Transformational Leadership and Learning Organizations through the Organizational Culture of the Indonesian Police

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Abstract- In the last three months, the Indonesian police have been hit by several cases that have tarnished the organization and reduced the image of the police. Efforts to improve the situation cannot be separated from improving organizational culture through certain leadership patterns. This study reviews transformational leadership, Organizational Citizenship Behavior (OCB) and efforts to implement it in the Indonesian police. This review is divided into four parts, namely transformational leadership, OCB, the influence of transformational leadership on organizational culture and efforts to implement it in the Indonesian police. The results of the review show the importance of Learning Organizations in OCB. Therefore, leaders need to develop new ways that are up to date but still maintain the old ways that are still efficient to be applied, so that the value of Transformational Leadership can increase which has a good impact on Organizational Culture and Organizational Citizenship Behavior (OCB) of Indonesian Police Members.

Key words- *transformational leadership, Organizational Citizenship Behavior (OCB), organizational culture, the police*

I. INTRODUCTION

In the last three months, the Indonesian police encountered several cases that have tarnished the organization and declined the image of the police, such as the case of the general's involvement in the murder of his subordinates [1], as well as the case of football riots in Malang [2]. The cases that occur cannot be separated from problems of leadership, management and organizational culture in the police in responding to social and political dynamics in the community. In the internal police organization, many efforts have been made to increase the capacity, performance and competence of human resources. In this study, one of these efforts is described through the application of leadership patterns in the Integrity Zone (IZ) of the Corruption Free Area or Clean and Serving Bureaucratic Region.

Many leadership theories discuss the efforts of leaders to regulate organizations through leadership patterns. One of the theories of leadership that has received much attention is transformational leadership. Transformational leadership as a process that influences changes in the attitudes and assumptions of organizational members and the formation of commitment to the mission and goals of the organization [3]. Transformational leadership is a leadership approach that can change individuals and social systems [4]. In its ideal form, Transformational Leadership creates valuable value and positive change for its followers with the ultimate goal of following the leader. In its authentic form, Transformational Leadership improves the motivation, morale and performance of followers through a variety of mechanisms, including linking followers' identities and the organization's collective mission and identity. Including being a role model for followers who inspire them; challenges followers to have a sense of belonging to their work and also understand the strengths and weaknesses of their followers so that leaders can associate followers with tasks that optimize their performance. Transformational leadership can increase awareness of what is right, good, important, and beautiful. This leadership pattern can help increase followers' needs for achievement and self-actualization, fostering followers' high moral maturity; and moving followers to go beyond their interests for the good of their group, organization, or society [5]. The performance of the Indonesian police, which has received sharp attention even from the international community, needs to be responded to through various changes, one of which is the Transformational Leadership pattern. Transformational Leadership is an important factor in predicting police officers' perceptions of OCB. OCB contains values that exceed the standard so members of the police need to be encouraged by leaders who can provide values of transformation/change from current conditions to expected

conditions. This paper aims to review transformational leadership, Organizational Citizenship Behavior (OCB) and efforts to implement it in the Indonesian police. This review is divided into four parts, namely transformational leadership, OCB, the influence of transformational leadership on organizational culture and efforts to implement it in the Indonesian police.

II. TRANSFORMATIONAL LEADERSHIP

Leadership is a process of social influence in which the leader encourages the voluntary participation of members to achieve organizational goals [6]. A leader is someone who delegates or influences others to act towards certain goals. Today's organizations need leaders who are effective and understand the complexities of the rapidly changing global environment. If the task structure is high and the leader has a good relationship with the members of the organization, the effectiveness of the leader will be higher for the work of the members. Transformational leaders will involve all members to discuss and dialogue and motivate them to behave beyond formal standards. One pattern of leadership that has received much attention is transformational leadership.

The rise of Transformational Leadership occurs in the late 1970s. It was initiated by Couto study of economic development. Further study led to Bass who proposed that leadership can be conceptualized in two factors, namely as transactional or transformational [5]. Transformational leadership is considered better able to deal with major changes in society because transformational leadership provides a better fit for leading today's complex work groups and organizations, where followers not only seek an inspirational leader to help guide them through an uncertain environment but where followers also want to be challenged and to feel empowered, if they are to be loyal, high performers. In Bass's view, many experts are increasingly considering Transformational Leadership to be practiced for organizational change partly because Transformational Leadership provides a better fit for leading today's complex workgroups and organizations, where followers are not only looking for inspiring leaders to help guide them through an uncertain environment but one in which followers also want to be challenged and feel empowered, if they are to be loyal, and high performers [5].

Transformational leaders, on the other hand, are those who stimulate and inspire followers to both achieve extraordinary outcomes and, in the process, develop their leadership capacity [5]. Transformational leaders help followers grow and develop into leaders by responding to individual followers' needs empowering them and by aligning the objectives and goals of the individual followers, the leader, the group, and the larger organization. The concept emphasizes the definition of Transformational Leadership as leadership that stimulates and inspires followers to achieve extraordinary results, and in the process, develops their leadership capacity (followers). Transformational leaders help followers to grow and develop into leaders by responding to the needs of individual followers, empowering them, and aligning the goals and objectives of individuals, leaders, groups, and the larger organization.

The meaning of transformation or the meaning of changing in transformational leadership means to change the orientation of followers to the desired behavior of the organization, where followers adjust because they feel following the feedback received from organizational leadership with the efforts made to realize the vision of the organization. Transformational Leadership carries out transformation through leader behavior. To some extent, the Transformational Leadership component has evolved from its original idea since the 1990s. Evolution occurs when improvements have been made in both the conceptualization and actual measurement of Transformational Leadership in the field. Conceptually, leadership is charismatic, and followers seek to identify the leader and imitate him. Leadership inspires followers with challenge and persuasion, providing meaning and understanding. Leadership is intellectually stimulating, expanding the use of their abilities by followers. Finally, leadership is considered on an individual basis, providing support and guidance to followers. Thus, according to Bass, four components of leadership have so far been developed into standardized instruments, namely idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration. Each of these components can be measured using the Multifactor Leadership Questionnaire [8]. Transformational leaders have distinctive behavioral characteristics based on interactions with their followers.

Transformational Leadership influences the basic attitudes and assumptions of organizational members, creating the same mentality to achieve company goals. This leadership style usually results in higher performance than transactional leadership [9]. Although evidence suggests that transformational leaders exert a substantial influence on performance, understanding the processes through which they exert this influence is limited and largely speculative. Several studies have explored the causal pathway of the effect of Transformational Leadership on performance systematically by examining the effect of leaders' perceptions on different strategic variables related to knowledge and innovation [10]. In today's information society, knowledge management and innovation are key processes that make it possible to create, exploit, update, and apply knowledge flows in new ways to create critical competencies for organizational performance improvement [11]. From this perspective, transformational leaders must manage an organization that is understood as a system based on knowledge, a system through which information and basic knowledge are disseminated, knowledge acquired from outside the organization, or existing knowledge within the organization. This circulation of knowledge creates a flow of knowledge that creates new knowledge. When applied as an innovation, it will produce important competencies for the company [12]. It is not the knowledge of the members themselves that are strategically important, but the presence of good leadership enables the organization to integrate, share and use this knowledge innovatively. Transformational leaders stimulate the transfer of explicit and tacit knowledge within individuals and organizations [13]. Tacit knowledge is more strategic than explicit; which results in sustainable competitive advantage and improved organizational performance. Understanding this requires a more complete study. Transformational Leadership typically influences innovative behavior positively – hence the importance of the leader's accurate perception of organizational innovation. Through intellectual stimulation

and individual consideration, transformational leaders generate different ways of thinking, seek new opportunities or solutions to problems and adopt generative and exploratory thought processes. They also contribute to intrinsic motivation, and inspire, and stimulate the higher-order needs that breed creativity. They serve as role models and guides, articulating a shared vision of innovation [14]. Thus, it can be understood that Transformational Leadership is categorized as effective because it makes the organization a learner to solve the problems it faces and formulate what strategies the organization needs for the future.

III. ORGANIZATIONAL CITIZENSHIP BEHAVIOR

Organizational Citizenship Behavior (OCB) is the social behavior of an individual in an organization that is not limited to roles, functions and tasks that are formally regulated in the job description that has been regulated by the organization [15]. The OCB behavior can be interpreted as extra behavior beyond the scope of one's work, namely the performance of individual members of the organization that goes beyond the work specified and regulated in the job description as a member of the organization [16]. The development of the OCB concept stems from the concept stated by Katz study which identifies three basic types of behavior that are important for a functioning organization (a) people must be persuaded to enter and remain in the system, (b) people must carry out the requirements of certain roles with reliable way, and (c) there must be the innovative and spontaneous activity that goes beyond the rules of the role. In the third category, an organization that depends solely upon its blueprints of prescribed behavior is a very fragile social system [17]. The quote has the meaning that an organization that relies too much on blueprints (rules) for regulated behavior or roles has a vulnerability in its social system, so there must be various initiatives that produce spontaneous behavior that becomes an inherent value in individuals. representing the organization in which he works. Strengthening Katz's opinion, or two decades after the opinion was introduced, Smith et al study stated that "every factory, office, or bureau depends daily on a myriad of acts of cooperation, helpfulness, suggestions, gestures of goodwill, altruism, and other instances of what we might call citizenship behavior" [18]. The meaning contained in the quote is that every organization depends on a series of interactions that work together, help each other, have altruistic nature and noble and spontaneous values that are inherent so that it can be referred to as OCB. It is important to note that in the Indonesian context, citizenship is translated as citizenship, so in the context of this study it is important to interpret OCB as organizational citizenship behavior or behavior as a good organizational citizen. Furthermore, OCB's emphasis is on individual behavior based on (a) discretion, (b) not directly or explicitly recognized by the formal reward system, and (c) that overall promotes the effective functioning of the organization. By discretion, it is intended that such conduct is not an enforceable requirement of the role or job description, i.e., the terms of the individual's employment contract with the organization that are clearly defined; such behavior is more a matter of personal choice, so its negligence is not generally understood to be a punishment [19].

In its development, the concept of OCB has been manifested in various approaches other than organizational behavior, including human resource management, marketing, strategic management, economics and leadership [20]. Although there has been researching on OCB, the concept of OCB has received less attention from law enforcement agencies, including the police. Therefore, it is very important to examine OCB because of its ability to increase the effectiveness and success of the organization [19]. Citizenship behavior is pro-social behavior that is discretionary and not a detailed role. Such behavior is not directly or explicitly recognized by the applicable reward system and is used to improve performance beyond the established "job requirements" [16]. The importance of research on OCB in police organizations is due to the consideration that OCB is an important phenomenon because OCB behavior can strengthen social relations in organizations [18, 21]. OCB behavior can provide flexibility beyond the job description and provide direction for work behavior that is continuously improved following job developments or an ever-changing environment. OCB is not easily enforced by the provisions of the organization, because OCB is not part of the job description that has been set by the organization. The OCB phenomenon is sometimes not easy to measure because individuals belonging to OCB may have a much better performance than other individuals who have descriptions according to the tasks they perform. Therefore, OCB is quite strategic and important to support the success of an organization in the long term, even though OCB is not included in the performance appraisal function. Theoretically, this OCB research is very relevant to the discretion of members of the police, especially in improving organizational performance. Specifically related to voluntary behavior and social behavior to help achieve job goals and increase the effectiveness of organizational functions. For example, helping colleagues or creativity in increasing interaction with members of the organization through volunteering principles and pro-social behavior. Such behavior has been carried out in several cross-organizational studies [22] and was given the term for the first time as Organizational Citizenship Behavior (OCB) which refers to behaviors that can increase organizational effectiveness, even though their work is not part of the assigned task description [18,23]. Since that time, research on OCB has expanded widely in various types of organizations.

IV. TRANSFORMATIONAL LEADERSHIP INFLUENCE ORGANIZATIONAL CULTURE

Several previous studies can be identified to describe various real conditions so far in various places and at the same time position this research from the research that has been done. Some of the research results are described in the description below. Research conducted by Rudi Gunawan study aims to evaluate the effect of Transformational Leadership on OCB [24]. The results of the study reveal that there is a strong positive relationship between Transformational Leadership and OCB. Giving rewards to employees in the form of salary (material compensation), and social cognition (social compensation) can improve with OCB [25]. Therefore, Choi introduced staffing institutions that include the broad material provision, social knowledge,

job interests, job interests, job challenges to improve OCB and narrow ranking differences in the service industry. Choi et al suggest that future research needs to select subjects and collect samples within the scope of extension, and also needs to diversify and define different types of rewards. Another study focuses on the Effect of Organizational Justice on Organizational Citizenship Behavior: A Study of the Health Sector of Pakistan. According to Ali, work-related behaviors and attitudes are influenced by Organizational Citizenship Behavior and Organizational Justice. Both play an important role in the effective working of an organization. The study revealed that: 1) Procedural fairness has a significant and positive impact on politeness; 2) Procedural justice has an insignificant and negative impact on Altruism; 3) Distributive justice has an insignificant and negative impact on decency; 4) Distributive justice has a significant and positive impact on Altruism; 5) Interactional justice has a significant and positive impact on politeness; 6) Interactional justice has an insignificant and negative impact on Altruism. In addition, other studies reveal that stress and fatigue can affect OCB. One of the results of previous research shows that: 1) Job stress has a significant positive effect on OCB; 2) Organizational Culture does not have a significant influence on OCB; 3) Work motivation has a significant positive effect on OCB; 4) The results of the analysis from the F test show that work stress, organizational culture, and work motivation simultaneously have a significant influence on OCB at the Pati Police [26]. One of the main solutions when facing challenges in the market is effective leadership). Authentic Leadership Theory is defined as "A process that utilizes positive psychological capacities and highly developed organizational contexts, which results in greater self-awareness and positive self-regulated behavior by leaders and colleagues, which promotes positive self-development", which leads to positive organizational behavior [27]. Organizational leaders can play a proactive role in the development of OCB awareness by guiding employees to adopt extra-role behaviors. Intrinsic motivation is seen as mediating the Servant Leadership-OCB relationship in the context of the Jordanian telecommunications sector. The research model was developed for large-scale telecommunications companies so that it can be easily extended to large-scale organizations [28]. There is a significant relationship in the literature between the relationship of team commitment, human resource policy, self-concept and organizational citizenship behavior. The results of Sofiah Kadar Khan et al's research show that team commitment and self-concept play an important role in influencing OCB among employees in the fitness industry. Fitness facility management needs to encourage teamwork among their staff and also to increase the sense of belonging [29]. Organizational Culture has a significant effect on the company's competitive strategy, the learning organization has a significant effect on competitive strategy, but has no significant effect on company performance. In addition, the Competitive Strategy has a significant effect on the Company's Performance [30]. The results of the study show that in general OCB has a significant positive relationship with organizational factors such as job satisfaction, organizational justice, organizational commitment, organizational culture, management style and organizational motivation [31]. In a company, a study on Perceived Organizational Support (POS) on performance mediated by Organizational Citizenship Behavior (OCB) on employees of Kendari Express Enterprise shows that 1) Perceived Organizational Support (POS) has a positive and significant impact on employee performance. Perception of Organizational Support (POS) by employees includes; respecting employee contributions and extra efforts; employee complaints; employee welfare; notifying employees who are not doing a good job; caring about employees; attention to employees; and taking pride in employee success. 2). OCB has a positive and significant effect on employee performance. Attitudes and behavior shown by employees to the company expression at work are caring, discipline, positive attitude, kindness and awareness as a member of the organization/company. 3). Perceived Organizational Support (POS) has a positive and significant effect on OCB for employees. The better the perception of organizational support (POS), the better the attitude of OCB employees in showing their performance. 4). Perceived Organizational Support (POS) has a positive and significant influence on employee performance through OCB mediation on employees [32].

Other research shows that Transformational Leadership does not affect OCB, OCB directly affects employee performance, Transformational Leadership directly affects employee performance, job satisfaction directly affects employee performance, OCB does not mediate the effect of Transformational Leadership on employee performance, OCB mediates the effect of job satisfaction on employee performance. Based on these results, it can be interpreted that Transformational Leadership, job satisfaction and OCB are valuable components of an organization. This component can be a core competency to improve organizational performance. It is a source of organizational competitive advantage to face the rapidly changing business environment [33]. In addition to the strategic leadership aspects and IT performance, Organizational Culture and Knowledge Management are important factors that improve company performance. Therefore, there is a relationship between IT strategy and Knowledge Management, Organizational Culture and knowledge management, organizational learning and knowledge management, knowledge management and performance, IT strategy and performance, organizational culture and performance, and organizational learning and performance [34]. Furthermore, research conducted at the Ministry of Communication and Information Technology in Jordan shows that Idealized Influence, Inspirational Motivation, Intellectual Stimulation, and Individualized Consideration have a significant and positive effect on Organizational Learning at the Ministry of Communication and Information Technology in Jordan. Based on the results of this study, the researcher recommends managers and decision-makers at the Ministry of Communication and Information Technology in Jordan strengthen the capacity of leaders to increase loyalty and a sense of belonging to the work by involving subordinates in the decision-making process and solving problems encountered [35].

Research conducted by Lee and Yang Research aimed to investigate the effect of Learning Organizational Building activities on Organizational Citizenship Behavior (OCB) in business service firms providing converged services to

producers and the moderating role of Perceived Organizational Support (POS) between learning organization building and behavior. citizen organization. The results showed that both of the seven activities of building a learning organization and POS had a positive effect on employees' OCB. In addition, it also found that only one of the seven factors for building a learning organization, namely 'Strategic Learning Leadership' had a moderate role between the activities of building a Learning Organization and OCB [36]. Organizational culture to the organization which includes unique values, behavior, and psychology is needed by the organization. Furthermore, researchers also include beliefs, experiences, ways of thinking, and organizational expectations. Improving employee behavior to become OCB is needed by every organization. To present OCB to employees, a well-formed commitment is needed. The results of this study are as follows: 1) Organizational Culture can directly affect OCB and indirectly affect Organizational Culture on Organizational Commitment (as an intervening variable) then to OCB, 2) mediator plays a maximum role between organizational culture and OCB, 3) there is a significant indirect effect of organizational commitment on OCB through commitment intermediaries [37]. Furthermore, another study on people-organization theory, moving beyond the theories of motivation and social exchange relations frequently used in the commitment literature, shows that respect for people is an influential factor in OC for AC, while empowerment plays an important role in LO culture that is mediate the relationship between OC and AC. HRD practitioners must strategically plan organizational activities, norms, and policies that promote organizational learning processes and learning cultures to enhance AC [38]. For this reason, Organizational Learning and Knowledge Management need to be considered because they have an impact on organizational culture. to have a positive impact on Organizational Learning and Knowledge Management, Organizational Culture must contain certain assumptions, values and norms regarding four issues: individual development; change; interaction, cooperation and communication; and the environment. A review of research on the impact of Organizational Culture on Organizational Learning and Knowledge Management provides answers to two important questions posed in this article. As far as the mechanism of influence of Organizational Culture on Organizational Learning is concerned, the basic idea is that Organizational Culture positively impacts and stimulates Organizational Learning in the degree to which its assumptions, values, and norms are consistent with the activities it is taken to create and use. organizational knowledge. This study concludes that Organizational Culture is a key element of the context in which the process of Organizational Learning and Knowledge Management takes place in organizations, and it is one of the most important factors that develop from these processes and their effectiveness depends [39]. Transformational leadership has a positive effect on organizational performance and learning. This study also confirms a positive relationship between organizational learning and performance. This study is useful for managers in the telecommunications sector to understand the impact of transformational leaders to improve employee learning capabilities which ultimately improves employee

performance in the telecommunications sector [40]. The mediating effect of organizational culture on the relationship between Transformational Leadership styles and Organizational Learning is a response to many calls for further research in this area and will interest them in the field of Mahmoud Elshanti. Transformational Leadership has a significant positive effect on Organizational Learning and knowledge management process skills, and partially mediates the relationship between Transformational Leadership and Organizational Learning. In addition, a knowledge-intensive culture has strengthened the relationship between Transformational Leadership and knowledge management process capabilities. Originality/value: This is a comprehensive and unique conceptual model [41].

V. EFFORTS TO APPLY TRANSFORMATIONAL LEADERSHIP AND ITS INFLUENCE ON ORGANIZATIONAL CITIZENSHIP BEHAVIOR (OCB) IN THE INDONESIAN POLICE

This paper review OCF with several variables, Transformational Leadership as one of the independent variables which are assumed to influence police officers' perceptions of Organizational Citizenship Behavior (OCB) [42]. Leadership is an important component in management, especially in realizing and maintaining a police organization in the Regional Unit with the predicate of IZ. At present and in the future, all police organizations are striving hard to achieve their goal of achieving an Integrity Zone predicate. To build OCB in an era filled with changes and environmental challenges, of course, leadership is needed that can transform changes in the internal environment, especially in building a Police Organizational Culture that upholds the professional values of Tri Brata and Catur Prasetya as members of the police. Leaders play a significant role in the organization and help members achieve organizational goals and objectives. Leadership is a person's ability to motivate a group of organizational members to realize democratic policing that upholds new values such as accountability and transparency, prioritizes the public interest, and upholds justice and human rights [43]. Furthermore, in this study, Transformational Leadership becomes a predictor variable that has the characteristics of influencing individuals and encouraging spiritual and intellectual stimulation to members of the organization. Transformational Leadership Style is very strong in considering individuals, setting vision and goals, creating a culture of openness, trusting members to achieve goals and providing opportunities for members to maximize their potential. Therefore, the characteristics of this leadership style are interesting to study its effect on the perception of police officers about OCB. Following the nature of confirmatory quantitative research, the Transformational Leadership variable will be studied for its influence on Organizational Culture and OCB. The logical reason for choosing the Transformational Leadership variable in this study as a predictor variable is because Transformational Leadership is an important factor in predicting police officers' perceptions of OCB. OCB contains values that exceed the standard so members of the police need to be encouraged by leaders who can provide

values of transformation/change from current conditions to expected conditions.

Transformational leadership is needed today in police organizations because it has the potential to inspire members to do their jobs well, develop their skills to increase the intellectual level of organizational members, and exceed the work targets set. Transformational leadership can encourage followers to achieve more than expected. Transformational Leadership, provides high incentives to high-performing members, developing and encouraging the intellectual and creativity of organizational members, and transforming their concerns into an important part of the organization's mission. The realization of the unit area organization with the predicate of IZ is an important task for the police that must be supported by a leadership capable of directing its members to adhere to the values of accountability and realize the principles of good governance in policing. What is the relevance of OCB research to police work? The police agency is a law enforcement organization that has a role, duty and function to maintain security and public order, as well as to create a quality of life for citizens so the study and application of the OCB perspective is important. Although some say that the image of the police is to become a machine against crime [44], in reality many tasks are carried out by the police in providing services related to the community in addition to tasks related to problems of security and order disturbances. According to Bayley study, the main cause of crime is mostly caused by social and economic factors (poverty, unemployment, household, place of residence and the like), which these factors are variables that cannot be intervened by the police [45]. Therefore, an important role for members of the police is to prevent crime, provide services in law enforcement that is just and maintain public order [46]. To be able to carry out the police's roles optimally, namely preemptive, preventive, and repressive actions, it is necessary to have members who have OCB characteristics. OCB can support increasing organizational effectiveness if OCB behavior can be carried out by a large number of organizational members with a continuous time process [19]. There are several reasons why OCB can support increasing the effectiveness of an organization, among others, that: (1) OCB can improve the relationship between members, organizations and leaders; (2) providing flexibility in the use of resources for more productive purposes; (3) improve coordination between working groups in the organization; (4) assist the recruitment of the best employees into the organization; (5) improve the effectiveness of the performance of members and the organization; and (6) helping to increase the organization's ability to adapt to the dynamics of the changing external environment of the organization.

The OCB phenomenon is difficult to explain with the phenomenon of organizational behavior in organizations [23], meaning that the motivation for the OCB phenomenon is different from other work behaviors, so it is necessary to research the influence of factors that support the realization of OCB in police organizations. Three factors are assumed to have a positive influence on the emergence and development of OCB, namely: Transformational Leadership and Learning Organizations which are moderated by Organizational Culture factors. These three factors were chosen because of the necessity of being involved in changing any entity in the current era of digitalization and

social turbulence which is thick with the VUCA (Volatility, Uncertainty, Complexity, and Ambiguity) phenomenon. Leadership is always present and attached to every history of the rise and fall of a nation, organization, and all entities. Meanwhile, learning culture has been recognized as a determining factor for an entity to continue to exist and survive in the face of various changes and challenges. Meanwhile, Organizational Culture is a forum for the struggle for values that are believed, lived and protected by every organizational entity, including the learning culture and the core of the organization, namely leadership. The tasks faced by the police are often faced with conditions filled with uncertainty, given the dynamics of the social environment that is rapidly changing and developing so that the prevention and handling of criminal cases are increasingly varied, sophisticated and modern. Police officers have discretion in carrying out their duties in the field so that discretion must be addressed according to their best judgment and integrity. Police officers have sufficient discretion in carrying out their roles, but when police officers are not equipped with clear guidelines on how to use this discretionary policy, there is the potential for deviant behavior from the ethics of police officers. The interaction between the police and the community is not accompanied by sufficient direct supervision, even though the discretionary policies that can be carried out by the police are adequate, so this phenomenon is often referred to as street-level bureaucrats [47]. The performance and image of police officers are greatly influenced by how police officers use their policies properly and correctly in the field.

In the context of OCB research at the District Police Department with the IZ predicate, it is important to understand the phenomenon of irregularities committed by Indonesian Police (Polri) personnel, especially at the research locus. However, before looking at the specific microscopic at the research locus, it is necessary to understand the general condition of the Polri institution from the point of view of public opinion. Departing from the general picture of the National Police, namely the Trust Index to institutions in 2021 which initially increased to 80.2 points in November 2021 but fell at the end of December 2021 to 74.1 points. This data is in line with the sharpness of the public's assessment at the end of 2021 when several cases of irregularities by unscrupulous members of the National Police occurred such as the rape by the East Luwu Police Chief (12 October 2021), Polri members slamming students who were demonstrating in Tangerang (13 October 2021), the involvement of unscrupulous individuals. Members of the Lampung Police in the theft (18 October 2021), police officers using official vehicles for dating (21 October 2021), police officers asking for a sack of onions to replace the ticket (2 November 2021), and other cases recorded to degrade the image of the Police. The results of the Public Opinion Survey conducted by Politica Research and Consulting reflect several things, namely the public does not like the Police who abuse their authority, are arrogant, arbitrarily, accept bribes, are slow, and unfair, make it difficult for the community and carry out immoral actions. Meanwhile, the public likes the National Police who are exemplary, nurturing and protecting, mingling, authoritative, firm, willing to help, professional and disciplined. The three things he disliked the most were an abuse of authority (16.40%), arrogance (14.80%), and being

slow in handling cases (9.20%). While the three things he likes the most are being firm (11.30%), being kind (8.80%) and willing to help the community (7.50%) [48]. Another data source from the Research and Development of *Kompas* Newspaper confirms the dynamics of the public's assessment of the National Police. The *Kompas* Research and Development survey in June 2022 showed that the positive image of the Indonesian Police (Polri) was at 65.7 percent. This figure is the lowest in more than a year in the Kompas R&D survey. In January 2021, the positive image of the National Police reached 71 percent and skyrocketed to 78.7 percent in April 2021, placing it as a state institution with the best image after the military organization. However, after skyrocketing to 78.7 percent, the positive image of the National Police continues to decline. In October 2021, the image of the National Police is at 77.5 percent. The decline occurred more sharply in January 2022, namely 74.8 percent, then to 65.7 percent in June 2022. Research and Development *Kompas* noted that the National Police was in the spotlight because the public questioned its seriousness in handling criminal cases since the beginning of October 2021. For example, the rise of stories from netizens on social media who claimed to be dissatisfied with the handling of the police in responding to reports of cases of sexual violence. Several videos showing police violence have also circulated on social media. In addition to public dissatisfaction with handling criminal cases, the National Police also received attention when placing Brotoseno (a middle-level commissioned police) as an investigator at the Criminal Investigation Agency.

Regarding the results of the Kompas Research and Development survey, the Deputy Coordinator of the Commission for Missing Persons and Victims of Violence (CMPVV) Rivanlee Anandar said that it was natural for the public's assessment of the Police to decline. According to Rivanlee, so far the corrective measures taken by the police are reactionary and only focus on improving the image. In addition, the implementation of the Precision Police concept is more trapped in jargon than implementation in the field. The latent problem that causes the performance of the Police to be criticized by the public has not been optimally addressed, namely the culture of violence. CMPVV also highlighted the issue of police work not being optimal without the distribution factor on social media. This prompted the emergence of several hashtags, including #PercumaLaporPolisi, #1Day1Oknum, #NoViralNoJustice, and #ViralForJustice. Several cases related to these hashtags were handled quickly by the police. On the other hand, cases that are not in the spotlight are left idle for a long time. The failure to identify problems, according to Rivanlee, shows a fundamental problem for the police, namely the failure to identify problems. There is also a tendency to be discriminatory and sort out cases to be followed up, especially if the case in question is politically charged [49]. The general description above will be confirmed with data at the regional level and will serve as a comparison for the District Police Department which will be the locus of OCB research. The 7 District Police Department with the predicate IZ at the East Java Regional Police will be the research locus consisting of the Surabaya Police, Sidoarjo Police, Jember Police, Banyuwangi Police, Gresik Police, Situbondo Police, and Mojokerto City Police. The data on these District Police Departments throughout 2018 to 2021

can illustrate that the number of crimes (total crimes) generally declines, the number of case settlements (crime clearance) is relatively dynamic following the trend in the number of cases, and the performance of case settlements (clearance rate) shows a fairly large disparity (Figure 1).
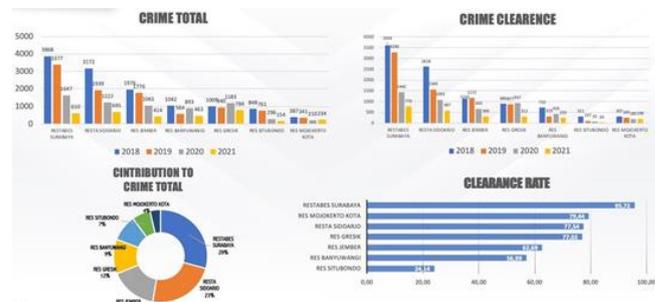

Figure 1. Profile of the Number of Crimes and Their Settlement at District Police Departments with the predicate of IZ
Source: East Java Regional Police *Bidpropam* 2021 [50]

Meanwhile, it is associated with Figure 2 where the number of criminal, disciplinary, and code of ethics violations is evenly distributed according to the proportion of vulnerability and the level of performance of the regional unit.
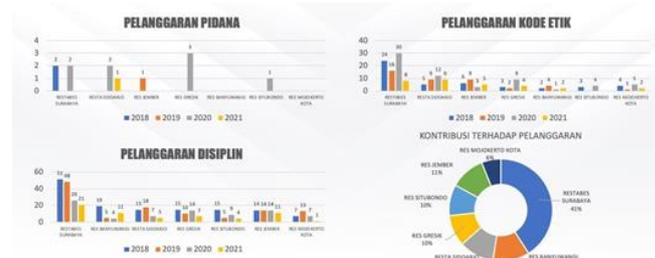
Figure 2. Profile of the Number of Discipline (*Pelanggaran disiplin)*, Code of Ethics (*pelanggaran kode etik*) and Criminal (*pelanggaran pidana*) Violations at District Police Department with the predicate of IZ
Source: East Java Regional Police Bidpropam 2021 [50]

It can be seen the relationship between the level of vulnerability, performance and violations associated with the authority of the police. The higher the vulnerability in an area and the higher the performance of handling cases in an area that is related to the authority of the police, correlates with the high number of violations of discipline, code of ethics and crime in *Polri* personnel. This indicates in line with the results of the Politica Research and Consulting survey that the biggest violation is the abuse of authority, where the opportunity for the police to commit a violation is due to abuse the authority they have, either in the context of duty or outside of duty. The study of OCB, including the provision of services by police agencies, becomes very critical in the context mentioned above because the decision to use policies responsibly and with quality can reflect on the delivery of better, professional and quality services. Some police experts view that the police paradigm is too law enforcement oriented and has not done much with the crime prevention paradigm. For example, a problem-oriented policing strategy is a paradigm that prioritizes crime prevention with a proactive policing approach. In this context, the partnership between the police and the

community becomes very important and strategic. Therefore, the community is the main stakeholder of the police in preventing crime and creating security and public order. Apart from the partnership between the police and the community, another thing that is no less important in crime prevention is the role of the police as problem solvers. Every member of the police must have the ability to solve problems so that every small problem can be handled completely from the lowest level. The OCB perspective and its dimensions have relevance and relevance to the characteristics of police work, namely: Organizational Loyalty, Service Delivery, Altruism, and Compliance. Considering the role of excellent service by the police, of course, the concept of OCB that is related and relevant for members of the police is OCB which has been used and identified in previous research for organizations that have service characteristics. Members of the police have the main role and function of interacting with the community to carry out their main duties in preventing and enforcing the law. Police members who are in contact with the community act as strategic liaisons between the external environment consisting of citizens and the general public and the internal environment of the police institution. Officers can provide valuable information about the needs of citizens so that the police agency can improve the quality of service to the community. The provision of services can include individual initiatives through positive discretion and integrity so that public service in the field of security and order is a fundamental principle to meet the changing needs of community members [51]. Therefore, the second dimension of OCB that is relevant and related to the duties of members of the police is the dimension of quality service delivery.

Another major dimension of OCB that is related and relevant in research involving members of the police is the Compliance Dimension [18, 52, 53]. In general, compliance can be interpreted as a sense of compliance with organizational regulations, maximizing organizational resources, reducing high absenteeism, using time off with permission and according to regulations, and using organizational resources efficiently and effectively [18, 54, 55]. The dimensions of compliance and efficient and effective use of time can be considered as part of the OCB dimension [16]. Police officers' behavior undermines the legitimacy of the organization, such as doing things that violate the code of ethics, neglecting their duties during working hours, not showing interest in work and using organizational resources in inefficient ways which are considered contrary to the Compliance Dimension [56]. Therefore, the third dimension of OCB that is considered relevant and related to members of the police is the Compliance Dimension [23]. The next OCB dimension that is relevant and related to the police in this study is the Dimension of Unselfishness (Altruism) which is a behavior that directly and intentionally aims to help fellow police officers in their work. Examples of this dimension are helping recruits or helping fellow police officers who have a heavy workload [23]. The dimension of Selflessness (Altruism) refers to a situation that members of the organization voluntarily carry out work and help fellow members of the organization, even though they are not asked or ordered to do so [57]. In contrast, the Selfish Dimension is a behavior that is less motivated to help the work of fellow members of the organization and tends to have selfish behavior. Selfish behavior includes behavior that does not like helping co-workers and generally wants to carry out work with special orders and prioritizes self-interest [58]. Dimensions of Selflessness and Compliance are OCB dimensions that have been widely used and identified in research [18]. The assumption is that the two dimensions mentioned above in the OCB concept tend to have similarities in both private organizations and police organizations, especially the influence of these dimensions on OCB behavior. Consistency and differences in empirical findings from the OCB phenomenon in research at police institutions with the predicate IZ are believed to broaden knowledge about the application of the OCB concept in an organization.

The dimensions of loyalty and service in OCB are dimensions that have been researched and identified [51]. Bettencourt, et al., study found that these dimensions are more relevant and related to service-oriented organizations. Thus, the police institution is included in the category of service-oriented organizations according to the vision and mission of the National Police, namely: "The realization of excellent public order and security services, the establishment of law and strong domestic security and the establishment of proactive police synergies". These two dimensions (Loyalty and Service) also seem to be appropriate and relevant to police institutions in addition to the previous two dimensions, namely the Unselfish and Compliance Dimensions. Therefore, research on OCB in this study was placed as the dependent variable and examined from the factors of Transformational Leadership and Learning Organizations, with Organizational Culture moderation to see the factors that most strongly influence OCB of police officers. The next important variable in the context of quantitative research that is assumed to influence the perception of police officers at the District Police Department level with the predicate IZ about OCB is Organizational Culture. Although research in policing generally assumes that there is a relationship between Organizational Culture and policing practices, there is not much empirical evidence validating the relationship between Organizational Culture and OCB. Culture, in general, can be described as a complex set of values, attitudes, symbols, rules, and practices. Discretionary choices are influenced and informed by cultural practices that have developed in police culture and are arguably difficult to control. Although wisdom is associated with negative connotations, positively describes it in his report on the Brixton riots as the art of taking action against certain circumstances, as the better part of police courage [59]. However, one of the problems with wisdom is not that it exists, but how it is done. Some groups or community members are more likely to be harmed by the exercise of police powers and policies than others. According to Wilson, there are three forms of policing organizations, namely legalistic, watchman and services. Each form is very effective in shaping the behavior of members of the organization and shaping the organizational structure of the police force. The watchman style of policing holds a great deal of discretion and focuses on maintaining order in societies with high crime rates. In the legalistic style, members of the police force are governed by the policies of the police organization and lack discretion. In the service style, the behavior of the police is between the watchman style and the legalistic style, which is related to

how members of the police respond to issues of maintaining security and order. In this form of organization, members of the police take police action in the context of maintaining security and order more seriously.

Researchers pay a lot of attention to the organizational culture of the police. Research finds that police culture is very informative in explaining the behavior of police officers in America. Karatay study is one of the researchers who has conducted a study on the patterns of police culture and has considered the perspective of police organizations in America as very important [60]. Karatay's research has shown that the behavior of police officers is shared by values, norms and behavior patterns in their work, which may differ from individual and social perspectives. For example, a study conducted by Skolnick on police culture found different working personalities of police officers [61]. Similarly, a study conducted by Muir describes a certain typology of police attitudes and "police cynicism" is noted as a form of the cultural dimension of the police organization. Therefore, one of the variables that are assumed to affect the perception of police members towards OCB in this dissertation is the organizational culture of the police [62].

The next variable that is the focus of the research is Learning Organizations which are assumed to influence the perception of police officers on organizational citizenship behavior in organizations with the predicate of IZ. In general, a Learning Organization is a change or advance of a person's mental patterns and organizational norms, procedures or rules through the creation or acquisition of new knowledge. OCB as behavior that exceeds the implementation of formal tasks needs to be supported by the mindset and behavior patterns and attitudes of police officers that lead to the interest in implementing OCB. Learning organization theory is a view that focuses on changing the mindset of organizational members so that it affects the realization of OCB in police institutions.

Learning Organization emphasizes that an organization will be more effective, competitive and successful if the organization adapts the thinking of the Learning Organization. Senge's study suggests that learning organizations have five characteristics, namely: personal mastery, mental models, shared vision, team learning, and systems thinking. These five things are needed to create a Learning Organization [63]. The characteristics of the Learning Organization developed by Senge include continuous learning opportunities, using learning to achieve goals, linking individual performance and organizational performance, encouraging dialogue and inquiry, so that organizational members feel comfortable in dialogue, encouraging creativity as a source of energy and renewal, and continuously interacting. with the environment. Characteristics of the Learning Organization as a whole are expected to be able to transform the values of change following the development of the organizational environment. Police organizations with the predicate IZ will need organizational citizenship behavior and of course require organizational members who have innovative, creative and integrity values as expected. Research conducted by Eisenberg, et al. study shows that the survival of today's organizations depends on their ability to learn how to improve efficiency and performance correctly and quickly and adapt to a changing environment [64]. Creating

an organizational learning culture has achieved improvements in organizational sustainability. Several variables were empirically tested as determinants of sustainability behavior without understanding and developing the five interrelated learning organizational subsystems such as those based on the experience of Marquadht study for 15 (fifteen) years of interacting with various learning organizations. The five dimensions of a learning organization include (1) learning; (2) organizations; (3) people; (4) knowledge; and (5) technology. The five subsystems are important elements for the sustainability or continuity of the organization [65]. The learning organization variable with these five dimensions is one of the variables that is assumed to affect the OCB of police members at the District Police Department with the predicate of IZ. As described in the background and significance of the research, the title of this study describes the study of the influence of the variable Transformational Leadership and Learning Organizations moderated by the Organizational Culture variable on the OCB variable. The main purpose of this study is to show the behavior patterns of police officers at the District Police Department with the predicate IZ by focusing on OCB and its relationship to factors that theoretically and empirically affect OCB.

One of the determinants assumed to have an effect on OCB in this study is the Transformational Leadership Style which is a contemporary leadership style in transforming changes in values and behavior that theoretically affect OCB behavior. The theoretical basis of OCB and its determinant factors are studied to identify and measure the key characteristics. Theoretically, to be more specific, this research was conducted to further illustrate the foundation of OCB, by directing attention to the most influential approach and perhaps the "building block" for the realization of "extra-role behavior" which is the essence of OCB. Attention is also focused on the variable Learning Organization "Learning Organization" because theoretically, the Learning Organization is a new paradigm of the organization that emphasizes the importance of a learning culture for *Polri*'s human resources to create a Learning Organization. Learning Organizations are needed to be able to put forward the importance of the quality and professionalism of the organization's human resources in creating a Learning Organization. The police organization, which is characterized by bureaucratic characteristics, seems to be no longer suitable to face the changing environment that is increasingly advanced and complex. Learning Organizations are expected to be able to transform new values that are in line with the nature of OCB behavior in realizing organizational goals. OCB behavior certainly needs to be supported by an organizational environment that is not rigid, so that it limits the innovation and creativity of organizational members. The rationale for using the Transformational Leadership variable in this research model as a predictor variable is because Transformational Leadership is an important factor in predicting police officers' perceptions of OCB. OCB contains values that exceed the standard so that police officers need to be encouraged by leaders who can provide values for transforming changes from current conditions to expected conditions. Furthermore, Transformational Leadership is theoretically expected to influence OCB behavior because Transformational Leadership is a leadership style that

transforms changes in the organization according to the challenges and dynamics of external changes that affect the organization. Theoretically, the Transformational Leadership style is a leadership style that seeks to influence the behavior of organizational members to implement and realize new values and work patterns in the organization. OCB behavior must be internalized into the work culture of organizational members so that building OCB Organizational Culture is influenced by the Learning Organization and Transformational Leadership style. Organizational culture, which is assumed to be a mediating variable in this study, is theoretically also influenced by the leadership [66]. Leadership and Organizational Culture are like "two-side at the same coin" which implies that Organizational Culture is formed by Leadership, and Organizational Culture that has been internalized into organizational life will demand the presence and existence of leaders who can maintain the values that have been internalized into behavior. and habits of organizational members. Thus, it can be underlined that the rationality of choosing a title leads to the OCB Behavior variable which is internalized in the police organization, theoretically assumed to be influenced by the variables of Transformational Leadership, Learning Organizations, and Organizational Culture.

Government policies regulated in the Utilization of State Apparatus and Bureaucracy Reform Indonesia Ministerial Regulation Number 52 of 2014 concerning the Development of the Integrity Zone which has been updated with the Utilization of State Apparatus and Bureaucracy Reform Ministerial Regulation Number 10 of 2019, are fundamentally aimed at creating a pilot organizational model. For the *Polri* institution, which has initiated reforms since 1999, this IZ development policy is very much in line. So since 2014, the National Police has been trying to implement this policy by creating law enforcement agencies that are oriented towards improving performance and public services, supporting the legal order and upholding the rule of law which is the main pillar of democracy in Indonesia. Therefore, the development of IZ in police institutions is focused as an important strategy to reduce problems of integrity, accountability and quality of organizational performance. Integrity development in running the government [67], through the role of state apparatus, including police officers, can be seen from two indices, namely: Government Effectiveness Index and Corruption Perception Index (Utilization of State Apparatus and Bureaucracy Reform Ministerial Regulation Number 52 of 2014). Assessment of the National Police from 2015 to 2017, the Government Effectiveness Index showed a significant increase of 19 levels from rank 103 to rank 84, as well as the Corruption Perception Index which rose from rank 96 (score 37) in 2017 to rank 89 (score 38) in 2018. The Corruption Perception Index as seen from the Public Service Perception indicator and Anti-Corruption Perception indicator increased at all levels of government, indicating that the public is more satisfied with public services, the lower level of corruption perceived by the public, as well as improving levels of trust, satisfaction and public legitimacy on the performance of the Indonesian government in a democracy. In essence, the work police have discretion in carrying out their duties, so that members of the police can choose to follow one of several discretionary actions they

have. As bureaucrats at the street level, members of the police have a lot of discretion with very limited supervision [47], so the amount of discretion can potentially lead to abuse of authority by members of the police [22]. The American Bar Foundation study found that the criminal justice system brings legal practice to be more harmonious than the law in books [22].

II. CONCLUSION

The results of the review show the importance of Learning Organizations in OCB. Therefore, leaders need to develop new ways that are up to date but still maintain the old ways that are still efficient to be applied, so that the value of Transformational Leadership can increase which has a good impact on Organizational Culture and Organizational Citizenship Behavior (OCB) of Indonesian Police Members.

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