

Determinants of Civil Servant Performance in Public Organizations: Examining the Moderating Effect of Organizational Culture on Workload–Leadership Relationships

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ABSTRACT

This study aims to examine the effects of workload and leadership on Civil Servants' (ASN) performance, with organizational culture serving as a moderating variable at the Regional Development Planning Agency (Bappeda) of Jember Regency. The study employed a quantitative approach with an explanatory survey design. The research population consisted of all 52 ASN employees working at Bappeda Jember Regency. A census (total sampling) technique was applied, allowing all population members to participate as respondents. Data were collected through questionnaires and analyzed using multiple linear regression and Moderated Regression Analysis (MRA). The findings indicate that workload has a positive and significant effect on ASN performance, whereas leadership does not have a significant effect on ASN performance. Furthermore, organizational culture significantly moderates the relationship between workload and ASN performance as well as the relationship between leadership and ASN performance. Practically, the study provides insights for public sector organizations to improve employee performance through effective workload management and the strengthening of organizational culture. Theoretically, this research extends the application of New Public Management theory by demonstrating that organizational culture functions as a mechanism that strengthens the relationship between managerial factors and ASN performance.

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1. INTRODUCTION

The transformation of the public sector across various countries has increased demands on the performance of government employees as key actors in achieving effective, accountable, and responsive governance. Reports from the Organisation for Economic Co-operation and Development (OECD) indicate that governments worldwide are facing growing pressure to improve public-sector productivity amid resource constraints, service digitalization, and rising public expectations regarding the quality of public services (OECD, 2023). In this context, public organizations are required to maintain employee performance despite increasing workloads, greater task complexity, and rapidly evolving regulatory environments. Recent studies have demonstrated that excessive workloads can reduce productivity and increase the risk of work-related fatigue, whereas effective leadership enhances organizational capacity to adapt to change (Demerouti et al., 2001; Knies et al., 2016). This phenomenon is particularly relevant to regional development planning agencies that face substantial regulatory pressures due to the simultaneous preparation of long-term and medium-term development planning documents. Therefore, examining the factors that determine the performance of civil servants is of critical importance, as the success of regional development largely depends on the effectiveness of personnel responsible for planning and strategic decision-making functions.

This study adopts New Public Management (NPM) theory (Hood, 1991) as its primary theoretical foundation. NPM emphasizes efficiency, effectiveness, accountability, and results-oriented management within public-sector organizations (Hood, 1991). From the NPM perspective, workload must be optimally managed to ensure that human resources can generate maximum outputs and outcomes. Furthermore, leadership serves as a managerial mechanism that directs employees toward achieving organizational goals effectively. NPM also positions organizational culture as a strategic element that shapes work behavior and fosters a performance-oriented environment within public organizations. Accordingly, NPM explains that civil servant performance is the result of the interaction between workload management, leadership effectiveness, and an organizational culture that supports the achievement of organizational objectives. This theoretical framework is highly relevant for explaining the performance dynamics of civil servants in public organizations facing significant change pressures and accountability demands.

The selection of the Regional Development Planning Agency (Bappeda) of Jember Regency as the research object is based on its strategic role as the central institution responsible for regional development planning, policy coordination, implementation control, and policy evaluation. During the 2024–2025 period, Bappeda Jember experienced a significant increase in workload intensity due to its obligation to simultaneously prepare the 2025–2045 Regional Long-Term Development Plan (RPJPD) and the 2025–2029 Regional Medium-Term Development Plan (RPJMD), as mandated by the Minister of Home Affairs Instruction No. 1 of 2024 and Minister of Home Affairs Instruction No. 2 of 2025. These conditions have resulted in increased work volume, tighter deadlines, and greater cross-sector coordination complexity for civil servants compared to normal periods. Consequently, Bappeda Jember provides an ideal research context for examining how workload and leadership influence civil servant performance and how organizational culture may strengthen or weaken these relationships.

Although extensive research has been conducted on civil servant performance, several research gaps remain unresolved. First, findings regarding the effect of workload on civil servant performance remain inconsistent. Some studies have reported a significant negative effect (Rahmawati, 2022; Sitompul & Simamora, 2021), whereas others have found insignificant effects due to variations in organizational and individual characteristics (Permatasari & Rahman, 2026). Second, while leadership has generally been found to positively influence civil servant performance, most studies have focused solely on direct relationships without considering organizational contextual factors that may strengthen or weaken this effect (Elmiati & Pasaribu, 2026; M. Purba et al., 2023). Third, organizational culture has predominantly been treated as an independent variable rather than as a moderating variable that explains the conditions under which the effects of workload and leadership on performance become stronger or weaker (Dewi et al., 2023; Fauzan et al., 2023). Fourth, the majority of previous studies have been conducted within government institutions characterized by routine administrative functions, whereas research focusing on regional development planning agencies facing high regulatory pressures remains limited. These gaps highlight the need for a comprehensive conceptual model integrating workload, leadership, and organizational culture.

Based on these research gaps, this study seeks to address the limited understanding of the mechanisms underlying the relationships among workload, leadership, organizational culture, and civil servant performance within public organizations undergoing regional development transformation. The empirical contribution of this study is to provide updated evidence regarding the effects of workload and leadership on civil servant performance in regional development planning organizations operating under substantial regulatory pressure. Its practical contribution lies in offering recommendations for local governments regarding workload management strategies, leadership development initiatives, and organizational culture enhancement programs aimed at sustainably improving employee performance. The theoretical contribution is the extension of NPM theory by explaining the role of organizational culture as a contextual mechanism that moderates the relationship between managerial factors and civil servant performance. The novelty of this study lies in: (1) examining organizational culture as a moderating variable in the relationship between workload and civil servant performance; (2) examining organizational culture as a moderating variable in the relationship between leadership and civil servant performance; (3) testing the proposed model within the context of a regional development planning organization undergoing the transition period of the RPJPD 2025–2045 and RPJMD 2025–2029; and (4) extending the application of NPM theory to regional public-sector organizations in Indonesia. The findings are expected to enrich the public management literature and provide a foundation for public-sector human resource management policies. Therefore, this study aims to analyze the effect of workload on civil servant performance, examine the effect of leadership on civil servant performance, investigate the moderating role of organizational culture in the relationship between workload and civil servant performance, and assess the moderating role of organizational culture in the relationship between leadership and civil servant performance at Bappeda Jember Regency.

II. LITERATURE REVIEW

New Public Management (NPM) Theory

New Public Management (NPM) theory (Hood, 1991) is one of the most influential paradigms in modern public administration reform. This theory argues that public organizations should adopt private-sector management principles to enhance efficiency, effectiveness, accountability, and results orientation. NPM emerged as a response to the weaknesses of traditional bureaucracy, which was often perceived as overly hierarchical, procedural, and insufficiently responsive to societal needs. The paradigm

emphasizes the importance of performance measurement, efficient resource management, managerial autonomy, and a strong focus on achieving organizational outputs and outcomes.

Workload

Workload refers to the physical, mental, and time-related demands that individuals must fulfill in carrying out their job duties and responsibilities within a specific period. It reflects the alignment between employees' capacities and the amount of work assigned to them. When job demands exceed individual capacities, employees may experience fatigue, work-related stress, and declining performance (N. Purba & Setiyono, 2022; Schaufeli & Bakker, 2020).

Leadership

Leadership is the ability of an individual to influence, direct, motivate, and mobilize individuals or groups to voluntarily work toward achieving organizational objectives (Bass & Riggio, 2006; Elmiati & Pasaribu, 2026).

Organizational Culture

Organizational culture refers to a system of shared values, beliefs, norms, underlying assumptions, and behavioral patterns embraced by organizational members that guide their thinking, actions, and work-related practices (Bela et al., 2022; Schein, 2010).

Employee Performance

Employee performance refers to the degree of success achieved by employees in carrying out their assigned duties, responsibilities, and functions in accordance with established standards to achieve organizational objectives (Qhoiyro et al., 2023).

Hypothesis Development

The Effect of Workload on Employee Performance

From the perspective of New Public Management (NPM), the performance of public organizations is largely determined by management's ability to utilize resources effectively and efficiently to achieve predetermined objectives. One of the most critical aspects of human resource management is ensuring that workload allocation is proportional to employees' capacities and competencies. According to Hood (Hood, 1991), NPM emphasizes efficiency, productivity, and results orientation within public organizations; therefore, civil servants are expected to achieve optimal performance through the effective utilization of organizational resources.

A well-managed workload can encourage civil servants to work more effectively, remain focused, and demonstrate greater responsibility in completing their assigned tasks. Conversely, excessive workload may lead to physical and psychological exhaustion, which can negatively affect both the quality and quantity of work outcomes. Previous studies conducted by (Heriyanto & Handayani, 2022; N. Purba & Setiyono, 2022; Sitompul & Simamora, 2021) indicate that imbalanced job demands can significantly influence employee performance. Based on the theoretical foundation of NPM and the findings of prior empirical studies, it can be assumed that workload affects the performance of civil servants at the Regional Development Planning Agency (Bappeda) of Jember Regency.

H1: Workload has a significant effect on the performance of Civil Servants (ASN) at the Regional Development Planning Agency (Bappeda) of Jember Regency.

The Effect of Leadership on Employee Performance

Leadership is one of the most strategic factors determining the success of public organizations in achieving their objectives effectively, efficiently, and accountably. From the perspective of New Public Management (NPM), leaders are no longer viewed merely as administrators responsible for bureaucratic functions but as public managers who are capable of directing, motivating, empowering, and optimizing employees' potential to achieve results-oriented performance (Hood, 1991). Effective leadership creates goal clarity, enhances employee commitment, encourages innovation, and fosters a work environment that supports the achievement of organizational targets. Previous studies conducted by (Fauzan et al., 2023; Ningsih et al., 2022; Zaliany & Rojuaniah, 2023) found that transformational leadership significantly improves employee commitment and performance through inspiration, motivation, and employee empowerment. Based on New Public Management theory and prior empirical findings, it can be assumed that the more effective the leadership practiced within an organization, the higher the performance achieved by civil servants.

H2: Leadership has a significant effect on the performance of Civil Servants (ASN) at the Regional Development Planning Agency (Bappeda) of Jember Regency.

Organizational Culture as a Moderator of the Relationship between Workload and Employee Performance

The improvement of public-sector organizational performance is determined not only by efficient human resource management but also by an organizational environment that supports results orientation, innovation, and collaboration. (Hood, 1991) argues that the successful implementation of NPM principles is highly influenced by organizational values that promote employee effectiveness and productivity. In this context, organizational culture functions as a contextual mechanism that influences how civil servants respond to job demands. A high workload does not necessarily have a negative effect on employee performance because its impact

largely depends on the organizational culture prevailing within the workplace. In organizations characterized by adaptive, collaborative, results-oriented, and innovation-supportive cultures, increased workloads are more likely to be perceived as professional challenges that encourage employees to work more productively, support one another, and strive to achieve organizational goals. Conversely, in organizations characterized by bureaucratic, rigid, and less collaborative cultures, increased workloads may lead to job stress, exhaustion, interpersonal conflicts, and declining work quality.

Therefore, organizational culture may either strengthen or weaken the influence of workload on employee performance. Studies conducted by (Dewi et al., 2023; Hartono, 2024) emphasize that organizational culture shapes employees' behavioral patterns and responses to various work-related demands. Based on these theoretical arguments and empirical findings, it can be assumed that organizational culture serves as a moderating variable influencing the strength of the relationship between workload and employee performance.

H3: Organizational culture moderates the effect of workload on the performance of Civil Servants (ASN) at the Regional Development Planning Agency (Bappeda) of Jember Regency.

Organizational Culture as a Moderator of the Relationship between Leadership and Employee Performance

Leadership is one of the primary instruments for promoting effective, efficient, and results-oriented public organizations. However, the success of leadership in enhancing employee performance is determined not only by the capabilities of individual leaders but also by the organizational environment in which leadership is exercised. (Hood, 1991) explains that the implementation of NPM principles requires the support of an organizational culture that encourages innovation, accountability, collaboration, and performance orientation. Consequently, organizational culture becomes a contextual factor that may influence the effectiveness of leadership in generating optimal employee performance. Leaders who are capable of providing vision, motivation, direction, and empowerment to their subordinates are more likely to improve employee performance when supported by an organizational culture that is open to change, encourages participation, and emphasizes results achievement. Under such conditions, shared organizational values strengthen employees' acceptance of leadership directives, increase organizational commitment, and foster productive work behaviors. Conversely, in organizations characterized by bureaucratic cultures, resistance to change, and excessive procedural orientation, leadership effectiveness may be constrained by cultural barriers that limit leaders' ability to mobilize employees toward achieving organizational objectives. Thus, organizational culture has the potential to either strengthen or weaken the influence of leadership on employee performance. (Schein, 2010) argues that organizational culture represents a system of values and basic assumptions that shape organizational members' behaviors, including their responses to leadership styles and managerial policies. Furthermore, studies by (Ningsih et al., 2022; Palupi & Sari, 2020) found that transformational leadership and organizational culture jointly exert a positive influence on civil servant performance. Based on these theoretical arguments and empirical findings, it can be assumed that organizational culture moderates the relationship between leadership and employee performance.

H4: Organizational culture moderates the effect of leadership on the performance of Civil Servants (ASN) at the Regional Development Planning Agency (Bappeda) of Jember Regency.

III. METHOD

This study employed a quantitative approach with an explanatory survey design to examine the causal relationships between workload and leadership on Civil Servant (ASN) performance, with organizational culture serving as a moderating variable. A quantitative approach was selected because the study aimed to objectively test the relationships among variables through numerical measurement and statistical analysis. The survey design was utilized to obtain empirical data directly from respondents through a structured questionnaire, thereby enabling the examination of relationships among constructs specified in the conceptual research model (Creswell & Creswell, 2022; Ghazali, 2021).

The study was grounded in New Public Management (NPM) theory as the conceptual framework for explaining the relationships among workload, leadership, organizational culture, and employee performance. From the NPM perspective, public-sector organizational performance is determined by the effectiveness of human resource management, the quality of leadership, and an organizational culture that promotes results orientation, efficiency, and accountability (Hood, 1991; Hughes et al., 2012). Accordingly, this study examined not only the direct effects of workload and leadership on employee performance but also the moderating role of organizational culture in strengthening or weakening these relationships.

Data were analyzed using Moderated Regression Analysis (MRA). The selection of MRA was based on the primary objective of the study, namely, to examine the moderating role of organizational culture in the relationship between independent and dependent variables. MRA is considered the most appropriate analytical technique for identifying whether organizational culture strengthens or weakens the effects of workload and leadership on employee performance through the inclusion of interaction terms between the independent variables and the moderating variable (Ghozali, 2021). Furthermore, MRA has been widely applied in management and public administration research because it provides a clear interpretation of moderation effects and the extent to which relationships among variables change due to the influence of a moderator.

This study examined four variables: workload as the first independent variable (X1), leadership as the second independent variable (X2), organizational culture as the moderating variable (W), and employee performance as the dependent variable (Y).

Workload was measured using indicators of work volume, job complexity, time pressure, and mental workload, adapted from established workload concepts (Permatasari & Rahman, 2026; Schaufeli & Bakker, 2020). Leadership was measured using indicators of inspirational motivation and vision, intellectual stimulation, individualized consideration, and feedback and coaching (Bass & Avolio, 1994; Pratama & Amali Rivai, 2021). Organizational culture was assessed through indicators of innovation and willingness to change, results orientation, teamwork, and organizational stability and rules, based on organizational culture concepts proposed in previous studies (Fauzan et al., 2023; Schein, 2010). Meanwhile, employee performance was measured using indicators of work quantity, work quality, timeliness, work effectiveness, and initiative and innovation (Adawiah & Asmini, 2023; Pakpahan et al., 2023).

The population of this study consisted of all Civil Servants (ASN) employed at the Regional Development Planning Agency (Bappeda) of Jember Regency, totaling 52 employees. Given the relatively small population size, a census (total sampling) technique was employed, whereby all members of the population were included as research respondents (Sugiyono, 2021). Consequently, the final sample comprised 52 respondents, enabling the study to comprehensively represent the actual conditions of employees within Bappeda Jember Regency.

Research data were collected using a structured closed-ended questionnaire developed based on the indicators of each research variable. All questionnaire items were measured using a five-point Likert scale ranging from 1 (strongly disagree) to 5 (strongly agree). Prior to full-scale data collection, the instrument was subjected to validity and reliability testing to ensure that each item consistently and accurately measured the intended construct. The use of a standardized instrument facilitated the collection of reliable and valid data, thereby supporting the accuracy of subsequent quantitative analyses.

The data analysis process consisted of several stages, including validity testing, reliability testing, and classical assumption tests comprising normality, multicollinearity, and heteroscedasticity assessments. Hypothesis testing was subsequently conducted using multiple linear regression and Moderated Regression Analysis (MRA). Hypotheses were evaluated based on regression coefficients, t-statistics, and significance levels (p-values) at a 5% significance threshold. The research model specified workload and leadership as independent variables, organizational culture as the moderating variable, and employee performance as the dependent variable. The moderating effect of organizational culture was tested through the creation of interaction terms between workload and organizational culture, as well as between leadership and organizational culture. The presence of moderation effects was determined by the statistical significance of the interaction coefficients generated in the regression model (Sugiyono, 2021).

IV. RESULTS AND DISCUSSION

Result

Table 1. Respondent Characteristics

Characteristic	Category	Frequency (Persons)	Percentage (%)
Employment Status	PNS	36	69.20%
	PPPK	6	11.50%
	Part-Time PPPK	10	19.20%
Age	20–30 Years	10	19.20%
	31–40 Years	9	17.30%
	41–50 Years	20	38.50%
	51–60 Years	13	25.00%
Total		52	100%

Source: Data own research, 2026

Note:

PNS = Civil Servant

PPPK = Government Employee with Work Agreement

Part-Time PPPK = Part-Time Government Employee with Work Agreement

Based on Table 1, the majority of respondents were Civil Servants (PNS), accounting for 36 individuals (69.20%), followed by Part-Time Government Employees with Work Agreements (Part-Time PPPK) with 10 individuals (19.20%) and Government Employees with Work Agreements (PPPK) with 6 individuals (11.50%). In terms of age, most respondents were in the 41–50 years age group (38.50%), followed by the 51–60 years age group (25.00%), the 20–30 years age group (19.20%), and the 31–40 years age group (17.30%). These findings indicate that employees at Bappeda Jember Regency are predominantly experienced civil servants with relatively high levels of professional maturity.

Table 2. Descriptive Statistics Results

Variable	N	Min	Max	Mean	Std. Dev
Workload (X1)	52	29	40	34.26923	2.657696
Leadership (X2)	52	24	38	33.67308	2.908548
Organizational Culture (W)	52	27	38	33.71154	2.892428
Performance (Y)	52	28	39	34.48077	2.279408

Source: Data own research, 2026

Table 2 shows that all research variables have relatively high mean scores. ASN performance recorded the highest mean value (34.48), followed by workload (34.27), organizational culture (33.71), and leadership (33.67). The standard deviation values are considerably lower than the mean values, indicating relatively homogeneous responses and low variability among respondents. These results suggest that respondents generally perceive workload, leadership, organizational culture, and ASN performance positively within Bappeda Jember Regency.

Table 3. Validity Test Results

Variable	Indicator	R Count	R Table	Description
Workload (X1)	X1.1	0.859	0.273	Valid
	X1.2	0.832	0.273	Valid
	X1.3	0.779	0.273	Valid
	X1.4	0.814	0.273	Valid
	X1.5	0.835	0.273	Valid
	X1.6	0.771	0.273	Valid
	X1.7	0.727	0.273	Valid
	X1.8	0.737	0.273	Valid
Leadership (X2)	X2.1	0.881	0.273	Valid
	X2.2	0.878	0.273	Valid
	X2.3	0.821	0.273	Valid
	X2.4	0.836	0.273	Valid
	X2.5	0.862	0.273	Valid
	X2.6	0.821	0.273	Valid
	X2.7	0.823	0.273	Valid
	X2.8	0.831	0.273	Valid
Organizational Culture (W)	W1	0.932	0.273	Valid
	W2	0.859	0.273	Valid
	W3	0.816	0.273	Valid
	W4	0.850	0.273	Valid
	W5	0.859	0.273	Valid
	W6	0.877	0.273	Valid
	W7	0.892	0.273	Valid
	W8	0.860	0.273	Valid
Performance (Y)	Y1	0.936	0.273	Valid
	Y2	0.843	0.273	Valid
	Y3	0.796	0.273	Valid
	Y4	0.862	0.273	Valid
	Y5	0.840	0.273	Valid
	Y6	0.850	0.273	Valid
	Y7	0.866	0.273	Valid
	Y8	0.843	0.273	Valid

Source: Own data research, 2026

Based on Table 3, all indicators of workload, leadership, organizational culture, and ASN performance have r-count values exceeding the r-table value of 0.273. The correlation coefficients range from 0.727 to 0.936. Therefore, all questionnaire items are considered valid and are capable of accurately measuring their respective constructs.

Table 4. Reliability Test Results

Variable	Cronbach's Alpha	Interpretation
Workload (X1)	0.913	Reliable
Leadership (X2)	0.941	Reliable
Organizational Culture (W)	0.953	Reliable
Performance (Y)	0.947	Reliable

Source: Own data research, 2026

Table 4 indicates that all research variables have Cronbach's Alpha values above 0.90, namely workload (0.913), leadership (0.941), organizational culture (0.953), and ASN performance (0.947). These values demonstrate excellent reliability, indicating that the research instrument is highly consistent and dependable for measuring the intended constructs.

Table 5. Classical Assumption Test Results

Variable	Glejser test (Sig.)	VIF	Normality Test Asymp. Sig. (2-tailed)
Workload (X1)	0.897	1.022	0.052
Leadership (X2)	0.695	1.079	
Organizational Culture (W)	0.732	1.065	

Source: Own data research, 2026

Based on Table 5, all variables have Glejser test significance values greater than 0.05, indicating the absence of heteroscedasticity. Furthermore, the Variance Inflation Factor (VIF) values are below 10, suggesting no multicollinearity issues. The normality test produced an Asymp. Sig. value of 0.052 (>0.05), confirming that the data are normally distributed. Therefore, all classical regression assumptions have been satisfied, and the model is suitable for hypothesis testing.

Table 6. Hypothesis Test

Hypothesis	Relationship	Coefficient	Sig.	Decision
H1	Workload \rightarrow ASN Performance	$\beta = 0.378$	0.000	Supported
H2	Leadership \rightarrow ASN Performance	$\beta = 0.199$	0.153	Not Supported
H3	Organizational Culture Moderates Workload \rightarrow ASN Performance	$R^2 = 0.470$; $F = 44.327$	0.000	Supported
H4	Organizational Culture Moderates Leadership \rightarrow ASN Performance	$R^2 = 0.479$; $F = 46.031$	0.000	Supported

Source: Own data research, 2026

Based on Table 6, workload has a positive and significant effect on ASN performance, supporting H1. In contrast, leadership does not have a significant effect on ASN performance, leading to the rejection of H2. The findings further reveal that organizational culture significantly moderates the relationship between workload and ASN performance, supporting H3. Moreover, organizational culture also moderates the relationship between leadership and ASN performance, supporting H4. These results highlight the strategic role of organizational culture in strengthening the influence of managerial factors on ASN performance at Bappeda Jember Regency.

Discussion

The Effect of Workload on Employee Performance

The hypothesis testing results indicate that workload has a positive and significant effect on ASN performance, with a coefficient value of 0.378 and a significance level of 0.000. This finding suggests that better workload management leads to higher employee performance. From the perspective of New Public Management (NPM), public sector performance depends largely on the organization's ability to manage human resources effectively and efficiently to achieve predetermined objectives (Hood, 1991). NPM emphasizes productivity, results-oriented management, and efficiency; therefore, a well-balanced workload allocation can encourage civil servants to perform their duties more optimally. The findings imply that employees at Bappeda Jember Regency are capable of responding positively to job demands and transforming them into productive outcomes, particularly in carrying out regional planning, monitoring, and development evaluation functions.

These results are also consistent with the Job Demands-Resources (JD-R) Theory (Demerouti et al., 2001), which argues that job demands can enhance performance when employees possess sufficient resources and capabilities to cope with their responsibilities. In the context of Bappeda Jember Regency, most respondents are within productive age groups and have substantial

work experience, enabling them to manage workload effectively. The findings are in line with previous studies conducted by (Heriyanto & Handayani, 2022; N. Purba & Setiyono, 2022; Sitompul & Simamora, 2021), which reported a significant relationship between workload and employee performance in public sector organizations. Practically, these findings suggest that Bappeda Jember Regency should continue to ensure balanced task distribution, align workloads with employee competencies, and strengthen work coordination mechanisms so that increasing job demands can be translated into improved ASN performance and more effective organizational goal achievement.

The Effect of Leadership on Employee Performance

The hypothesis testing results indicate that leadership has a positive coefficient of 0.199 but does not have a significant effect on ASN performance, as evidenced by a significance value of 0.153 (> 0.05). Therefore, the hypothesis stating that leadership affects employee performance is not supported. This finding suggests that although employees at Bappeda Jember Regency generally perceive leadership positively, it is not a primary determinant of their performance. From the perspective of New Public Management (NPM), leadership plays a crucial role in enhancing organizational effectiveness through direction, coordination, and results-oriented management (Hood, 1991). However, NPM also emphasizes that public sector performance is influenced not only by leadership but also by organizational systems, culture, individual capabilities, and accountability mechanisms. Consequently, the non-significant effect found in this study indicates that ASN employees at Bappeda Jember Regency tend to perform their duties based on established performance targets, professional responsibilities, and operational procedures rather than relying solely on leadership influence.

The findings differ from previous studies by (Fauzan et al., 2023; Ningsih et al., 2022; Zalianty & Rojuaniah, 2023), which reported a positive and significant relationship between leadership and employee performance. Nevertheless, the results are consistent with studies suggesting that leadership may become less influential in public organizations characterized by strong bureaucratic systems, high employee professionalism, and standardized work procedures. This condition appears relevant to Bappeda Jember Regency, where most employees are experienced civil servants operating within formal regional development planning frameworks. Practically, these findings imply that improving ASN performance should not rely solely on strengthening leadership practices. Instead, greater attention should be directed toward enhancing organizational culture, improving work systems, developing employee competencies, and ensuring an appropriate workload distribution to achieve higher organizational performance.

Organizational Culture as a Moderator of the Relationship between Workload and Employee Performance

The hypothesis testing results indicate that organizational culture significantly moderates the relationship between workload and ASN performance, as evidenced by a significance value of 0.000 and a coefficient of determination (R^2) of 0.470. This finding suggests that organizational culture strengthens the effect of workload on employee performance. From the perspective of New Public Management (NPM), organizational culture is a critical element in creating a public organization that is effective, adaptive, and results-oriented (Hood, 1991). NPM emphasizes that successful human resource management depends not only on administrative and structural mechanisms but also on organizational values that promote productivity, collaboration, innovation, and accountability. Consequently, when employees face high workload demands, a strong organizational culture can help them manage those demands more effectively and maintain high levels of performance. The findings imply that ASN employees at Bappeda Jember Regency rely not only on their individual capabilities but also on organizational values that foster teamwork, commitment to organizational goals, and a strong orientation toward regional development outcomes.

These results support the view of (Schein, 2010), who argue that organizational culture serves as a behavioral framework that shapes how organizational members respond to challenges and job demands. The findings are also consistent with previous studies by (Dewi et al., 2023; Hartono, 2024), which demonstrated that a strong organizational culture enhances the effectiveness of managerial factors in improving employee performance. In the context of Bappeda Jember Regency, an organizational culture characterized by cross-departmental coordination, teamwork, discipline, and public service orientation enables employees to transform workload pressures into motivation for achieving organizational objectives. Practically, these findings suggest that Bappeda management should continuously strengthen a culture that supports collaboration, innovation, and accountability so that increasing workload demands associated with regional development responsibilities can be translated into improved employee performance rather than becoming a source of stress and reduced productivity.

Organizational Culture as a Moderator of the Relationship between Leadership and Employee Performance

The hypothesis testing results reveal that organizational culture significantly moderates the relationship between leadership and ASN performance, with a significance value of 0.000 and a coefficient of determination (R^2) of 0.479. Interestingly, although the direct effect of leadership on ASN performance is not significant (Sig. = 0.153), the relationship becomes substantially stronger when organizational culture is introduced as a moderating variable. This finding indicates that the effectiveness of leadership in enhancing employee performance depends largely on the organizational culture within the institution. From the perspective of New Public Management (NPM), leadership cannot function effectively without an organizational culture that promotes accountability, results orientation, innovation, and collaboration (Hood, 1991). In this regard, organizational culture serves as a mechanism that

translates leaders' directives and policies into productive employee behaviors. Consequently, even highly capable leaders may have limited impact on employee performance if organizational values and norms do not support the implementation of their leadership practices.

These findings support the organizational culture theory proposed by (Schein, 2010), which argues that organizational culture shapes how members respond to leadership and pursue organizational objectives. The results are also consistent with previous studies by (Ningsih et al., 2022; Palupi & Sari, 2020), which found that organizational culture strengthens the effectiveness of leadership in improving employee performance. However, this study extends the existing literature by demonstrating that organizational culture does not merely act as a supporting factor but functions as a true moderating variable that alters the strength of the relationship between leadership and ASN performance. In the context of Bappeda Jember Regency, a culture characterized by cross-functional collaboration, commitment to regional development goals, work discipline, and public service orientation enables leadership directives to be translated more effectively into employee actions and performance outcomes. Practically, these findings suggest that efforts to improve ASN performance should focus not only on enhancing leadership capabilities but also on strengthening an organizational culture that encourages communication, collaboration, innovation, and results-based performance management.

V. CONCLUSION

This study aimed to examine the effects of workload and leadership on the performance of Civil Servants (ASN), with organizational culture serving as a moderating variable at the Regional Development Planning Agency (Bappeda) of Jember Regency. The findings reveal that workload has a positive and significant effect on ASN performance, indicating that employees are capable of managing job demands effectively and transforming them into improved work outcomes. In contrast, leadership does not have a significant direct effect on ASN performance, suggesting that employee performance is more strongly influenced by professional responsibility, organizational systems, and work procedures than by leadership alone. Furthermore, organizational culture significantly moderates the relationship between workload and ASN performance as well as the relationship between leadership and ASN performance. These findings demonstrate that organizational culture plays a strategic role in strengthening the effectiveness of managerial factors in enhancing employee performance. Therefore, the central meaning of this study is that organizational culture serves as a critical organizational mechanism that enables employees to translate job demands and leadership directives into higher levels of performance in support of regional development objectives.

From a theoretical perspective, this study reinforces the relevance of New Public Management (NPM) Theory, which emphasizes results-oriented management, effective human resource utilization, and the importance of organizational culture in improving public sector performance. The findings contribute to the literature by providing empirical evidence that organizational culture functions not only as a contextual factor but also as a moderating variable that strengthens the relationships between managerial factors and employee performance. From a practical standpoint, the results suggest that Bappeda Jember Regency should prioritize the development of balanced workload management systems and foster an organizational culture that promotes collaboration, innovation, accountability, and performance orientation. Additionally, leadership development initiatives should be aligned with organizational values to ensure that managerial decisions and directives can be effectively translated into productive employee behaviors and organizational outcomes.

Several limitations should be acknowledged when interpreting the findings of this study. First, the research was conducted exclusively within Bappeda Jember Regency, which may limit the generalizability of the results to other public sector organizations. Second, the study employed a survey-based approach using self-reported questionnaires, making the findings susceptible to potential response bias and subjectivity. Third, the research model focused only on workload, leadership, organizational culture, and employee performance, while other factors that may influence ASN performance, such as work motivation, organizational commitment, job satisfaction, competence, and technological support, were not included. Consequently, the findings should be interpreted within the context and scope of the selected research setting.

Future studies are encouraged to expand the research scope by involving multiple public sector organizations, local government agencies, or ministries to enhance the generalizability of the findings. Researchers may also develop more comprehensive models by incorporating additional variables such as work motivation, organizational commitment, employee engagement, job satisfaction, competence, or digital transformation as mediating or moderating variables. Furthermore, the application of more advanced analytical techniques, such as Structural Equation Modeling (SEM) or PLS-SEM, is recommended to examine more complex relationships among variables. Finally, longitudinal studies are needed to investigate how organizational factors influence ASN performance over time, particularly in the context of bureaucratic reform and ongoing digital transformation within the public sector.

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VII. DISCLOSURE

The author reports no conflicts of interest in this work.

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