

# Strategy of Police Bureaucracy Reform through Work Ethics Climate, Leadership Commitment, and Organizational Communication Climate against Commitment to Change at the Depok Metro Police

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## ABSTRACT

Bureaucracy reform is one of the first steps to support the government's program. It can be used to organize the good, effective, and efficient system of organizing the national police. It can be applied in realizing good governance and clean government towards clean and free of corruption, collusion, and nepotism in the national police. Not only increasing police service excellence but also capacity and accountability of police performance.

Based on these backgrounds, this study aims to determine the description of the strategy for bureaucracy reform of the police, work ethics climate, and leadership commitment. Then, this study also to know the communication climate conditions for the commitment to change at the Depok metro police. This research method used quantitative analysis using the software of Statistical Package for the Social Sciences (SPSS) and Structural Equation Modeling (SEM) Partial Least Square (PLS). In addition, this research also used analysis of SWOT (Strengths, Weaknesses, Opportunities, and Threats) and QSPM (Quantitative Strategic Planning Matrix).

The results show that the bureaucracy reform significantly influences work ethics climate, leadership commitment, organizational communication climate, and commitment to change. The growth or stability of the Depok metro police is in a strong position and on the track with alternative priority strategies using strength and taking advantage of opportunities (Strength -Opportunity). So, it will make the Depok metro police follow the grand strategy of

the national policy outlined in the bureaucracy reform. And it is necessary to develop and accelerate the growth of the organization fairly according to its needs.

**Keywords:** Bureaucracy reform, work ethics, leadership, communication, commitment

## INTRODUCTION

The Indonesian national police (Polri) is an executive agency in government affairs in state order and security throughout the territory of the Indonesian state. The national police have a vital role in the state's life as an instrument of the state as a servant, security, and protector of the community following the law of the Republic of Indonesia number 2 of 2002 concerning the Police of the Republic of Indonesia. It is stated in chapter 2 that the police's function shall be one of the functions of the administration dealt with the defense of public orderliness and safety, law enforcement, protection, safeguard, and services to public.

Bureaucracy reform is one of the first steps in supporting the government's program to organize a good, effective, and efficient police organization system. This step is intended to quickly, accurately, and professionally serve the community in realizing good governance and clean government towards a clean and free of corruption, collusion, and nepotism. Institutionally, the national police are

expected to carry out their duties professionally and proportionally based on professional, moral, and mental capabilities. National police have essential role in maintaining security and order in society and fostering public peace by upholding human rights.

Implementing bureaucracy reform in Indonesia still leaves various challenges ahead that must be gradually and continuously improved. Several strategic problems that still need to be fixed through the implementation of bureaucracy reform include the low commitment of the leadership at the central and regional levels in efforts to prevent and eradicate corruption; performance management is still not fully implemented, human resources management for apparatus (civil servant, national military, and national police) is still not running effectively; public services still do not have the expected quality; the practice of illegal levies in licensing services still occurs; and the practice of public service management has not been carried out correctly.

In the regulation of the ministry of state apparatus utilization and bureaucratic reform no. 11 of 2015 concerning the 2015-2019 road map, it is stated that there are three indicators of the achievement of bureaucracy reform, namely clean and accountable bureaucracy, effective and efficient bureaucracy, and bureaucracy that has quality public services. Many aspects that become a particular emphasis in bureaucracy reform in Indonesia include the mental apparatus, supervision system, accountability, management, human resources of the apparatus, and the quality of public services. Based on the above background, this study aims to formulate a work ethic strategy, leadership commitment, and communication climate to impact the reform of the Polri bureaucracy at the Depok metro police, Indonesia.

## **LITERATURE REVIEW**

### **Ethical work climate**

Ethical work climate is defined as the prevailing perception of typical organizational practices and procedures with ethical content. It consists of five dimensions which include empathy for others (care), procedures and policies within the organization (rules), laws and codes of ethics (codes of ethics and rules governed by professional bodies and the more extensive social system), ethical beliefs, and individual morals, and dependence on self-interest (instrumentalism) (Victor & Cullen, 1988).

Leung (2008) also concludes that a work ethics climate that emphasizes law, code, and independence is more likely to promote performance. In short, according to Luria & Yagil (2008), perceived fairness in the work environment enhances employee performance-related behavior. Proactive customer service performance causes employees or organizational members to improve processes, anticipate future problems, and maintain persistence in the workplace.

### **Leadership commitment**

Some literature states that organizational commitment has a positive effect on the achievement of organizational goals. Commitment can be identified within the organization as an important variable in understanding the work behavior of employees or members in the organization. In this regard, Yahaya and Ebrahim (2015) revealed that commitment impacts several attributes related to work, such as intention to stay, absenteeism, job satisfaction, and high commitment. Likewise, recent police research shows that increasing officer commitment effectively prevents job stress, turnover intention, and even destructive behavior. Individual characteristics are police organizational commitment in limited research. Police duty commitment is correlated with leadership, such as transformational leadership.

Transformational leadership is one of the determinants of organizational commitment because transformational leadership can strengthen the positive values of members or officers in the group, namely with five components: vision, inspirational communication, intellectual stimulation, leadership support, and personal recognition (Youngoh Jo and Hoover, 2015). Leadership in organizations takes many forms. According to Jackson, Meyer, and Wang (2012), the spectrum leadership theory focuses on the leadership style expected to have a relationship with member commitment.

### **Organizational communication climate**

According to Tagiuri (2014), organizational climate is a summary concept outside of the organization's environment, social system, culture, situation, or setting that described the quality of their other variables. Organizational climate summarizes concepts outside the organizational environment, social system, culture, situation, or setting that describe other quality variables. Organizational climate is the quality of the organization's internal environment that lasts a relatively long time, including the experiences of members of the organization, influencing behavior, and can be explained in terms of the value of a set of unique characteristics or attributes of the organization.

According to Tagiuri, organizational communication climate is a relatively enduring quality of the organization's internal environment experienced by its members, influencing their behavior. It can be described in terms of the values of a particular set of environmental characteristics.

### **Commitment to change**

Herscovitch & Meyer (2002) define commitment to change as a mindset that encourages individuals to take various actions that are considered necessary in order to implement a change initiation successfully. Herscovitch & Meyer (2002)

proposed three dimensions of change commitment: affective commitment to change, commitment to change continuity, and normative commitment to change.

Commitment to change reflects the individual's commitment to engage in people's behavior to implement a specific work agenda. Commitment is one of the essential factors of the employee or member involvement in supporting change initiatives to provide a critical bond between people and change goals. According to Lundberg (1990), communication in various organizational cases shows that organizational change is facilitated through the communication process.

### **Bureaucracy reform in Polri**

Bureaucracy reform is an effort to carry out reforms and fundamental changes to the government administration system, especially regarding the implementation of excellent service. The reform of the Polri bureaucracy is no longer a demand of the people who expect that the bureaucracy and especially the Polri apparatus can be of better quality but is a necessity in realizing good governance and clean government. With the passing of the spirit of bureaucracy reform nationally, the national police has implemented the bureaucracy reform program from 2004 to 2014, which is divided into two waves, namely the first wave of bureaucracy reform in 2004-2009 and the second wave of bureaucratic reform in 2011-2014 (Strategic Planning of Polri, 2019).

Bureaucracy reform of the Indonesian national police is a program and activity for revitalizing, structuring, strengthening, revamping, and developing the organization and human resources of the national police in order to obtain adequate and efficient performance (Nasution, 2017). The reform of the Polri bureaucracy is an effort to improve the bureaucratic system that applies within the Polri organization, which is considered no longer following the dynamics of community development as users of Polri services. This assessment

occurs because of the influence of the local, global, and regional environment, which is associated with the current level of community satisfaction who expects transparency, legal certainty, convenience, justice following the main tasks, functions, and roles of the national police (Chrystnanda, 2013).

## MATERIALS & METHODS

This research was designed using a quantitative and qualitative approach or commonly referred to as a mixed method. The quantitative approach used a survey method, namely a research method that takes samples from a population using a questionnaire as a data collection tool. The aim is to obtain information about the number of respondents who represent a particular population.

In this study, the maximum number of samples was 1600 people from the Depok metro police members. The questionnaire consists of 30 questions from 5 research variables. The sample who filled out the questionnaire was 203 police from various function units and ranks, male and female. Focus Group Discussions (FGDs) were conducted limitedly, either interviewing respondents or open discussions. The analysis was carried out using SPSS and Smart PLS software. Moreover, other analyses using SWOT and QSPM techniques. Based on the theoretical study and framework, hypotheses in this study are:

1. Work ethics climate affects the commitment to change.
2. The work ethics climate affects the achievement of Polri's bureaucracy reform at the Depok metro police.
3. Leadership commitment affects commitment to change.
4. The leadership commitment affects the achievement of Polri's bureaucracy reform at the Depok metro police.
5. Organizational communication climate affects commitment to change.
6. The organizational communication climate affects the achievement of

Polri's bureaucracy reform at the Depok metro police.

7. The work ethic strategy, leadership commitment, and organizational communication climate affect the commitment to change.

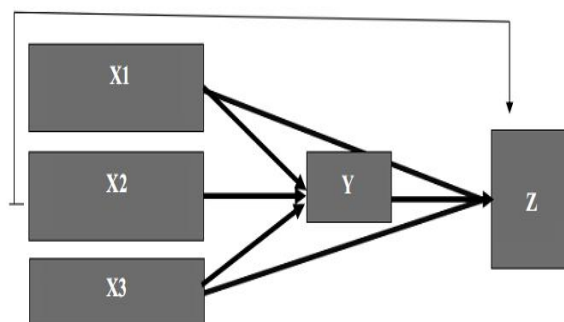


Figure 1. Research variables framework

### Descriptions:

- X1: Work ethics climate
- X2: Leadership commitment
- X3: Organizational communication climate
- Y: Commitment to change
- Z: Bureaucracy reform

## RESULTS & DISCUSSION

### Statistical Analysis Results

The research used Confirmatory Analysis Factor (CFA) for the validity test. The CFA validity test intended to test whether the variables are accurate and incorporated in a one-factor variable. In the validity test, the loading factor must be significant. The significant loading factor may still be of low value, so the standard loading factor estimate must be equal to 0.5 or more. The following are the results of the validity of each variables:

Table 1. Validity variable of work ethics climate

Indicators	Loading Factor Estimate	Validity
X11	0.68	Valid
X12	0.85	Valid
X13	0.87	Valid
X14	0.78	Valid
X15	0.70	Valid
X16	0.79	Valid

Table 2. Validity variable of leadership commitment

Indicators	Loading Factor Estimate	Validity
X21	0.78	Valid
X22	0.81	Valid
X23	0.81	Valid

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**Table 3. Validity variable of organizational communication climate**

Indikator	Loading Factor Estimate	Validity
X31	0.88	Valid
X32	0.77	Valid
X33	0.89	Valid
X34	0.86	Valid
X35	0.8	Valid

**Table 4. Validity variable of commitment to change**

Indicators	Loading Factor Estimate	Validity
Y1	0.85	Valid
Y2	0.81	Valid
Y3	0.67	Valid

**Table 5. Validity variable of bureaucracy reform**

Indicators	Loading Factor Estimate	Validity
Z1	0.73	Valid
Z2	0.85	Valid
Z3	0.87	Valid
Z4	0.89	Valid
Z5	0.86	Valid
Z6	0.72	Valid
Z7	0.70	Valid
Z8	0.77	Valid
Z9	0.84	Valid
Z10	0.90	Valid
Z11	0.85	Valid
Z12	0.69	Valid
Z13	0.68	Valid

In the measurement of the outer model, construct reliability testing with composite reliability was also carried out, aiming to prove the instrument's accuracy, consistency, and correctly. To test composite reliability, in Smart PLS can be

done by looking at the composite reliability and Cronbach's alpha values of more than 0.5. Here are the test results, which can be seen in the table 6:

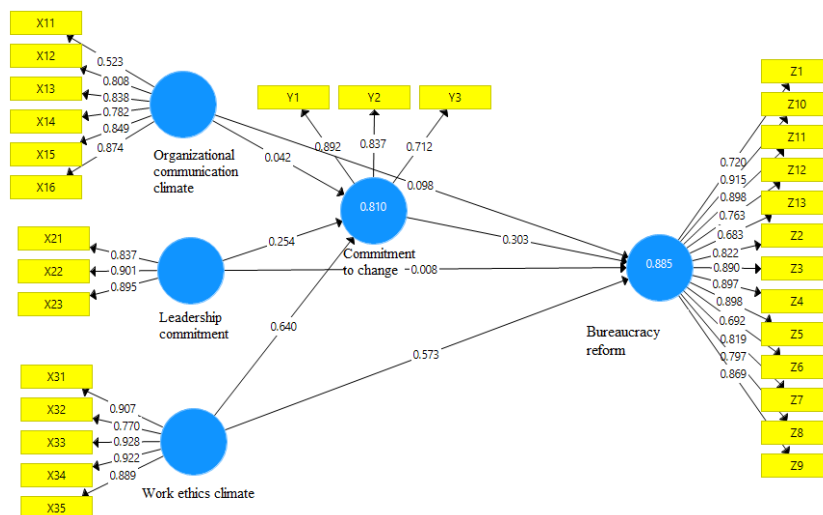
**Table 6. Construct reliability results**

Variable	Cronbach's Alpha	Composite Reliability	Reliability
Organizational communication climate	0.874	0.906	Reliable
Leadership commitment	0.851	0.91	Reliable
Work ethics climate	0.93	0.947	Reliable
Commitment to change	0.75	0.857	Reliable
Bureaucracy reform	0.96	0.965	Reliable

The structural model test (inner model) is intended to test the latent construct relationship by showing the value of R<sup>2</sup>. After that, the structural model was tested using the predictive value – relevance (Q<sup>2</sup>). The following are the results of the analysis with the help of Smart PLS software. Based on Figure 2, the structural model equation can be made as follows:

$$Y = 0.042X1 + 0.254X2 + 0.640X3 + \zeta$$

$$Z = 0.098X1 + 0.008X2 + 0.573X3 + 0.303Y + \zeta$$



**Figure 2. Structural model result**

The coefficient of determination is used to determine the contribution of the exogenous latent variable to the endogenous latent variable. According to Hair et al. (2011), an R<sup>2</sup> value of more than 0.75 indicates a robust model. Results of the R<sup>2</sup> test for the commitment to change variable

are 0.810 or 81%. It shows a robust model because the value obtained is more than 0.75. These results show that organizational communication climate variables, leadership commitment, and work ethic climate influence 81% on the change commitment variable. In contrast, the remaining 19% (1-



Daru Saputro Wibowo et.al. Strategy of police bureaucracy reform through work ethics climate, leadership commitment, and organizational communication climate against commitment to change at the depok metro police.

R<sup>2</sup>) was influenced by other factors not examined.

While the results of the R<sup>2</sup> test for the bureaucracy reform variable are 0.885 or 88.5%, it shows a robust model because the value obtained is more than 0.75. These results show that the variables of organizational communication climate, leadership commitment, work ethics climate, and commitment to change affect 88.5% on the variable of bureaucracy reform. In contrast, the rest (1- R<sup>2</sup>) of 11.5% is influenced by other factors not examined.

Predictive-relevance or Q<sup>2</sup> aims to measure how well the model's observations and estimates of its parameters. If the value of Q<sup>2</sup> is more than zero, it indicates that the

model has predictive relevance. Furthermore, if the value of Q<sup>2</sup> is less than zero, it indicates that the model lacks predictive relevance. Based on the calculation results, the Q<sup>2</sup> value is 0.97815. It shows that the diversity of research data described by the model is 97.8%. In contrast, the remaining 2.2% is explained by other factors outside the research model. Therefore, the research model can be declared to have goodness of fit.

In this study, hypothesis testing was carried out with value limits that had been carried out by SEM analysis with Smart PLS software. Smart PLS was bootstrapped to test the hypothesis. The following are the results of hypothesis testing conducted in this study:

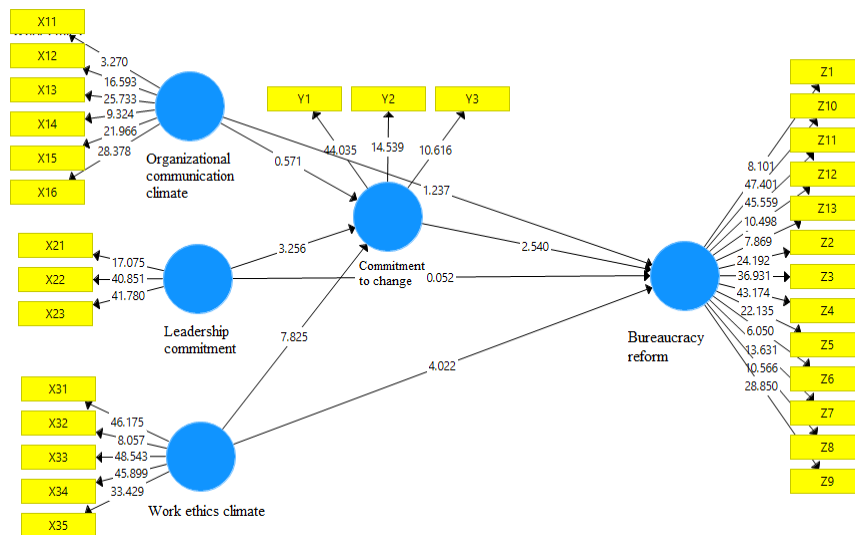


Figure 3. Bootstrapping result with Smart PLS

### Direct and indirect effect

Each variable's direct and indirect effects are used to determine the percentage of each variable influenced by the influencing variable. In this study, the

variables affected are the variables of commitment to change and bureaucracy reform. The following, in table 7 can be seen the analysis of direct and indirect effects between variables:

Table 7. Direct and indirect effect

Direct effect	Indirect effect	Total
Organizational communication climate => Commitment to change	0.042	0.042
Leadership commitment => Commitment to change	0.254	0.254
Work ethics climate => Commitment to change	0.64	0.64
Commitment to change => Bureaucracy reform	0.303	0.303
Organizational communication climate => Bureaucracy reform	0.098	0.013
Leadership commitment => Bureaucracy reform	0.008	0.077
Work ethics climate => Bureaucracy reform	0.573	0.194
	Organizational communication climate => Leadership commitment => Bureaucracy reform	0.111
	Leadership commitment => Commitment to change => Bureaucracy reform (0.254 x 0.303)	0.085
	Work ethics climate => Commitment to change => Bureaucracy reform (0.64 x 0.303)	0.767

The direct effect of organizational communication climate on the commitment to change is 0.042 or 4.2%. Meanwhile, the direct influence of organizational communication climate on bureaucracy reform is 0.098 or 9.8%. It shows that the organizational communication climate influences 4.2% of commitment to change and 9.8% of police bureaucracy reform. Meanwhile, the indirect effect of organizational communication climate on the commitment to change with bureaucracy reform is 0.111 or 11.1%. In other words, the influence of organizational communication climate through the commitment to change affects bureaucracy reform by 11.1%.

On the other side, the direct effect of leadership commitment to change commitment is 0.254 or 25.4%. In contrast, the direct effect of leadership commitment to bureaucracy reform is 0.008 or 0.8%. It shows that leadership commitment influenced 25.4% commitment to change and 0.8% to reform the police bureaucracy. Meanwhile, the indirect effect of leadership commitment to change commitment with bureaucracy reform is 0.085 or 8.5%. In other words, the influence of leadership commitment through commitment to change affects bureaucracy reform by 8.5%.

The direct effect of work ethic climate on the commitment to change is 0.64 or 64%. Meanwhile, the direct influence of work ethic climate on bureaucracy reform is 0.573 or 57.3%. It shows that 64% of the commitment to change and 57.3% of the police bureaucracy reform influenced by the work ethics climate. Meanwhile, the indirect effect of work ethic climate on the commitment to change with bureaucracy reform is 0.767 or 76.7%. In other words, the influence of organizational communication climate through a commitment to change affects bureaucracy reform by 76.7%. Based on the direct and indirect effects analysis, the work ethic climate variable has a dominant influence on the variable commitment to

change and reform of the Depok metro police bureaucracy reform.

### SWOT and QSPM Results

From table 8, it is obtained that the value of  $X = 1.77 - 1.09 = 0.68$  and the value of  $Y = 1.73 - 1.02 = 0.71$ , so that the SWOT analysis is in quadrant I. The SWOT analysis results are in quadrant I, which shows that the Depok City Police is in a strong position and is on track. What needs to be done is to develop and accelerate organizational growth. The dominant strategy is on the side of strength and taking advantage of opportunities (SO strategy).

Table 8. Total score SWOT analysis

SWOT	Total score
Strengths	1,77
Weaknesses	1,09
Opportunities	1,73
Threats	1,02

SWOT and QSPM analysis results show that the alternative priority strategy is to use strengths and take advantage of opportunities (SO). The first strategy is that the leader motivates and rewards its members. Second, members and leaders are given good facilities and infrastructure fairly according to their needs. Furthermore, the last one fosters a collective conscious attitude between members and leaders with a sense of pride in carrying out each task.

### CONCLUSION

Based on the results of research on the national police bureaucracy reform strategy through work ethics climate, leadership commitment, and organizational communication climate to change commitments and achievements at the Depok metro police, it can be concluded as follows:

1. The variables of work ethics climate, leadership commitment, and organizational communication climate affect commitment to change. While the work ethic climate variable has the most significant influence.
2. The variables of police Bureaucracy reform showed a considerable influence

Daru Saputro Wibowo et.al. *Strategy of police bureaucracy reform through work ethics climate, leadership commitment, and organizational communication climate against commitment to change at the depok metro police.*

on the variables of work ethics climate, leadership commitment, organizational communication climate, and commitment to change.

3. The implementation of bureaucracy reform, which was implemented at the Depok metro police, explained that the police bureaucratic reform strategy through a work ethic climate, leadership commitment, and organizational communication climate towards change in implementation went well.
4. The growth or stability of the Depok metro police is in a strong position and on the track with alternative priority strategies using strength and taking advantage of opportunities (Strength - Opportunity).

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Daru Saputro Wibowo et.al. Strategy of police bureaucracy reform through work ethics climate, leadership commitment, and organizational communication climate against commitment to change at the depok metro police.

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