

## A Critical Review of The Role of Strategic Leadership, Organizational Learning, and Organizational Culture: The Case of The Timor-Leste National Police

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### Article History:

Received: 21 Mei 2023

Revised: 27 Mei 2023

Accepted: 28 Mei 2023

**Keywords:** *Critical Review,  
Strategic Leadership,  
Organizational Learning,  
Organizational Culture*

**Abstract:** *Every Organization will strive to achieve its goals. This is the logical consequence of the establishment of the organization. Especially in today's world development that is increasingly rapid with changes, this requires every organization including all public institutions to be able to adapt so as not to be left behind in realizing its vision, mission and goals. Moreover, it is realized that one of the things needed in achieving organizational goals is to improve organizational performance. For this reason, every organization must have the right strategy and be able to face challenges as well as be able to provide solutions to the problems they face. An organization in carrying out its plans and strategies requires strategic leadership that can drive all the potential of the organization to achieve the goals of the organization. In this case, all organizational units ranging from organizational leaders to members must cooperate and support each other, for that mutual commitment is needed in carrying out their respective functions in order to achieve common goals. Furthermore, Organizational Learning can be said to be an organization that has the ability to always improve performance continuously or continuously because its members have individual commitment and ability to learn and share knowledge at a high level. For this reason, a conducive organizational climate is needed in order to create enthusiasm in achieving organizational performance. However, to achieve a good organizational climate is not easy, efforts are needed on how to unite organizational members as a solid work team and have the same motivation at work, the organizational climate will determine whether someone can carry out duties and responsibilities and in organizational behavior, Good behavior of organizational members or often known as*

*Organizational Citizenship Behavior (OCB) is very important to have because it will contribute positively to the quality of work and organizational performance.*

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## **INTRODUCTION**

After East Timor de jure separated from the Unitary State of the Republic of Indonesia, through a referendum in 1999. Juridically the presence of the UN Government in Timor Leste based on UNSC Resolution Number 1272 (1999) dated 25 October 1999 based on the mandate of the UN Security Council, in accordance with Chapter VII of the UN Charter, has taken a decision on the establishment of the United Nations Transitional Administration in East Timor (UNTAET) led by Mr. Sergio Viera de Melo. The presence of the United Nations Police (UNPOL) in Timor Leste, from the Civilian Police component donated by countries to the UNTAET Transitional Government in Timor-Leste to establish security and to maintain law and order throughout Timor-Leste, in accordance with UNSC Resolution No. 1272/1999. CIVPOL/UNPOL carries out duties and authorities directly responsible to the UN envoy in Timor Leste. CIVPOL/UNPOL Police organizational structure adjusted UN Transitional Government Organizational Structure in East Timor.

In 2000 UNPOL began recruiting Timorese children, including former Indonesian National Police (POLRI) who decided to stay in East Timor to be trained in Timor-Leste Police Services (TLPS). The first batch of education and training by UNPOL was inducted into the police on March 27, 2000, so that date was used as the anniversary of the PNTL institution until now. The international community through various bilateral cooperation plays an important role in institutional development and also training for PNTL. The regulation that overshadows PNTL is Decree-Law No. 8/2004 concerning The Organic Law of The National Police Of Timor-Leste (PNTL). In 2006 there was a political crisis in the PNTL. The destruction of this institution is the culmination of various problems that befall PNTL, both individual and institutional. As outlined by the International Commission of Investigation in 2006, the PNTL institution is often politicized by its leaders. Divisions within the PNTL were due to political, educational, and historical backgrounds (between former members of the National Police and former members of the resistance). Moreover structurally, this institution is under the PNTL Home Affairs, so the Minister of Home Affairs easily politicizes the PNTL institution and intervenes in various operations. One of the most important mandates of the UN force since 2006 has been the task of reorganizing the Timor-Leste National Police (PNTL) which was torn apart by internal strife and rebellion and ended with riots in 2006. This task was carried out by about 1500 personnel from 40 countries sent by the UN to Timor-Leste and the result, according to the UN Secretary-General's Special Envoy for Timor-Leste Finn Riske-Nielsen was quite 'successful'.

## **RESULT AND DISCUSSION**

### **POLICE MISSION**

The mission of the East Timorese police is regulated in Section 147 of the Constitution of the Democratic Republic of Timor-Leste which regulates the Police and security forces states that:

1. The police shall defend the democratic legality and guarantee the internal security of the citizens, and shall be strictly non-partisan;
2. Prevention of crime shall be undertaken with due respect for human rights;

3. The law shall determine the rules and regulations for the police and other security forces. Then explicitly regarding the "nature and mission" of the Timor-Leste police is regulated in Article 1 of Decree-Law No 9/2009 concerning the Organic Law of Timor-Leste's National Police (PNTL) which states that:

1. Timor-Leste's National Police, hereinafter referred to in short as PNTL, is a security force whose mission is to defend democratic legality, guarantee people's security and property, and safeguard citizens' rights in accordance with the Constitution and the Law.
2. Whereas, with regard to its strategy and approach to policing, PNTL shall have the characteristics of a community police, its nature shall be identical to that of the military insofar as its organisation, discipline, training and personal status are concerned without however constituting a force of a military nature.
3. PNTL shall be strictly non-partisan and shall exercise its activities exclusively at the service of the State.
4. PNTL shall have its own legal personality, shall be directly subordinated to the Ministry of Defense and Security, and shall have a single system of organisation for the whole national territory.
5. PNTL shall be hierarchically organised at all levels of its structure and its members shall obey the command hierarchy.

The organizational structure of PNTL is based on Article 9 of Decree-Law No 9/2009 which describes the organizational structure of the relationship between the Police and the Government level or level, the level of the Police at the level of the Central Government and Local Government, namely: The National Police of Timor Leste (Comando Geral da PNTL) is directly responsible to the Minister of Defense and Security (Ministério Defesa e Segurança), The District Police (Comando do Distrital da PNTL) is at the level of the Regency / City Government (Distrito) and the Police Police (Esquadra da PNTL) is at the level of the District (Sub Distrito).

Polícia Nacional de Timor-Leste (PNTL). The PNTL is the National Police of East Timor responsible for East Timor's internal security under the PNTL of Defence and Security (Ministério da Defesa e Segurança) specifically the State Secretariat for Security Affairs (Secretaria de Estado da Segurança). Now PNTL is under the control of PNTL Interior (Ministério do Interior). PNTL was established on 27 March 2000 when Timor-Leste was still under the administration of the United Nations (UNTAET) with its Commissioner being the Superintendent (Superintendente).

Police Institution as an organization, the main concern factor in an organization is people, because humans play a major role in an organization. So humans, must be managed as employees and not as machines. Therefore, the organization must manage employees as the main and important factor for the success of the organization. According to Wirman & Alwi (2014), The role of humans is very important in every achievement of organizational goals, both private and government organizations, so that the element of labor or staff needs to be considered properly by the management or leaders in each agency. Therefore, employees are given proper motivation in order to work with good achievements.

#### **POLICE ORGANIZATION DEVELOPMENT**

The development of good human resources and using them appropriately can help government agencies become dynamic and achieve maximum work performance, work motivation can be increased in order to get civil servants in professional government agencies. Human resource development in question is withdrawal, training and promotion of positions or

ranks. The performance of an institution such as the police, the role of leaders is one of the keys to the successful delivery of public services. Therefore, to realize the services of police institutions to the community, the performance of each member is needed professionally. This means that leaders in police institutions must be able to encourage their members to work with high work performance. (Solikin, 2019). The concepts of universal policing, the duties and functions of PNTL are contained in the RDTL constitution and laws, to the philosophy adopted by PNTL, it is necessary to organize and build police institutions that are able to answer the needs for public security and order. Therefore, PNTL institutionally should prepare reliable human resources to ensure the stability of the State in accordance with applicable regulations. The Timor-Leste National Police (PNTL) was established on 27 March 2000 by the UN Transitional Administrator UNTAET under UNTAET Regulation No.11/2000 under the name Timor Leste Police Service (TLPS) which was later renamed to PNTL by Decree Law No.8/2004 until now.

To realize this, PNTL institutionally strives to build strong foundations in order to carry out its duties properly and optimally, especially in providing maximum service to the community. This is a must as an institution or organization that has the authority to set plans and strategies in developing the State.

Currently the PNTL is headed by a Commanding General with the rank of Commissioner (Comissário). Data from the Polícia Nacional de Timor-Leste (PNTL) show that the number of Polícia personnel serving from headquarters to Esquadra level in the present sub-district of East Timor is shown in Table 1.1 below.

**Table 1. Number of Officials in Policia in East Timor in 2022**

No	Rank/Group	Total
1	General Commander and the Second Commander	2
2	Unit Commander dan Division Headquarters	16
3	District Commander	14
4	Section chiefs in District	70
5	Station Commander	130
6	Post Commander	26
Total		258

**Source: Polícia Nacional de Timor-Leste. 2022**

Every organization will strive to achieve its goals. This condition is a logical consequence of the establishment of the organization. The Government of Timor-Leste as an organization also strives to realize its objectives as written in article 6 of the Constitution of the Democratic Republic of Timor-Leste concerning the objectives of the State which includes PNTL. In today's world development that is increasingly rapid with changes, this requires every organization including all state institutions to be able to adapt so as not to be left behind in realizing its vision, mission and goals. Moreover, it is realized that one of the things needed in achieving organizational goals is to improve organizational performance. For that every Polícia Nacional de Timor-Leste (PNTL) in Timor-Leste must have the right strategy and be able to face challenges as well as be able to provide solutions to the problems it faces.

Human resources play a very dominant role in an organizational activity, because the

ability of human resources of members of the organization in carrying out the tasks given will affect the success or failure of the organization in achieving its goals. Changes in the increasingly complex and competitive organizational environment require every organization to be more responsive in order to survive and continue to grow. Polícia Nacional de Timor-Leste (PNTL) in Timor-Leste must also understand the changes that occur as the dynamics of world development. The phenomenon that exists in the Polícia Nacional de Timor-Leste (PNTL) in Timor-Leste is currently getting a lot of attention from the public because it is considered that it has not provided maximum performance to the community. Many unpositive assessments were given to the performance of the Polícia Nacional de Timor-Leste (PNTL) in Timor-Leste. This is due to the lack of bureaucratic mentality from the mentality of the ruler to the servant of the public. It is often said that organizations always face change, and in supporting organizational change, it is necessary to change the ability of organizational members. The process of aligning organizational changes with changes in organizational members is not easy, so the role of the leader is needed as a role model in the organization and must be able to set a good example to his employees so that the organization can achieve its goals, And that change must start at the very top, the leader himself. According to Filstad & Karp, (2020), leadership as a practice, requires the importance of structural, cultural and contextual conditions as well as the nature of emerging and dynamic leadership practices. Identification of important practices of dynamics consists of 4 things, namely producing, linking, interpreting / interpreting and negotiating In the administration of state life, PNTL as a state institution needs to organize itself to become a professional, effective and efficient organization to carry out law enforcement duties. To perform its professional duties, PNTL needs effective and accountable leadership in order to influence members to work in accordance with the objectives of the institution. A good promotion mechanism is a mechanism that has, is transparent and accountable based on work skills, seniority and educational background. If the promotion mechanism is not good, it will lead to internal conflicts as occurred in the 2006 crisis and the credibility of PNTL leadership can decline due to lack of transparency and accountability in promotion.

Related to education and training, Practical guidelines for the training of European Council police It is recommended to police personnel from sergeant to high-ranking officer level to understand the concept of security and human relations in multicultural because these levels require comprehensive analytical power. The concept of security starts from human security, food security, environmental security, security threats and other potential conflicts in order to allocate appropriate resources and other decision-making effectively.

#### **EFFORTS TO IMPROVE THE PERFORMANCE OF POLICE ORGANIZATIONS**

To improve optimal performance in accordance with the principles of completion of work in accordance with time, The quantity, quality, planning, cooperation determined by the institution or department requires more efforts, including requiring strategic leadership that is able to be a driving force that encourages organizational change, efforts to improve the ability of employees through organizational learning, maintaining a conducive organizational culture which in turn can improve PNTL performance. The role of leadership is very strategic and important in an organization as one of the determinants of success in achieving the mission, vision and goals of an organization. So important is the role of leadership in an organization is a focus that attracts the attention of researchers in the field of organizational behavior. The quality of the leader is often considered the most important factor determining the success or failure of an organization. Talking about leadership, there are many notions of leadership that have been



conveyed by experts. Peter & Waterman (1982) define leadership as a message that includes, among other things:

1) Leadership is concerned with sensitivity to direction and vision and instilling that vision in members of the organization.

2) Leadership includes cooperation with others, perhaps in a team, and maintaining relationships with members of the organization.

3. Leadership is a process that carefully involves attention to detail.

An organization in carrying out its plans and strategies requires leaders who can mobilize all the potential of the organization to achieve the goals of the organization.

In this case, all organizational units ranging from organizational leaders to members must cooperate and support each other, for that mutual commitment is needed in carrying out their respective functions in order to achieve common goals. The role of the leader in this case must be as a figure who can create a good working atmosphere for members of his organization and always provide support if members of the organization get obstacles in carrying out their duties. The leadership role begins with the determination of organizational plans and strategies until the implementation and evaluation of the activities that have been carried out whether they have realized the vision and mission can be realized properly. For this reason, there needs to be support from all parties in the organization in order to work together to achieve optimal performance. The concept of the importance of leadership stems from the thinking of Peter & Waterman (1982) which states that leadership is related to the ability to direct and cooperate with others. Wright (1998: 245) states that the need for leadership in the context of strategic implementation requires three important things, namely, strategic leadership, power, and the ability to create an organizational culture that is conducive to strategic implementation.

Based on the ideas of Peter & Waterman (1982) and Wright (1998), it can be said that leadership is how to use existing capabilities and use their influence to ensure that members of the organization can carry out their duties and responsibilities optimally to ensure the implementation of activities in accordance with a predetermined plan.

The ability of leaders to implement their strategies effectively is shown by having the ability in terms of Strategic Leadership, Power and the ability to shape organizational culture. Strategic Leadership is concerned with setting direction through developing and communicating future visions and to motivate and provide aspirations to members of the organization to go in a predetermined direction in accordance with planning. In addition to strategic leadership, a strong authority (power) is also needed to be able to move all elements of the organization in achieving the goal of improving organizational performance. Another thing that is no less important in strategic implementation is also directing and creating an organizational culture that is conducive to being able to implement strategies effectively (Wright 1998: 245). Garvin (2000: 11) states organizational learning as organizational skills to create, obtain, interpret, transfer and share knowledge, which aims to modify its behavior to describe new knowledge and insights. Organizational learning indicators developed by Senge (1994) consist of systems thinking, mental models, personal mastery, team learning, and shared vision. Organizational learning will produce reliable resources in the organization both in terms of knowledge and skills that will ultimately have the ability to realize predetermined organizational goals. Organizational learning is an organization that in a planned and continuous manner can provide new understanding to members of the organization to be able to develop themselves and have the ability to succeed the programs determined by the organization. Furthermore, organizational learning can be said to be an organization that has the ability to always improve performance continuously or continuously

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because its members have individual commitment and ability to learn and share knowledge at a high level. Organizational learning is also an expression that describes an organization as an integrated and ever-changing system, because individual members of the organization experience a learning process based on their work spirit. The individual learning process occurs if members of the organization experience a process of understanding new concepts, which is followed by increasing the ability and experience to realize these concepts, resulting in changes or improvements in the added value of the organization. (Tjakraatmadja, 2006:123). Organizational learning is an organization that realizes the importance of training and development for members of its organization related to sustainable performance so that it wants to make the right decisions in improving the capabilities of its organization.

In an effort to achieve organizational goals, an atmosphere and conditions are needed that can provide comfort to members of the organization in order to carry out their duties properly. For this reason, a conducive organizational climate is needed in order to create enthusiasm in achieving organizational performance. However, to achieve a good organizational climate is not easy, efforts are needed on how to unite organizational members as a solid work team and have the same motivation at work.

Organizational culture has recently often surfaced and become the subject of discussion and study, both among practitioners and scientists. Many discussions and seminars are organized by various parties who seek to express matters related to the creation and development of organizational culture. These symptoms simply show that organizational culture is felt to be important and certainly felt to have direct or indirect benefits for organizational development. Like cultures in a region, organizational culture also has taboos that regulate the organization to act towards fellow members of the organization and towards people from outside the members of the organization, so an organization also has a culture that regulates how its members behave. This is called organizational culture, by knowing organizational culture we can find out how organizational culture affects employee attitudes and behavior, where the organizational culture comes from, and whether the organizational culture can be regulated or not.

According to Richard West and Turner in their book Introduction to communication theory analysis and application, organizational culture in the context of communication is a scope of symbols. communication, (actions, routines and conversations) and the meaning that people attach to the symbol. In the context of the company, organizational culture is considered as one of the strategies in achieving goals and power. If the culture of such an organization is considered as a symbolic set that is communicated to members of the organization for organizational control, then communication symbols (actions, routines and conversations) can be interpreted as the formation of understanding, the communication process itself becomes the main center of attention, since it is this process that constitutes the formation of such meaning.

Organization is symbolic behavior, and its existence depends on shared meanings and on interpretations acquired through human interaction. Organization "depends" on the existence of a common mode of interpretation and shared understanding of experience that allows daily activities to become routine or so on. When groups encounter new situations, new interpretations must be formed to maintain regular activity (Rohim, 2002: 150).

One of the activities that is often encountered by the community and forms various interpretations is the performance of the police. The performance of the police in Timor-Leste lately has many different understandings, ranging from ritual understanding, politics, socializing and enculturation. Some cases that occur in the police seem dramatic. For example, the image and performance that occurred in PNTL, namely the case of "excessive use of violence" some

even say "Remove PNTL leadership". On the other hand, the establishment of the PSIK Criminal Investigation Agency (Polisia Sientifika Investigasaun Kriminal) under the Ministry of Justice which took part of PNTL's authority, especially cases of crimes such as "Serious crime" That is, there is a kind of degradation of strong public trust in PNTL. Although the case cannot generalize PNTL as a whole. That is, there is a strong degradation of public trust in PNTL, although the case cannot generalize PNTL as a whole.

There are many dimensions that distinguish culture. This dimension influences behavior that can result in misunderstandings, uncertainty or even conflict. The concept of culture originally originated in the field of anthropology and was given its place early in the development of the science of organizational behavior, by Morrey and Luthans 1987. Meanwhile, according to Schien, organizational culture can be found in three levels (Hatch, 1997), namely:

#### 1. Atefak

At this level culture is visible but often indefinable, e.g. the physical environment of the organization, technology and the way it dresses. Analysis at this level is quite complicated because it is easy to obtain but difficult to interpret.

#### 2. Value

Values have a higher level of consciousness than artifacts. This value is difficult to observe directly, so to conclude it often requires interviews with members of organizations in key positions or by analyzing the content of artifacts such as documents.

#### 3. Basic assumptions

At this level culture is taken for granted, invisible and unconscious. This assumption is a reaction that starts from the values supported. When assumptions have been accepted then consciousness will be left out. In other words, the difference between assumptions and values lies in whether the values are debated and accepted as they are or not. Schein provides some basic assumptions that shape organizational culture. These basic assumptions can be used as a tool to assess the culture of an organization, because the assumptions are believed by members to be true and therefore influence what they understand, think and feel.

In organizational behavior, good behavior of organizational members or often known as Organizational Citizenship Behavior (OCB) is very important to have because it will contribute positively to the quality of work and organizational performance. Through organizational citizenship behavior, organizational leaders are expected to understand the existence of their organizations with all limitations and have a commitment to the effectiveness of organizational functions.

When organizations are faced with various situations that are less conducive and the quality of work life declines, the extra role of OCB behavior needs to be supported. As a member of a good organization, you will still behave positively and be willing to show a variety of work behaviors outside of your role.

Aldag & Resckhe (1997) stated that Organizational Citizenship Behavior (OCB) is an individual contribution that is profound beyond the demands of the role in the workplace and is rewarded by the acquisition of task performance. OCB involves several behaviors including helping others, volunteering for extra tasks, obeying rules and procedures set out at work.



Measurements of OCB have been developed by Podsakoff & MacKenzie (2006) consisting of behavior to help other employees without coercion (altruism), performance of role prerequisites that exceed minimum standards (Conscientiousness), voluntary participation and support for organizational functions both professionally and socially (Civic virtue), abstinence from making issues that can interfere in the work environment (Sportmanship).

The concept of Performance is defined differently by experts. In human resource management, performance is an outcome resulting from the function of a particular job or activity over a certain period of time. The above opinion is in accordance with the thoughts of Bernardin & Russell (1996) who suggest that: *“Performance is the record of outcome produced on a specified job function or activity during a specified time period”*. Another opinion says performance as an achievement of results or degree of accomplishment (Rue & Byars, 1997).

Gomes (2003) suggests the definition of performance as an expression such as output, efficiency and effectiveness often associated with productivity. Furthermore, Mangkunegara (2005) said employee performance is the result of work in quality and quantity achieved by an employee in carrying out his duties in accordance with the responsibilities given to him. Thus employee performance is work performance or work results both in the form of quality and quantity achieved by someone in carrying out their duties in accordance with the responsibilities given to them. The performance of these employees will ultimately affect the overall performance of the organization including PNTL's performance as a public organization. Thus the discussion of performance is a very important thing and is associated with the thought that performance is a variable that does not stand alone but depends on other variables such as Strategic Leadership, Learning Organization, Organizational Culture, and OCB.

## **CONCLUSION**

Strategic Leadership directly affects Organizational Citizenship Behavior, which means that every time there is an increase in Strategic Leadership, it will increase Organizational Citizenship Behavior. This shows that if a leader has visionary leadership, a leader who has the ability to manage changes that occur both internally and externally in the organization, Leaders who can build relationships between leaders and subordinates, leaders who have the ability to think strategically, and leaders who can build trust from others will be able to build a strong sense of belonging in the members of the organization which will eventually lead to the thought that the organization is his own as well who must always succeed in achieving his goals. *Organizational Learning has a significant effect with a positive direction on Organizational Citizenship Behavior. Thus Organizational Learning has a direct effect on Organizational Citizenship Behavior, which means that every time there is an increase in Organizational Learning it will affect the improvement of Organizational Citizenship Behavior.* This shows that the better the organizational learning carried out by Timor-Leste's government ministries, the more it will increase the sense of ownership of government employees to their organizations, so that the ministry will better the quality of its employees.

Organizational Culture has a significant influence with a positive direction on Organizational Citizenship Behavior. Thus Organizational Culture has a direct influence on Organizational Citizenship Behavior, which means that every time there is an increase in Organizational Culture, it will increase Organizational Citizenship Behavior. The results of this study show that a better organizational culture in government ministries in Timor-Leste will have an influence in the form of improving the thinking system of employees who are increasingly

positive, can learn together as a unit and can have the same vision of organizational goals. *Organizational citizenship Behavior directly affects Organizational Performance, which means that every time there is an increase in Organizational Citizenship Behavior, it will increase Organizational Performance.* Members of the organization are very important resources of the organization and their honest behavior, participating in organizational activities, and in other words performing activities that are less important but intended for their colleagues and the organization is desirable. The behavior of organizational members is one of the fundamental elements for all organizations to succeed i.e. improving organizational performance.

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