan lima aspek yang harus diperhatikan dalam pengambilan keputusan, yaitu Peran dan Pengaruh Pemimpin, Pembangunan Koalisi, Partisipasi Masyarakat, Hubungan Pribadi dan Budaya Organisasi. Dari kelima aspek tersebut terdapat beberapa upaya yang dilakukan pemerintah kota semarang terhadap perilaku politik dalam pengambilan keputusan yang dikaitkan dengan budaya organisasi yang baik sehingga memberikan nilai tambah terhadap efektivitas dan pelaksanaan proses pengambilan keputusan pada pemerintah kota semarang.

**Kata Kunci:** Perilaku politik, pengambilan keputusan, budaya organisasi, nilai-nilai, tata kelola, Pengaruh Pemimpin, Pembangunan Koalisi

#### INTRODUCTION

The effectiveness of a decision is characterized by good decision making and a strategy in decision making (Browning et al., 2021; Chakhar & Saad, 2014). But in reality, decision making is often a problem, if the decision does not involve communication and political behavior (Sussman et al., 2002). Decision-making is reflected in the sequence of actions that bridge the gap between the current and future state of the organization, it is one of the most influential predictors of organizational success (Bolland & Lopes, 2018; Nutt, 2000). Although there have been that discuss decision studies making associated with communication organizational behavior, but in this study there is still little decision making associated with organizational culture, especially in local government.

Research from Elbanna, (2006) is one of the studies that explain the rationality of

the decision-making process occupies a central place in the strategic decision-making literature the influence of this dimension on organizational outcomes. Perspectives on political behavior in ethical decision making can be divided into several categories, namely negative, positive and realistic views of political activity (Kelsey, 2015). Political behavior can influence decision making through political actors and the attitudes of political leaders so that decision making is in their interests (Elbanna, 2018; Elbanna et al., 2014; Shepherd et al., 2020).

Political behavior can be an important factor in influencing political decisionmaking. Political actors who are smart and skillful in using appropriate political strategies have a greater chance of influencing decision-making (Çetin & Pekince, 2011). However, it is important to remember that political decision-making is

also influenced by other factors such as ideology (Zorn & Bowie, 2010), national interest (Nuechterlein, 1976), economic considerations (Beumer, 2019), and broader public policy (Loucks, 2022).

Decision-making will reflect values based on organizational cultural values such ethics. fairness and integrity. as: Organizational culture will drive these values in decision-making, so that the quality of the policy is in line with these values (Yates & de Oliveira, 2016). Overall, the decisions made organization consistently the continuously will form a distinctive organizational culture. This culture will influence behavior and attitudes, and affect how the organization operates as a whole (Tsai, 2011). Therefore, it is important for organizations to consider the impact of decision-making on the desired organizational culture and take appropriate actions to build the desired culture.

Local representative body (DPRD) of Semarang City (in 2021 has carried out a regional regulation formation programs of 14 (fourteen) draft regulations but 12 (twelve) draft regulations were approved, while the DPRD of Semarang City made decisions in the form of 7 (seven) Decision of Chairman of the DPRD and 33 (thirty-three) DPRD Decisions (Secretary of the Semarang City Council, 2021). From this data, if it is related to decision-making, to what extent can organizational culture influence political

behavior in decision-making in the Semarang City Government, Central Java Province. Is the decision-making that has been determined influenced by organizational culture. This study provides an overview of the influence of organizational culture in government on political behavior in decision making.

This research is a differentiator from the previous literature, it can be seen from some literature that only discusses how political behavior influences decision making, this research discusses how political behavior becomes part of the policy-making process from the perspective of organizational culture in local government.

This study aims to understand how decision-making is provided in the context of political behavior that creates opportunities to support decision-making especially on organizational culture in government in Semarang City, Central Java Province, Indonesia. This study consists of several structures, as follows: Section 1 Introduction and Section 2 provides an overview of the literature review. Section 3 outlines the methodology employed, and Section 4 presents a result and discussions. The study's conclusions and recommendations can be found in Section 5.

#### LITERATURE REVIEW

#### **Political Behavior**

Political behavior conceptualizes how diverse dynamics in different communication patterns within organizational structures operate in response to diverse environmental conditions, influencing different patterns of behavior and varying levels of performance within organizations (Sandaker, 2009).

Studies on Political Behavior have produced a variety of diverse concepts. Research by Bolland & Lopes, (2018) highlights the importance of psychological factors in understanding individual political behavior, including political attitudes, perceptions of political parties, and political participation. On the other hand, research by Brown et al., (2022) emphasizes the role of political institutions in shaping political behavior, focusing on the influence of the electoral system, political party structure, and political participation mechanisms. In addition, research by Reilly, (2017) explores the social dimension of Political Behavior, highlighting the importance of political identity, group affiliation, and other social factors in shaping political preferences and political participation. Overall. understanding of political behavior becomes more holistic by considering psychological factors, political institutions, and social dimensions (Brown et al., 2022; Johnson, 2018; Jones, 2012).

Research on the concept of political behavior has provided deep insights into the various dimensions of political behavior. Some studies highlight the complex interaction between psychological and social factors in shaping political behavior (Krosnick et al., 2010; Kulachai & Tedjakusuma, 2020). Meanwhile, other studies emphasize the importance of institutional and institutional factors in shaping people's political choices and participation (Blais et al., 2021; Nelson & Allwood, 2021). These studies underline importance of considering multidimensional aspects in understanding and analyzing political behavior in various political and cultural contexts.

#### **Political Behavior In Decision Making**

The concept of political behavior in decision-making emphasizes how power, politics and influence affect the decision-making process within an organization or institution. Researchers and political scientists have developed various theories to explain this phenomenon. One of the related theories is the "Political Behavior in Organizations" theory (March & Simon, 1958).

This concept states that political behavior can occur when individuals or groups within an organization have different goals or personal preferences, and they use political strategies to influence the decisionmaking process. This can occur due to uncertainty, limited resources, or differences in perception of the situation.

Political behavior can arise when individuals or groups within an organization have different personal interests and goals. They then use political strategies to influence the decision-making process. The reasons can be uncertainty, limited resources, or differences in perception of the situation (March & Simon, 1958).

Indicators of political decisionmaking were initially introduced by Elbanna & Child, (2007) in relation to alliance formation between individuals. Some other researchers have also added that negotiations between individuals are a form of political behavior (Nutt, 1993). Furthermore, various authors identify decisions that tend to favor those with the highest authority as a sign of political decision-making (Elbanna & Child, 2007; Kester et al., 2011; Thompson, 1965). The third indicator is the attempt to win the support of colleagues in decision making (Francioni et al., 2015), and the last indicator mentioned in the literature is the manipulation of information flow to influence decisions (Bourgeois and Eisenhardt, 1988).

According to Kolbe et al., (2020) provides an explanation that there are 5 (five) indicators of political behavior in decision making (1) Coalition formation between individuals (2) The role and influence of leaders who are in favor of goals (3) Public

participation (4) Information flows in personal relationships. In addition, (5) organizational culture can influence decision making.

#### **METHODS**

This qualitative research uses research methods by trying to analyze based on interviews to obtain answers to existing problems and uses a literature review by presenting a collection of literature about how political behavior is in decision making? organizational culture perspective government. A successful review involves three main stages: planning the review, conducting the review, and reporting the review (Xiao & Watson, 2017). This review attempts to map political behavior in decision-making perspective with organizational culture in Semarang City, Central Java Province. Researchers used a collection of literature in the form of scientific journals, books, and interview data at the Semarang City DPRD in Central Java Province. Interviews were conducted with the Mayor as the decision-maker and the Regional Secretary as well as the Chairman and Members of the Semarang City DPRD of Central Java Province and the Secretariat of the Semarang City Council of Central Java Province. Analyses and discussions in this research are strengthened through literature or other types of data, such as policies in the

form of laws or regional regulations to opinions from experts.

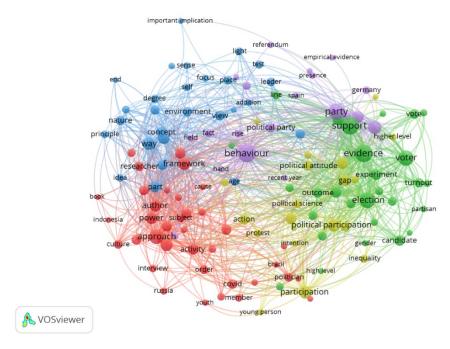
To find out the gap between the problem and the literature review used, this research uses bibliometric analysis to support the field study data. Bibliometric analysis is a method that uses research references as analytical material that shows the relationship between each study (Sajida, 2022; Tsay & Shu, 2011). This is to facilitate the author in analyzing the results of the discussion, especially connecting the results of the interviews and the novelty of the theory used (Zul Fauzi et al., 2023).

On the Scopus literature search page, the keywords are then connected with operators (AND, OR) and the keywords generated by the researcher are: TITLE-ABS-KEY (Political AND Decision Making) AND (LIMIT TO (OA, "all")) AND (LIMIT TO (PUBYEAR, 2020) OR LIMIT TO (PUBYEAR, 2024)), TITLE-ABS-KEY (Political AND Behavior) AND (LIMIT TO (OA, "all")) AND (LIMIT TO (PUBYEAR, 2020) OR LIMIT TO (PUBYEAR, 2024), and TITLE-ABS-CORE (Organization AND Culture AND Government AND (LIMIT TO (OA, "all")) AND (LIMIT TO (PUBYEAR, 2020) OR LIMIT TO (PUBYEAR, 2024)). Furthermore, bibliometric analysis was conducted using VOS-Viewer version 1.6.18 to visualize the results of the literature mapping.

# RESULT AND DISCUSSION Literature on Political Behavior in Decision Making

In the first stage, keywords such as "Political Decision Making" and "Political Behavior" were identified in a total of 132 types of literature. Then, in the second stage, the authors conducted a filtering process to only include literature published between 2018 and October 2023, resulting in a total of 56 types.

Bibliometric analysis was used in this study to plan, conduct and report the review (as the three main stages of a successful review). The results of the literature mapping that the researcher presents are clusters of themes and keywords that frequently appear in Political Decision Making research. These clusters of themes and keywords represent what subjects are frequently discussed in political behavioral decision-making research and how they are related.



Source: Processed Data by Author, 2023

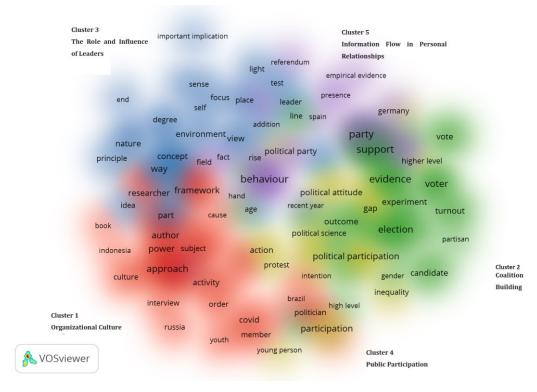
Figure 1

Network Visualization of Frequently Occurring Keywords in the Topic of Political

Decision Making

The visualization results from cluster 1 Culture that often appear are Approach, Policy, Author. In cluster 2, the coalition formation that often appears is Selection, Evidence and Support. In cluster 3, the leaders that often appear are Concepts, and Environment. in cluster 4, the participation that often appears is Participation and Political Participation. The last cluster is the Personal Relations cluster which often appears, namely Behavior and Party.

In this research, experts are those who have a strong understanding of political behavior in decision-making, such as the chairman of the Semarang City DPRD, the Mayor of Semarang, the Semarang City Secretariat. Interviews with these experts are the primary data in this research and are supported by literature or previous research secondary data. The order of discussion in this research is the analysis of the results of literature mapping using VOS-Viewer and discussion of each cluster and keywords that often appear, then the discussion of directions related to political behavior in answering how political behavior in decision making is associated with the culture of government organizations.



Source: Processed Data, 2023

Figure 2

Density Visualization of Frequently Occurring Keywords
in the Topic of Political Decision Making

Literature that discusses Political Behavior in Decision Making. This research on Political Behavior, Decision Making in Politics and Government Organizational Culture was taken from the Scopus database using Scopus.com covering the period from 2020 to 2023. The data collection covers publications from 2020 to research conducted in September 2023, resulting identification of 5 clusters consisting of, the first cluster is its relationship with organizational culture consisting of 36 items. the second cluster is

relationship with information flow in personal relationships consisting of 28 items. The third cluster is related to leaders consisting of 27 items. The fourth cluster is related to public participation consisting of 20 items. The fifth cluster is related to the formation of a coalition consisting of 20 items.

#### **Coalition Building**

Monitor whether individuals or groups form coalitions to influence the decision-making process, especially when goals or self-interests differ. On the other hand, political behavior

concepts emphasize the importance of dominant coalitions, which may consist of subgroups. To integrate these two concepts, we develop a concept that starts from the individual decisionmaker's experience and ends with coalition formation to reach a decision. The most commonly used method is the application of majority rule in group decision-making, where the most common view among decision-makers will dominate the discussion, often ignoring alternative views (Bazerman et al., 1984; Greve & Man Zhang, 2016; Peterson et al., 1998). Decision-makers who have the most experience will support decisions that align with their behavioral tendencies, and will seek to influence action through consensus, compromise, or even opposition (Kalašić & Pfeiffer, 2017).

The Semarang City DPRD as part of the policy makers in local government has 50 members consisting of 4 commissions and 6 electoral districts. The Semarang City DPRD has organs consisting of commissions, honorary bodies, budgetary bodies, local regulation formation bodies and deliberation bodies. In addition, the DPRD has 7 factions consisting of PDIP party with 19 members, Gerindra Party with 6 members, PKS Party with 6 members,

Golkar-Nasdem Party with 5 members, PKB Party with 4 members and PAN-PSI Party with 4 members (DPRD Semarang City, 2023).

In this case, Semarang City DPRD members fulfil three important functions in supporting the Semarang City Government's programs, namely Regulation the Local Formation Function, the Budget Function, and the Monitoring Function. Interview with the Chairman of Semarang City DPRD, Kadar Lusman, SE, MM, explained that the main task of DPRD members in the function of forming local regulations is to create legal products that will become the basis or guidelines for all regulations that apply in Semarang City. These legal products can come from the proposal of the Semarang City Government or from the initiative of the DPRD Members themselves. The significance is greatest when these legal products have a positive impact on the wider community, as this will ensure that the interests of the community are met and their rights are protected. Therefore, the role of the Chairman and Members of the DPRD is crucial in creating legal products that favor the welfare of the community.

#### The Role and Influence of Leaders

It examines the extent to which organizational leaders influence or

control the decision-making process, and whether decisions often reflect leaders' personal preferences or interests (Loveren, 2007). The role and influence of leaders in political behavior so that decision-making is very impactful on changes in the organization. This can be seen from this study which took place at the Semarang City DPRD.

Semarang City Council Chairman Kadar Lusman, SE, MM also explained that the important role of government leaders is key in overseeing the changes that occur, and is expected to have strategic significance, both at the organizational level and on a global scale. The role of governance will provide substantial benefits if it is able to provide solutions to challenges in governance, both in setting the right

direction and minimizing failures in governance. In addition to being required to comply with and follow all laws and regulations, the government is also given the space to innovate and be aspects creative in various of government activities, including in the decision-making process and public policy formulation. The DPRD also plays an important role in providing input, suggestions and opinions to the Local Government, which are taken into consideration in determining the right direction and policies.

In addition, Semarang City in the last four years from 2020-2023 has a Local Regulation Formation Program (Propemperda) of 55 local regulations with the following figure:



Source: <a href="https://jdih.semarangkota.go.id/propemperda">https://jdih.semarangkota.go.id/propemperda</a>

From the graph above, it shows that the high productivity in the preparation of proposed local regulations in Semarang City, this is seen by the leadership role of the government and DPRD in harmonizing together in the draft local regulation program in Semarang City.

### **Public Participation**

It examines the extent to which community or organizational members are involved in the decision-making process, and whether there are efforts to influence decisions through active participation (Bryer, 2013). DPRD and the city government are part of the

the involvement of the community is very influential in decision-making with different concepts. DPRD of Semarang City in carrying out the aspirations of the community is with a recess program conducted 4 (four) times a year. The aspirations of the community are compiled into (Pokir) Principles of Thought that are used as material in the preparation of decision-making in formulating policies for commissions in the DPRD. this can be seen from the performance indicator targets of the DPRD of Semarang City below:

Table 1 Performance Indicators DPRD of Semarang City

	Unit	Unit condition at the Year					
Indicator	Onic	beginning of the	.cai				
		Initial	2017	2018	2019	2020	2021
		Targets	Targets	Targets	Targets	Targets	Targets
DPRD Secretariat Service Satisfaction Index to the DPRD	%	100 00	100 00	100 00	100 00	100 00	100 00
Increase the productivity of the performance of DPRD members in creating legal products For the city of Semarang	Local regulation	20 00	40 00	60 00	80 00	100 00	120 00
The absorption of all the aspirations of the community through commissions in the DPRD institution or through recess which will later be used by the government as a basis for the implementation of development	time	0	3	6	9	12	15
Make a DPRD institution as a government partner that can work together with balk	Local regulation	20	40	60	80	100	120
The number of proposed draft regulations	Draft Regional Regulation	20	20	20	20	20	20
The number of draft regulations approved by the DPRD	Draft Regional Regulation	0	23	47	71	96	121
Coverage of Services / Facilitation of the DPRD Secretariat to the DPRD institution	%	91 00	91 00	91 50	92 00	92 50	93 00
Number of Regional Regulation Documents and DPRD Decisions	%	0 00	100 00	100 00	100 00	100 00	100 00
Hearing Meetings and Public Consultation	%	0 00	100 00	100 00	100 00	100 00	100 00
Number of studies (academic manuscripts)	%	0 00	100 00	100 00	100 00	100 00	100 00
Plenary meeting	%	100 00	100 00	100 00	100 00	100 00	100 00
Handling community aspirations	%	0 00	100 00	100 00	100 00	100 00	100 00

Source: DPRD Secretariat of Semarang City

from the table above, explaining the handling of community aspirations every year 100% in the last 5 (five) years. The results of this data show that decision making that will later become a policy

between the government or DPRD in the form of local regulations, community aspirations.

# **Information Flow in Personal Relationships**

Assess whether political tactics are used, such as providing information, building personal connections, providing incentives or threats, or taking advantage of certain situations (Sussman et al., 2002). Information flows play an important role in decision-making in the Semarang City Legislative Council (DPRD). The Semarang City DPRD is responsible for legislating, monitoring, and making policy decisions at the city level.

aspects Some important information flow in the context of decision-making in Semarang City Council (2023): (1) Semarang City Council needs to have an effective mechanism to gather relevant information. This information can be obtained through a variety of sources, city government reports, such as statistical data, feasibility studies, reports, accountability stakeholder consultations, and public opinion and input. (2) Once the information has been gathered, Semarang City Council needs to conduct careful analysis. involves examining and evaluating the information obtained to understand its implications and impact on the policy under discussion. This analysis can be discussions, done through data

comparisons, academic studies, and consultations with relevant experts. (3) Relevant information and the results of the analysis should be shared with Semarang City Council members and other relevant parties. This can be done through meetings, working sessions, written reports, and other communication platforms. Effective dissemination information allows members of the DPRD to understand the being discussed and make informed decisions. (4) Semarang City DPRD should engage stakeholders, especially with the Semarang City government, in the decision-making process. This involves listening to input and opinions from the public, advocacy non-governmental groups, organizations, and the private sector related to the policies being discussed. (5) Once a decision has been made, the Semarang City Council should evaluate the policy. This involves monitoring the implementation of the policy and gathering feedback from the public and relevant stakeholders.

The importance of good information flow in decision-making in Semarang City Council is to ensure that decisions are based on comprehensive understanding, accurate information, and involve adequate public participation.

#### **Organizational Culture**

It is believed that the higher the quality of the existing organizational culture, the more superior the administrative decision-making process and all its elements will be. This situation contributes to strengthening and improving organizational culture and improving decision-making capabilities (Awad M. Al-Zufairi and Awadh Alenezi, 2021).

There are often differences in perception between the executive and legislative branches of government, which can lead to disharmony and even conflict between the two. This is particularly evident in the process of drafting, discussing and enacting local regulations, which are largely initiated by the local government but often do not match the wishes of the DPRD. The determination of budget allocations also often faces challenges, both in terms of the process, indicators, and the amount of the budget. Another problem is the monitoring mechanism, which is often a source of complaint from the executive due to a lack of alignment in the planning stage. All of these problems arise because structured relationships and mechanisms have not been established in implementation of tasks the authorities between the Regional Government and the DPRD. Therefore,

Draft Local Regulations that have been discussed together must be ratified by the Local Government and the DPRD. Prior to discussing a Draft Local Regulation, consultations should be conducted to ensure that there are no violations of the law, and the local regulation should not contradict higher laws.

The Secretary of Semarang City Council Moch. Imron SH, MH also argued that the secretariat is part of the government, whose main tasks and functions are to harmonies the relationship between the government the DPRD, and explaining differences in perceptions between the executive and legislative parties are natural in government, but with a good organizational culture can also affect some decision-making processes in a particular environment, especially in the local government of Semarang city, recommending that policy makers should understand the nature decisions. They should also have an understanding of how good organizational culture can add value to the effectiveness and implementation of the decision-making process, so that in the event of disagreement it can be resolved through deliberation to reach consensus, the final decision is taken through voting.

#### CONCLUSION

Political behavior in decisionmaking will reflect values based on organizational cultural values. This study found five aspects that must be considered in decision-making, namely the Role and Influence of Leaders, Coalition Building, Public Participation, Personal Relationships and a good Organizational Culture. From these five aspects, there are several efforts made by the Semarang city government towards political behavior in decision making associated with good organizational culture, namely adding value to the effectiveness and implementation of the decision-making process in Semarang city government.

In the context of political behavior in decision-making from the perspective of organizational culture, it can be concluded that organizational culture plays an important role in shaping the dynamics and patterns of decisions in a government entity. Factors such as values, norms and beliefs contained in organizational culture influence the way individuals and groups within it behave in the decision-making process. It is hoped that future research can conduct a comparative analysis of political behavior in decision-making in relation to organizational culture in

several countries. Despite the limitations of our study, we believe that our research will contribute to the advancement of knowledge in the field of policy and organizations, particularly in terms of decision-making.

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