



# ORGANIZATIONAL CULTURE INTERACTION AND JOB SATISFACTION AS DETERMINANT PUBLIC SERVICE EMPLOYEE PERFORMANCE

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<p><b>Received:</b> 12<sup>th</sup> October 2021  <b>Accepted:</b> 12<sup>th</sup> November 2021  <b>Published:</b> 22<sup>th</sup> December 2021</p>	<p>This study aims to analyze the influence interaction of bureaucratic culture, innovative culture, and supportive culture with job satisfaction on the performance of public service employees in the city of Kupang. The sample was determined as many as 100 people with a formula developed by Isaac and Michael at an error rate of 5%. Data analysis used path analysis techniques. The results showed that the interaction of bureaucratic culture, innovative culture and supportive culture with job satisfaction is not a good fit in predicting employee performance, so it can be said that job satisfaction is not a moderating variable. Without interaction, bureaucratic culture and supportive culture have a significant effect on the performance of public service employees, but innovative culture has no significant effect. The dominant cultural dimension describing the Kupang city government environment is the bureaucratic culture. So that people's expectations for a culture that is suitable for creative and innovative work environments as the dynamics of society are constantly changing are still far from reality</p>
<p><b>Keywords:</b> Bureaucratic Culture, Innovative Culture, Supportive Culture, Job Satisfaction, Performance</p>	

## INTRODUCTION

Bureaucracy reform bore in goal which are improving and fixing public service quality. This goal can be realized if public service tasks which were implemented by the good performance employee. In the other hand, public service employee performance in Indonesia until present can be said still quite low. Ministry of State Apparatus Empowerment and Bureaucratic in every occasion states that civil servant ratio which productive in Indonesia is only reach 5% (Krisbiyanto, 2012). Miftah Thoha study (2010) showed that government employees which work effectively are 60% of 3.648.000 numbers. It means that there are 1.500.000 civil servants (1,5 million people) work ineffectively according daily worksheet.

At the level of East Nusa Tenggara, the public service employees (civil servant) performance is also still far from expectations (Pos Kupang. Com 25 Oktober 2012). The same case happened in Kupang City, the capital of NTT Province. The Directorate General of Regional Autonomy of the Indonesian Ministry of Home Affairs places Kupang City in the 86th rank out of 86 cities assessed in terms of public service performance. This is due to the low public service employees (civil servant) performance in the Kupang City government (Biak Rasine, 25 April 2011). Empirical study conducted by Faggidae and Nyong (2017) showed data that regional working unit in Kupang government scope in public service are dissatisfying. Average score of five public service aspect which analyzed are quite low as shown in the table.

**Table 1. Regional Working Unit in Kupang Government Public Service**

No	Service Aspect	Average Score
1	<i>Reliability</i>	43
2	<i>Responsiveness</i>	50
3	<i>Assurance</i>	54
4	<i>Empathy</i>	31
5	<i>Tangible</i>	43

Source: Faggidae dan Nyong, 2017

A number of factors are believed to affect employee performance. Kilmann (1996) in his book Beyond the Quicks Fix, Managing Five Tracks to Organizational Success suggests a tendency that to create and maintain organizational

success it is necessary to pay attention to five factors, namely (1) organizational culture, (2) leadership skills (style), (3) development team, (4) strategy-structure, and (5) reward system. Pfeffer's (1996) study on Competitive Advantage through People detects that human resources, organizational culture and leadership style are now increasingly important, as contributors to performance. The following study by Dizgah et al., (2012) on the Relationship between Job Satisfaction and employee Job Performance in Gulian Public Sector found that there was a significant relationship between job satisfaction factors and employee performance.

This research will examine organizational culture (Kilmann, 1996; Pfeffer, 1996) and job satisfaction (Dizgah, et al, 2012) as the public service employee (civil servant) performance determinants. The urgency of this research on organizational culture and job satisfaction is based on several things: (1) Organizational culture in a government environment is identical to bureaucratic culture, which is not only causes low employee performance, but as well as very uncondusive to society expectations of a government that is able to respond to various problems, demands for change and fast-moving community dynamics (Awang, 2006); (2) The implementation of work in a mandatory bureaucratic environment based on the main tasks, functions, guidelines, and strict work rules, often makes employees very reactive in a negative sense, dependency, afraid to take the initiative, dead creativity, paralyzed idealism, hence they tend to blame each other, fear of superiors and causing defensive attitudes, is believed to affect employee job satisfaction, which in turn has an impact on employee performance (Muhammad et al, 2012)

Therefore, a breakthrough in bureaucratic culture is necessary, in order to form a future bureaucracy that is able to realize the ideals of reform and a culture that encourages increased employee satisfaction and performance. The expected culture is a culture that is suitable for a creative and innovative work environment, as well as a culture that requires cooperation and mutual support between various components within the organization. In this context, the concept of culture that is quite relevant is the concept of culture proposed by Wallach, (1983). Wallach divides organizational culture into three dimensions: (1) bureaucratic culture, (2) innovative culture and (3) supportive culture.

A bureaucratic culture has responsibility and authority clear lines; work very organized, held division/classification, and systematic. Information and authority follow a hierarchy and are based on control and power. An innovative culture denotes a creative work environment where challenge and risk taking are the norm. Stimulation is an employee's loyal friend. A supportive culture implies a friendly work environment, and employees tend to be fair and helpful to each other and to the organization. Openness, a harmonious environment, and 'family' values are developed. The organization supports its employees, expressing support through constructive attitudes such as: mutual trust, fair, safe, proud, friendly, relationship-oriented, collaborative/cooperative, and as a giver of personal freedom. Organizations seek to base their style on humanistic or employee-oriented principles. Wallach argued for the importance of the right fit or compatibility between the organizational culture and the needs and personalities of its employees. He said that an organizational culture that suits the personality and needs of an employee is more likely to allow employees to stay in the organization and work well.

The three culture dimensions have different implications for employee performance. Ababaneh's study (2010) found that bureaucratic, innovative and supportive culture had different contributions in improving the quality of practice in Jordanian public hospitals. Odom et al., (1990) study on organizational culture, commitment, satisfaction and cohesion in the Transportation Industry found that the most dominant bureaucratic culture was in the transportation industry, followed by a slightly innovative culture, but lacking a supportive culture. They also found that the habit of bureaucratic work environment will not improve or even interfere with the commitment, satisfaction and work group cohesion of the employees. Employees' attitudes and behavior are elevated by the characteristics shown by an innovative culture. Commitment, satisfaction and cohesion increase when the organizational culture is a supportive culture. So, it can be said that the type of culture that exists in an organization greatly determines the performance of its employees.

Performance, according to Campbell et al (1993) is what the organization expects a person to do, and he does it well. Meanwhile, Higgins (1984) identified performance as a result of work that can be achieved by a person or group of people in an organization, according to their respective authorities and responsibilities in order to achieve organizational goals legally, obeying the law and according to morals and ethics. In the context of public services, employee performance is the result of work or work performance of each employee in providing services to the community in accordance with their duties, functions and responsibilities without violating the provisions of the applicable laws and regulations.

Odom et al's findings also mention the existence of job satisfaction in different cultural dimensions. It is argued that a bureaucratic work environment will not improve or even impair satisfaction. But satisfaction increases when the organizational culture is supportive and innovative. This can be used as a basis for formulating that job satisfaction can moderate the relationship between the dimensions of organizational culture and employee performance. As a moderating variable, job satisfaction will be interacted with cultural dimensions to predict employee performance.

Starting from the explanation before, this research would be focusing on three problems: (1) among the bureaucratic, innovative, and supportive cultures, which one is dominant in the Kupang city government after more than a decade of bureaucratic reform, (2) how is the impact of culture on bureaucratic, innovative, and supportive behavior on the public service employees (civil servant) performance in Kupang City, (3) what is the impact of the bureaucratic, innovative, and supportive culture interaction with satisfaction on the public service employees (civil servant) performance in Kupang City.

From these problems, a number of hypotheses were formulated in this study as follows: (a) H1: Bureaucratic culture has a significant effect on the public service employees (civil servant) performance; (b) H2: Innovative culture has a significant effect on public service employees (civil servant) performance; (c) H3: Supportive culture has a significant effect on the public service employees (civil servant) performance; (d) H4: The bureaucratic culture interaction with satisfaction has a significant effect on the public service employees (civil servant) performance; (e) H5: The innovative culture interaction with satisfaction has a significant effect on the public service employees (civil servant) performance; and (f) H6: The supportive culture interaction with satisfaction has a significant effect on the public service employees (civil servant) performance.

### METHODOLOGY

This research includes the explanatory research type which research that explains the causal relationship between cultural dimensions: bureaucratic, innovative and supportive with the public service employees (civil servant) performance.

The research population was all civil servants in the government of Kupang City. The sample was determined as follows: First, the determination of the sample of the Regional Working Unit. At this stage, 5 agencies, 4 offices, 1 office and 1 secretariat were randomly assigned as samples. All civil servants in the sample agencies, offices, offices and secretariats were the target population. Second, the determination of the civil servants samples. The number of target population in the Agency, Service, Office and Secretariat sample is 140 people. Referring to the formula developed by Isaac and Michael (Sugiyono, 2004) with an error rate of 5%, the sample size for the total population is 100 people. The number of samples is determined randomly stratified disproportionately (Sugiyono, 2004). Stratification is carried out based on the position of civil servants in the organization, namely (a) employees who occupy the top positions of the organization (heads of agencies, offices, offices, secretaries) and employees who occupy the positions of heads of divisions/heads of fields in the organizational structure; (b) An employee who occupies the position of head of sub-section/head of section in the organizational structure, and (c) implementing employee/staff, whose function is to handle implementation tasks..

The research variables consisted independent variable (X) : organizational culture, dependent variable (Y) : employee performance and moderating variable (Z) : job satisfaction. Organizational culture variables were divided into bureaucratic culture (X1), innovative culture (X2) and supportive culture (X3). Bureaucratic culture was evaluated with indicators: hierarchical/tiered, procedural, structured, organized, organized, established, solid/strong, cautious and power-oriented. Innovative culture has the following indicators: taking risks, being creative, result-oriented, putting pressure on, uplifting, offering challenges, being active, and motivating. The supportive culture indicators consist of: collaborative/cooperation, relationship-oriented, proud, friendly, giving personal freedom, fairness, trustworthiness and safety (Wallach, 1983). Employee performance indicators consists of: quantity of work, quality of work, punctuality, knowledge of work, cooperation, and communication (Higgins (1984). While job satisfaction was assessed through indicators: the work itself, salary, opportunities for advancement in the organization, supervision and co-workers (Luthan, 2008).

The data collection technique used questionnaire. The questionnaire contains statement items from these indicators with a 5-point Likert scale. For the cultural dimension variable, a scale of 1-5 is classified from "very unexplained about my organization" to "very much describing my organization". While the variables of employee performance and job satisfaction, a scale of 1-5 were classified in "strongly disagree" to "strongly agree".

The collected data were analyzed using the Partial Last Square (PLS) method which consists of two test models, which are (1) the measurement model (Outer Model) and (2) the structural model. The measurement model was used to test the validity and reliability of the instrument, while the structural model is used to prove the hypothesis.

### RESULT AND DISCUSSION

The last model of the outer model test (measurement model) as shown in Figure 1 shows that of the 8 indicators used to evaluate bureaucratic culture, only three indicators are declared valid, each hierarchical/tiered, procedural and structured. Similar to bureaucratic culture, innovative culture also has three valid indicators out of 8 indicators, namely risk-taking, creative, and result-oriented. In contrast to the bureaucratic and innovative culture, the supportive culture has four valid indicators out of the 8 indicators used, each of which is collaborative/cooperative, relationship-oriented, proud, and friendly.

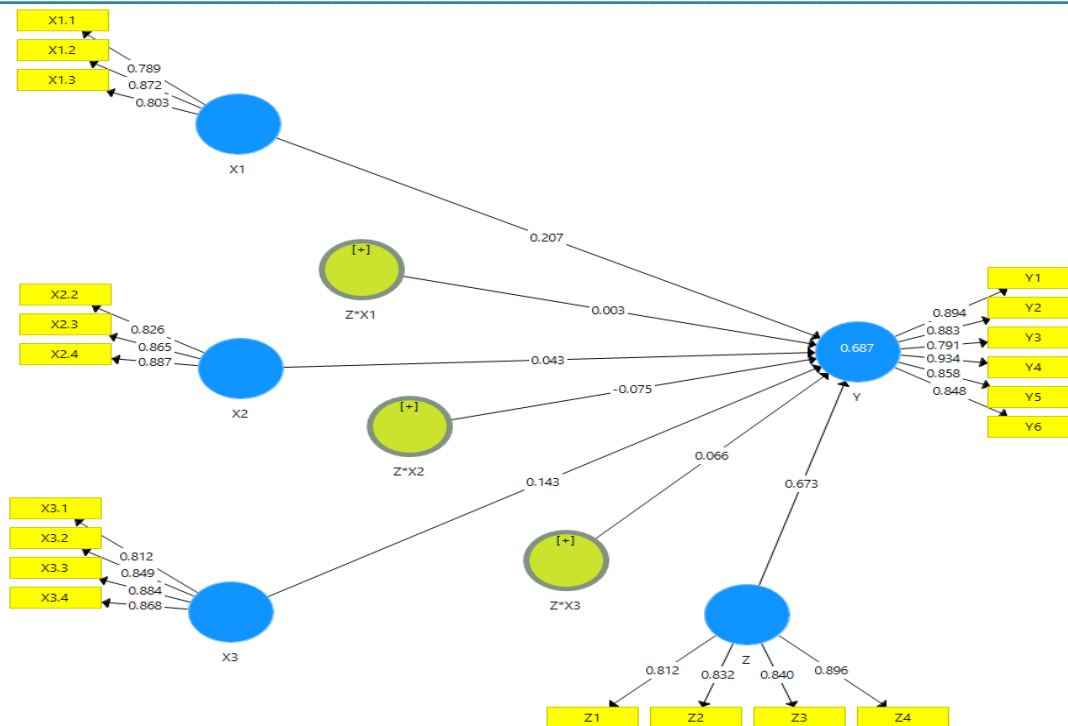


Figure 1. Outer Model Test

**Detail:**

- X1 : Bureaucratic Culture
- X2 : Innovative Culture
- X3 : Supportive Culture
- Y : Performance
- Z : Job Satisfaction
- Z\*X1 : Interaction between Bureaucratic Culture and Job Satisfaction
- Z\*X2 : Interaction between Innovative Culture and Job Satisfaction
- Z\*X3 : Interaction between Supportive Culture and Job Satisfaction

The measurement model also showed that the six indicators used on the performance variable are valid. Likewise with job satisfaction, the four indicators are declared valid. The results of the analysis as shown in table 1 also show that all constructs have good reliability. This can be seen in the composite reliability value above 0.8 and the AVE value above 0.5 and the Cronbach's Alpha value above 0.6.

**Table 1. Instrument Validity and Reliability Test Results**

	<b>Cronbach's Alpha</b>	<b>Composite Reliability</b>	<b>Average Variance Extracted (AVE)</b>
<b>Bureaucratic Culture</b>	0,7604	0,8619	0,6758
<b>Innovative Culture</b>	0,8248	0,8947	0,7393
<b>Supportive Culture</b>	0,8783	0,9147	0,7285
<b>Satisfaction</b>	0,8683	0,9094	0,7154
<b>Performance</b>	0,9347	0,9486	0,7550

Furthermore, testing the inner model (structural model) as shown in Figure 2 and table 2. In table 2 it can be seen that the t-count value between biocratic culture and performance and supportive culture with performance is 3.4126 and 2.4239, respectively, which is greater than t table. 1.96. While the t value for innovative culture with a performance of 0.7103 is smaller than t table. Likewise, the moderation construct with performance shows a t-count value which is smaller than t-table.

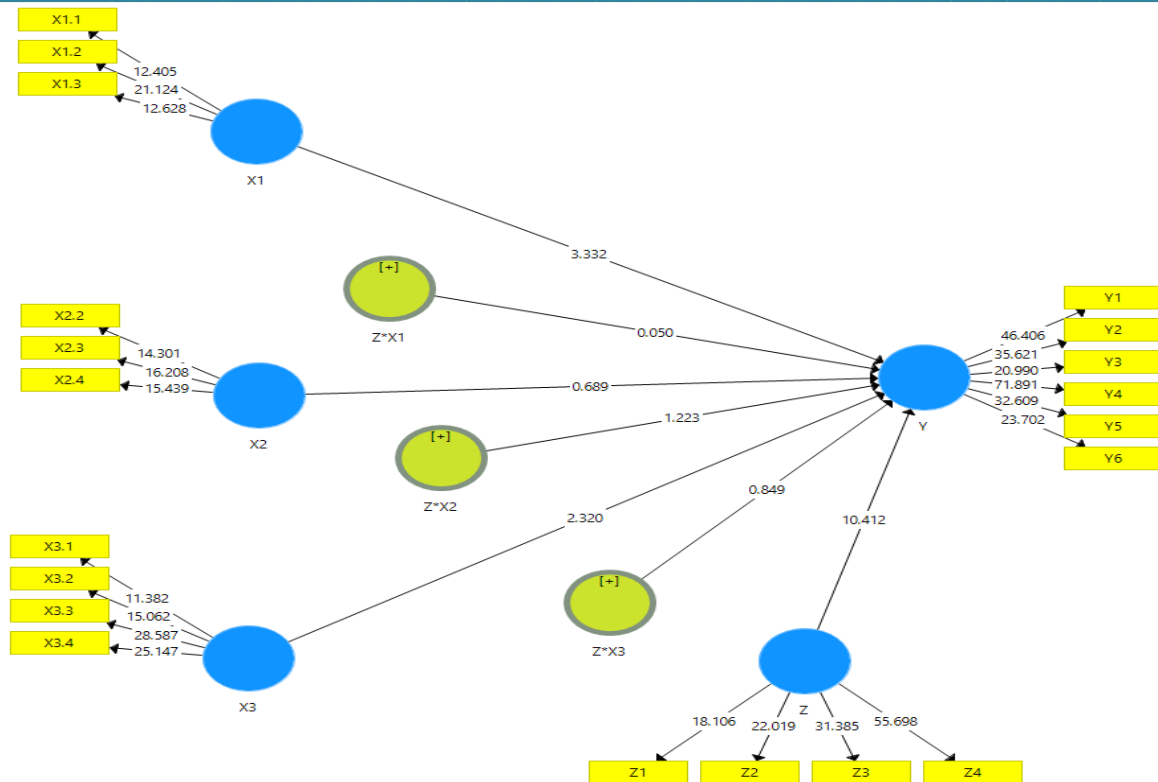


Figure 2. Inner Model Test

Tabel 2. Hypotesys Proof

			Original Sample (O)	Sample Mean (M)	Standard (STDEV)	Deviation T ( O/STDEV )	Statistics
Bureaucratic Culture	→	Performance	0,2066	0,2138	0,0605	3,4126	
Innovative Culture	→	Performance	0,0428	0,0463	0,0602	0,7103	
Supportive Culture	→	Performance	0,1428	0,1545	0,0589	2,4239	
Satisfaction	→	Performance	0,6727	0,6631	0,0616	10,9131	
Satisfaction*Bureaucratic Culture	→	Performance	0,0029	-0,0070	0,0558	0,0512	
Satisfaction*Innovative Culture	→	Performance	-0,0746	-0,643	0,0585	1,2744	
Satisfaction*Supportive Culture	→	Performance	0,0656	0,0538	0,0806	0,8139	

The analysis results indicated that bureaucratic culture and supportive culture have a significant effect on performance (accepting H1 and H3). On the other hand, innovative culture has no significant effect on performance (rejecting H2). Meanwhile, the interaction between bureaucratic, innovative and supportive culture with job satisfaction does not have a significant effect on employee performance (rejecting H4, H5 and H6). In addition, it also appears that the largest coefficient value is bureaucratic culture, which is 0.2066 compared to two other types of culture, namely innovative and supportive culture, which are 0.0428 and 0.1428, respectively.

The research results showed that within the Kupang city government scope, bureaucratic culture is still dominant in determining employee performance. This finding supports the results of a study conducted by Odom et al (1990). The characteristics of bureaucratic culture that were identified as valid according to the test results were hierarchical/tiered, procedural and structured. This means that orders/commands in implementing employees/staff who handle implementation tasks are carried out in stages, starting from employees who occupy the top positions of the organization (heads of agencies, offices, offices, secretaries) and/or employees who occupy the positions of heads of sections/heads. fields, through employees who occupy the position of head of sub-section/head of section in the organizational structure. Likewise, the responsibility for carrying out tasks by implementing employees is conveyed in stages to the top leadership through the head of the sub-section/head of section. At the implementing level, work procedures and procedures for accountability for work results are the main reference so that structurally there is no throwing of responsibilities or blaming each other if an error or mistake occurs.

In addition to the bureaucratic culture, the research results also showed that the employees performance in the Kupang City government is significantly determined by a supportive culture. This finding is in line with the results of the Ababaneh (2010) study. The characteristics of supportive culture that were identified as valid according to the test results consisted of collaborative/cooperation, relationship-oriented, proud, and friendly. This means that both employees occupying the position of head of the agency, service, office, secretary and or employee who occupy the position of head of section/head of field, as well as employees who occupy the position of head of sub-section/head of section, and implementing employees/staff in carrying out their duties. Public service always prioritizes cooperation. The cooperation that is built is relationship-oriented, which means that employees who occupy the positions of heads of agencies, offices, offices, secretaries always pay attention to the ideas and feelings of subordinates (humanists) both as heads of sections/sections and implementing employees/staff. The pattern of relationships as the basis for cooperation gives birth to pride and friendliness in providing services to the community.

This research also found that innovative culture has ineffective significantly on employee performance. This means that there is a mismatch between the type of innovative culture and the personality of employees who work in a government environment (Wallach, 1983). Indeed, there are several characteristics of innovative culture that have been identified as valid according to the results of the tests carried out, such as taking risks, being creative, and being results-oriented. However, these characteristics have not materialized in real practice. Creative characteristics, for example, cannot be realized, because the main tasks and functions must be carried out by employees according to the guidelines and work rules that have been set. So there is no room for employees to innovate and be creative in conducting their duties.

Finally, from this research it is also known that the interaction between bureaucratic, innovative and supportive culture with job satisfaction does not have a significant effect on employee performance. This shows that the combination of bureaucratic, innovative and supportive culture with job satisfaction is unsuitable in predicting employee performance in the Kupang City government, hence it can be said that job satisfaction is unmoderating variable.

### CONCLUSION

Based on the explanation before, it can be concluded that bureaucratic culture and supportive culture have significant effect on the public service employees performance, while innovative culture has no significant effect. The bureaucratic culture is more dominant in the implementation of public services in Kupang City. bureaucratic culture, innovative culture and supportive culture interaction with job satisfaction have no significant effect on employee performance.

The dominant bureaucratic culture and the insignificant innovative culture have the implication that although it has been more than a decade that we have entered the reform era, the society expectation for the presence of a culture that is suitable for a creative and innovative work environment is in line with public awareness of the right to fast public services, precise, and cheap which is still far from reality. Therefore, from a practical point of view, an innovative culture is necessary to be developed hence public service activities can be implemented in a more innovative and creative way.

This research can be used as a reference source for academics/practitioners, although there are still some limitations in terms of the research scope, the variables used, and the testing model. Therefore, other interested researchers/academics can expand this research from these aspects hence we can know the performance of public service employees in a more holistic perspective.

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