### THE INFLUENCE OF BUREAUCRATIC LEADERSHIP, ORGANIZATIONAL CULTURE AND ORGANIZATIONAL COMMITMENT OF ORGANIZATIONAL PERFORMANCE

(A Study on SKPD Financial Managers in Jayapura Government)

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# ABSTRACT

The aim of this study is to investigate the Influence of Bureaucratic Leadership, Organizational C ulture and Organizational Commitment on Organizational Performance (A Study on SKPD Financial Managers in Jayapura Government). Reformation of local financial management regulations in Indonesia is a relatively new thing. Jayapura Government isn't able to present reliable, accountable, and transparent local government financial statements mainly because the role of bureaucratic leadership in SKPD in Jayapura Government hasn't been able to improve the quality of local financial managers to produce optimum performance in presenting Local Government Financial Statement (LKPD) to Jayapura Government. Leadership is one of the key factors in organizational life. Aside from leadership, organizational culture can also give support to members of the organization to create a supportive atmosphere to produce good performance. This study was a survey research. The type of this study was explanatory. Research locations were Agencies, Departments, Offices and Districts in Jayapura Government. The selection of these research locations was based on the consideration that the research topic was local financial managers' performance, in which financial management is performed in each Local Government Agency (SKPD), so that using Agencies, Departments, Offices and Districts in Jayapura Government as research locations could support collection of data relevant to research topic. This study explained the causal relations between studied variables which were Bureaucratic Leadership (KB) Organizational Culture (BO) and Organizational Commitment (KO) on Organizational Performance (KJ). The results show that Bureaucratic leadership has significant negative influence on organizational commitment. Organizational culture wasn't able to support the improvement organizational performance. Present organizational culture in local financial management was general. Organizational commitment was able to support organizational performance related to reports of budget realization, balances and records on financial statements. Moreover organizational commitment was able to be a mediator of the influence of bureaucratic leadership and organizational culture on organizational performance.

Keywords: Bureaucratic Leadership, Organizational Culture, Organizational Commitment, Organizational Performance

#### **1. INTRODUCTION**

Reformation of local financial management regulations in Indonesia is a relatively new thing. Its very revolutionary and rapid implementation which doesn't consider the readiness and resource capacity of local government officials becomes a huge problem from local financial managers, especially for bureaucratic heads of Local Government Agencies (SKPD) as budget users and agencies in charge of budget because they didn't have sufficient capability to perform bureaucratic leadership functions which must comply and adhere to legislations required in regional administration and accountability so that the duties of a head of SKPD as a bureaucratic leader haven't been performed optimally, which eventually influence regional financial management.

Jayapura Government isn't able to present reliable, accountable, and transparent local government financial statements mainly because the role of bureaucratic leadership in SKPD in Jayapura Government hasn't been able to improve the quality of local financial managers to produce optimum performance in presenting Local Government Financial Statement (LKPD) to Jayapura Government. Leadership is one of the key factors in organizational life, Hadari and Martini (2006), an organization requires a leadership position to perform duties directed toward common goal. Yukl (2007), leadership is a process from someone to emphasize his/her strong influence on other people to guide, make structures, facilitate activities and relations in a group or organization. Goleman (1999), a leader's duty is to create resonance which is a positive atmosphere which makes all human resources in an organization continue to be committed and contribute the best to the organization.

Aside from leadership, organizational culture can also give support to members of the organization to create a supportive atmosphere to produce good performance. Organizational culture is values, assumptions and norms believed which are used as facilities to improve the quality of employees to reach the goal of the organization (Kreitner and Kinicki, 2003). Organizational culture can give direction and guidance to members to act and behave in performing their job. Organizational culture of local financial managers is required to support local financial administrative culture, accountability and transparence of financial statements in accordance with legislations in effect to improve the performance of local financial management. However organizational culture in local financial management hasn't been able to encourage improvement of local financial performance in Jayapura Government. This is because SKPD financial managers don't have adequate technical ability in accordance with government accounting standard (Indonesian Government Regulation No. 24 of year 2005) as a guide, norms and assumptions in formulating budget realization reports, making balances, cash flow reports and reports on financial statements.

Organizational commitment has an important role for government officials whose main duties are related to local government financial management. Low organizational commitment can weaken employees' responsibility in finishing work and lower employee' concern toward organizational performance. Employees with organizational commitment prioritize organizational duties and feel responsible to be involved in finishing organizational duties (Mathis and Jackson, 2001; Meyer *et al.*, 2002). Commitment is a behavior showed by employees in giving attention to attitudes toward work (Luthans, 2008). The organizational commitment of SKPD financial managers in Jayapura government is able to encourage performing duties well in presenting quality, accountable and transparent local financial statements.

Performance is organizational ability in producing something related to desired targets (Kaithen, 2002 in O'Regan and Ghobadian, 2004). Performance is work results achieved by someone or a group of people in an organization, in accordance with their respective authority and responsibility to reach the organizational goal legally, without breaking laws, and in accordance with moral and ethics (Prawirosentono, 2000). Local financial management performance in Jayapura Government organization which is measured by Local Government Financial Reports (LKPD), hasn't achieved the best assessment. It shows since the establishment of new regulations in formulating local financial reports based on Government Regulation No. 24 of year 2005 Regarding Government Accounting Standard, since then the LKPD of Jayapura Government from 2005 to 2012 didn't reach the best assessment, which is WTP (Unqualified Opinion) from external auditing agency of the Audit Board of the Republic of Indonesia (BPK-RI). To

this day Jayapura Local Government Financial Statements (LKPD) only get Qualified Opinion (WDP) assessment for 5 (five) years in a row from tahun 2008 to 2012 from the Audit Board of RI.

Based on this phenomenon and supported by experts' opinions, it's important to study the Influence of Bureaucratic Leadership, Organizational Culture and Organizational Commitment on Organizational Performance (A Study on SKPD Financial Managers in Jayapura Government).

# 2. LITERATURE REVIEW

# 2.1. The Relation between Bureaucratic Leadership and Organizational Commitment and Organizational Performance

Leadership is an ability to inspire people's trust and support which are required to achieve organizational goals (Kim and Maubourgne, 1992). Leadership style has been proven as a determinant of more than one aspect in an organization and employee behaviors (Randeree and Chaudhry, 2012). Leadership style is one of the components which can be connected to commitment (Williams and Hazer (1986). Leadership behaviors influence organizational commitment (Rowden, 2000). The leadership of a leader can produce members' commitment.

Supportive leadership indirectly has positive influence on performance (Montes *et al.*, (2005). Leadership has positive relation with service quality, in this case service quality is the measurement of a company's performance (Naceur and Aisha, 2005). One's leadership can support organizational performance.

Based on these statements, research hypotheses are as follows.

- Hypothesis 1a: Improving bureaucratic leadership can increase organizational commitment.
- Hypothesis 1b: Improving bureaucratic leadership can increase organizational performance.
- 2.2. The Relation between Organizational Culture and Organizational Commitment and Organizational Performance

Organizational culture influence the way people are conscious and think, make decisions and finally how they see, feel and act (Hansen and Wernerfelt, 1989). Organizational culture has a significant influence in organizations, especially in relation with performance and commitment (Deal and Kennedy, 1982; Peters and Waterman, 1982). Organizational culture, motivation and cooperation are significantly related to employees' organizational commitment (Wu, 2000). Organizational culture significantly influences commitment (Lumbanraja, 2007). Organizational culture has direct influence on organizational commitment (Setyabudi, 2008). Innovative culture influences commitment (Lock and Westwood, 2011). Past studies show that organizational culture is related to commitment.

The study of Le and Yu (2004) indicates that the strength of organizational culture is related to performance. O'Regan and Ghobadian (2004), strong organizational culture is related to long term performance. These results show that organizational culture is related to performance.

Based on theoretical relation of organizational culture with commitment and performance, and the explanations of past studies that organizational culture is related to commitment and performance, research hypotheses are as follows.

Hypothesis 2a: Strong organizational culture can improve organizational commitment. Hypothesis 2b: Strong organizational culture can improve organizational performance.

# 2.3. The Relation between Organizational Commitment and Organizational Performance

Commitment is willingness to sacrifice to realize benefits of stable long term relations (Moorman *et al.*, 1992). Alen and Meyer (1990) identify three dimensions of commitment which are affective, normative, and continuous. Handayati (2006), organizational commitment has positive and significant influence on management's performance. Sudiro (2008), organizational commitment influences performance. Shaw *et al.* (2003), organizational commitment has positive and significant influence on local workers. Past studies show relation between commitment and performance.

Based on previous studies, research hypothesis is as follows.

Hypothesis 3 : High organizational commitment can improve organizational performance.

# 2.4. Organizational Commitment as Mediation of the Relation between Bureaucratic Leadership and Organizational Culture and Organizational Performance.

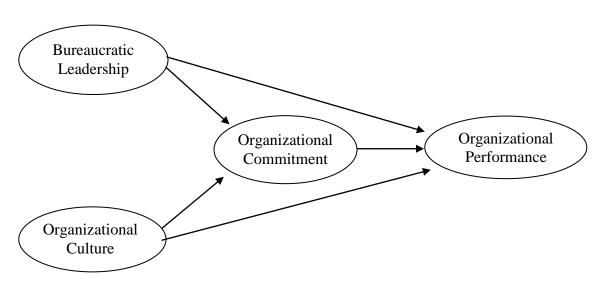
Commitment can be using to build multidimensional model (Bansal *et al.*, 2004), commitment is used as a mediating variable between independent variable(s) and dependent variable(s) (Terawatanavong and Webster, 2005). Commitment as an incentive direct behaviors toward one or more goals and is generally conceptualized as a multidimensional construct which consists of antecedents of various correlations, and consequences which span from various dimensions (Meyer *et al.*, 2002). As a psychological construct in organizational behavior studies, commitment has been studied for over four decades (Alqurashi, 2009). Based on the theories explained above and previous studies that commitment can be used as mediator variable which connects dependent variable(s) and independent variable(s), research hypotheses are as follows.

Hypothesis 4a: Organizational commitment as a mediator can increase the influence of bureaucratic leadership on organizational performance.

Hypothesis 4b: Organizational commitment as a mediator can increase the influence of organizational culture on organizational performance.

Based on previous studies linking bureaucratic leadership, organizational culture, and organizational commitment with organizational performance, the study's conceptual framework is described as follows.

Figure 1. Conceptual Framework of the Study



# 3. METHOD

### 3.1. Research Design

This study was a survey research. The type of this study was explanatory. This study explained the causal relations between studied variables which were Bureaucratic Leadership (KB) Organizational Culture (BO) and Organizational Commitment (KO) on Organizational Performance (KJ).

#### 3.2. Research Locations

Research locations were Agencies, Departments, Offices and Districts in Jayapura Government. The selection of these research locations was based on the consideration that the research topic was local financial managers' performance, in which financial management is performed in each Local Government Agency (SKPD), so that using Agencies, Departments, Offices and Districts in Jayapura Government as research locations could support collection of data relevant to research topic.

# **3.3. Population**

The population in this study was financial managers of Local Government Agencies (SKPD) which consist of Head of Local Government Agencies (SKPD), Treasurers and Financial Administrative Officials (PPK). Total population of this study was 32 SKPD and each SKPD has 3 financial managers, so total population was 96 employees. In this study the entire population as selected as respondents, i.e. 96 employees. This study was a census research, where the entire population was selected as respondents.

# **3.4. Measurement Scale**

The technique used to determine measurement scale in this study was itemized rating scale using Likert scale. This scale is often used in business researches (Davis and Cosenza, 1993). Alternative answers used had 5 scales, which were: 5 for strongly agree; 4 agree; 3 moderately agree; 2 slightly disagree and 1 strongly disagree.

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#### 3.5. Analysis Tool

Analysis tool used in this study was Generalized structured component analysis (GSCA). The use of this analysis tool was based on the consideration that the number of data used was less than 100 and this study used structural model.

### 4. RESEARCH RESULTS

Respondents in this study were 96 Heads of Local Government Agencies (SKPD), Treasurers and Financial Administrative Officials (PPK). Based on all the respondents, 48,96% were men and 51,04% were women (Table 1). The number of female employees was higher than male employees, although the difference was small. Basically, job in financial sector was mostly performed by female employees. This was due to women's characteristics i.e. more diligent and careful to administer financial activities in organizations. The huge female employees' involvement was mostly in administering financial activities in organizations. Male employees were mostly involved in planning, decision making and evaluation.

No	Descriptions	Number	(%)
Sex			
1.	Men	47	48,96
2.	Women	49	51,04
Age	•		
1.	Less than 30		
2.	More than 30–40	30	31,25
3.	More than 40–50	47	48,96
4.	More than 50	19	19,79
Level of	Education		
1.	High School	10	10,42
2.	Academy	5	5,21
3.	University	49	51,04
4.	Master/Doctor	32	33,33
Length	of Employment as Civil Servant		
1.	Less than 10 years	11	11,46
2.	More than 10 years – 15 years	32	33,33
3.	More than 15 years – 20 years	23	23,96
4.	More than 20 years	30	31,25
Length	of Employment in Financial Section		
1.	Less than 5 years	79	82,29
2.	More than 5 years – 10 years	16	16,67
3.	More than 10 years – 15 years	1	1,04
4.	More than 15 years	-	-
	Total	96	100

Table 1. Respondents'	Characteristics
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Average age of financial management staffs was above 30 years old. This is because financial section has great responsibility in managing the finances of organizations, so employees with emotional stability are required. Employees' levels of education were mostly bachelors and masters with 81 employees (84,37%). It showed that employees in financial sector have sufficient education to support their job.

Most employees in financial section had length of employment as civil servants (PNS) above 10 years, i.e. 85 employees (88,54%). Jobs in the financial field require large responsibility and experience in working in this field. Long length of employment is a consideration for assignment of employees to work in the financial field. Work experience in financial field was mostly less than 5 years, because research respondents were heads of agencies, departments, offices, districts, and PPK as well as Treasurers who often had structural position mutation. Therefore, most employees had less than 5 years experience in the financial field but more 3 years experience.

Structural analysis of this study was conducted using Goodness of fit structural model. The results of model analysis in this study were as follows (Table 2).

Tests	Results
FIT	0.53
AFIT	0.51
GFI	0.99
SRMR	0.26
NPAR	47

Table 2. Result of Generalized Structured Component Analysis (GSCA) fit model

The first test in Generalized Structured Component Analysis (GSCA) was measure of fit structural model. Goodness of fit structural model was measured by FIT, which is equal to R-square in regression analysis or total path determination coefficient or  $Q^2$  in PLS. Adjusted FIT (AFIT) is nearly similar to FIT. Since variables influencing employee performance was more than one, it's better to use corrected FIT or use AFIT. Analysis showed AFIT value is 0,51, the value showed that bureaucratic leadership, organizational culture and organizational commitment influenced employee performance by 51%, while the remaining 49% was influenced by other variables.

GFI result shows 0,99 which is bigger than cut-of value  $\geq$  0,90 which indicated that the model was in the good criteria. While SRMR result of 0,26, which is bigger than cut-of value  $\leq$  0,08, indicated that SRMR was in poor criteria.

The result of analysis using Generalized Structured Component Analysis (GSCA) showed that GFI value was in good criteria, and SRMR value was in poor criteria. Although one of the testing tools, i.e. SRMR, was in poor criteria, this could be said as meeting Goodness-Of- Fit requirements.

The results of structural model analysis using Generalized Structured Component Analysis (GSCA) are as follows (Table 3).

Relations between Variables		CR
Bureaucratic Leadership (X1) -> Organizational Commitment (Y1)	-0.50	$2.8^{*}$
Bureaucratic Leadership (X1) -> Organizational Performance (Y2)	0.03	0.20
Organizational Culture (X2) -> Organizational Commitment (Y1)	0.48	$2.58^{*}$
Organizational Culture (X2) -> Organizational Performance (Y2)	0.15	0.90
Organizational Commitment (Y1) -> Organizational Performance (Y2)	0.38	$3.79^{*}$

 Table 3. Path Coefficient of Relations between Variables

\* CR > 1.96, significant at 0.05 level

Analysis of influence of bureaucratic leadership on organizational commitment shows an estimated value of -0,50 with critical value 2,8\*. This result showed that there was significant negative influence of bureaucratic leadership on organizational commitment. Bureaucratic leadership influenced organizational performance. This was known from estimated value of 0,03 with critical value 0,2. These showed that there was insignificant positive influence of bureaucratic leadership on employee performance.

The influence of organizational culture on organizational commitment was known from estimated value of 0,48 with critical value 2,58\*. Next, estimated value of 0,15 with critical value 0,9 for the influence of organizational culture on organizational performance. It showed that organizational culture didn't have significant influence on organizational performance.

The result of analysis of the influence of organizational commitment of organizational performance could be seen in estimated value and critical value (CR). Estimated value is 0,38 with critical value 3,79\*. It showed that there was significant positive influence of organizational commitment on organizational performance.

#### **5. DISCUSSION OF RESEARCH RESULTS**

The analysis results showed that bureaucratic leadership had significant influence on organizational commitment. However, the value of path coefficient was negative, meaning the path relation wasn't in the same direction, bureaucratic leadership which hadn't produced high organizational commitment of local financial managers. This result didn't support the study of Lok and Crawford (2004), Yu *et al*, (2002), Rowden (2000), that leadership has significant positive impact on commitment. Bureaucratic leadership characterized by Weber (in Giddens 1986), states that leadership prioritizes organizational hierarchy and the work guidelines applied to subordinates are rigid work guidelines. Work implementation which tended to depend on heads of SKPD as well as limited SKPD financial management employees' technical ability in financial management often created resistance and non-optimal working, even often thinking of moving to other fields not related to complex and risky financial matters. This condition made high bureaucratic leadership to cause low organizational commitment.

Organizational culture had significant influence on organizational commitment. Supportive organizational culture would be able to improve employees' organizational commitment. This result supported the studies of Wu (2000), Lumbanraja (2007), Setyabudi (2008), organizational culture influenced organizational commitment. This research result showed organizational culture could generate commitment to reaching organizational missions. This was in accordance with the statement of Greenberg and Robert (2008), members of organizations feel that they are a part of organizations and are involved in all organizational activities. Local financial managers must prioritize organizational interests rather than individual interest. Culture reminds individuals the meaning of the organizations. Current organizational culture in SKPD was work culture created because of obligation in performing primary tasks and functions which must be followed by SKPD financial management employees by obeying local financial management norms and provisions, there was no other choice as civil servants other than readily perform tasks and trust from their leaders.

Bureaucratic leadership had insignificant influence on organizational performance, meaning bureaucratic leadership wasn't able to support organizational performance, in

this case local financial management. This result was in accordance with the statement of Redin (1988), bureaucratic leadership generally has light task orientation, weak connection, pays attention to rules as well as procedures for their own interests, and maintains as well as supervises situations using rules and procedures, often seems very careful. According to research result bureaucratic leadership didn't have significant influence on organizational performance due to low knowledge and technical skill in the field of local financial management so that the policies were often in conflict with Government Accounting Standard (SAP) and Government Internal Control System (SPIP) which in the end influenced the performance of Jayapura Local Government, which up to 2012 didn't get the best assessment, Unqualified Opinion (WTP).

Organizational culture had insignificant influence on organizational performance. Supportive organizational culture hadn't improved organizational performance related reports of budget realization, balance and records of financial statements. This research result didn't support the studies of Le and Yu (2004), O'Regan and Ghobadian (2004), organizational culture has influence on performance. Frequent regulatory changes demanded financial management officials to adjust to changes rapidly and accurately. However, changing based on values, norms and provisions of local financial management which were basic guides in performing daily tasks and functions of SKPD financial management officials was not easy due to limited ability. This situation was an inhibiting factor for local financial management officials in adjusting rapidly with changes of system regulations and work procedures of local financial management, so it directly inhibited the creation of the culture of accountable local financial management in Jayapura Government.

Organizational commitment had significant influence on organizational performance. Organizational commitment was able to support organizational performance related to reports of budget realization, balances and records on financial statements. This research result was in accordance with the statement of Steers (2003), organizational commitment was a sense of identification, involvement, and loyalty stated by members of organizations toward their organizations. It also supported the studies of Handayati (2006), Sudiro (2008), that organizational commitment influenced organizational performance. The organizational commitment of SKPD financial managers should keep being improved by presenting reliable, relevant, accountable and transparent Local Government Financial Statement (LKPD) in accordance with Government Accounting Standard so that Jayapura Government could get Unqualified Opinion (WTP) assessment soon.

The result of the analysis of the mediator of organizational commitment influence between bureaucratic leadership and organizational performance showed that bureaucratic leadership had significant indirect influence on organizational performance through organizational commitment. Leadership gave important support to make members of organizations felt secure and proud of the organizations (Lok and Crawford, 2004; Yu *et al.*, 2002). Employees' high organizational commitment can support achieving tasks established by the organizations (Allen and Meyer, 1990). It makes members of organizations want to voluntarily contribute their energy and mind to develop organizations and organizations' success. That study supported the result of this study that organizational commitment mediated the influence of bureaucratic leadership on organizational performance. Organizational culture had significant indirect influence on organizational performance through organizational commitment. Organizational culture is a part of organizational life which forms behaviors, attitudes, and effectiveness of all employees in performing work (Hofstede, 1997). Organizational culture can generate commitment toward the achievement of organizational missions (Greenberg and Robert, 2008). Members of organizations who have organizational commitment will work dedicatedly because employees with high commitment consider that the important this to reach is fulfilling tasks in organizations (Allen and Meyer, 1990). Theoretical support and previous studies supported the study result that organizational commitment was a mediation of the influence of organizational culture on organizational performance.

#### 6. CONCLUSION

Bureaucratic leadership has significant negative influence on organizational commitment. It meant improving bureaucratic leadership could decrease organizational commitment because bureaucratic leadership in the field of financial management applied strict, rigid and very hierarchal financial regulations, while the technical skills of SKPD financial managers were low. This created resistance, which decreased organizational commitment.

Organizational culture wasn't able to support the improvement organizational performance. Present organizational culture in local financial management was general. However local financial management culture still wasn't specific, i.e. careful, disciplined, accountable and transparent. So that present organizational culture in local financial managers wasn't able to improve organizational performance.

Organizational commitment was able to support organizational performance related to reports of budget realization, balances and records on financial statements. Moreover organizational commitment was able to be a mediator of the influence of bureaucratic leadership and organizational culture on organizational performance.

# 7. LIMITATIONS AND FUTURE STUDIES

This study was conducted on financial management employees of Jayapura government, which consisted of heads of SKPD, treasurers and PPK, so that the results of this study couldn't be applied in general. This study was conducted on local financial management employees who assessed themselves, so it was possible that the responses were subjective, so it couldn't give objective illustration on bureaucratic leadership, organizational culture, organizational commitment and organizational performance of local financial managers.

Future studies can be developed by relating different commitment concept, i.e. work commitment and different leadership concepts, i.e. charismatic leadership, transactional leadership. Moreover the cultural concept was local culture, in this case Papua culture. The use of different commitment, leadership and cultural concepts can enrich the measurement organizational performance related to local financial managers.

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