

The effects of beureaucratic leadership towards motivation and job performance of employees of public service institution: A Study in Indonesia

By

Barkah Rosadi,

barkah.rosadi@stiabandung.ac.id

Marice Debora,

marice.debora@stiabandung.ac.id

Bunga Angriani Silalahi,

bunga.angriani@stiabandung.ac.id

Sekolah Tinggi Ilmu Administrasi Bandung

Abstract

Bureaucratic leadership in public institutions often receives negative stigma due to a shift in understanding of bureaucracy in the public service system. The aim of this research is to analyze the effect of beureaucratic leadership on public service motivation and job performance. Causal study through a survey using a questionnaire to employees at the sub-district level in the city of Bandung as many as 245 employees who were randomly selected. Data analysis using SEM procedure. The finding showed that bureaucratic leadership indicated by encouragement to professionalism, distribution of power, coalitions and leadership abilities in administrative matters could encourage motivation to provide services and ultimately improve service performance. Orientation to the public interest, self-sacrifice as a public servant and interest in policy-making for the public interest as an indication of motivation to provide services mediate the influence of bureaucratic leadership on the performance of employees. Bureaucratic leadership has an influence on employee performance either directly or through PSM. The theoretical implication is that the interaction between leaders and subordinates is a process of exchange and social learning for employees. The practical implication is the need to develop interactions between leaders and subordinates as a process of exchanging values and learning in order to improve employee motivation and performance. Bureaucratic leadership has an influence on employee performance either directly or through PSM. The theoretical implication is that the interaction between leaders and subordinates is a process of exchange and social learning for employees. The practical implication is the need to develop interaction between leaders and subordinates as a process of exchanging values and learning in order to improve employee motivation and performance. Bureaucratic leadership has an influence on employee performance either directly or through PSM. The theoretical implication is that the interaction between leaders and subordinates is a process of exchange and social learning for employees. The practical implication is developing interaction between leaders and subordinates as a process of exchanging values and learning in order to improve employee motivation and performance.

Keywords: beureaucratic leadership, public service motivation, performance, public service.

Introduction:

The attention to the practice and concept of leadership in public institutions is getting higher. Various studies on leadership in public institutions have expanded the understanding of the leadership literature and improved leadership practices in order to optimize the function of leadership in public organizations. The hierarchical power obtained, the pattern of bureaucratic leadership followed by officials also tends to turn into feudal leadership [Van Wart \(2003\)](#). Bureaucratic leaders are often described as a key tool in subjecting employees to management and the state [Hyslop-Margison and Leonard \(2012\)](#). Government bureaucratic institutions are full of unit leaders who work in a hierarchical order with specific competencies but are often accused of lacking adequate performance. The literature on leadership in public institutions needs to be studied further according to the characteristics of the institution

There is a shift in the meaning of bureaucratic leadership in public institutions by the public who are identified as leadership that is complicated, unprofessional, less service-oriented and dominant with power as an official. This occurs due to leadership practices in public institutions that are not in accordance with public demands and the concepts that are used as the basis for carrying out leadership functions in public institutions. Bureaucratic leadership is also characterized by the concept of [Van Wart \(2003\)](#) model of organization which is arranged hierarchically, with a clear division of labor, standardization of work guidelines, and impersonal supervision. [Sobari \(2019\)](#) reveals that there are problems in the approach to public service leadership which is very rigid, formal and hierarchical. [Lumby \(2019\)](#) proposes the ideal post-bureaucratic organizational leadership concept, namely distributed leadership and bureaucracy

The function of the leader of each unit varies in the hierarchical structure of public organizations that have various stakeholders. Leadership in the public sector determines the success of the institution leadership function in public institutions as stated by [Uhl-Bien and Arena \(2018\)](#) that leaders have a managerial role in organizations that are not limited to creating an organizational vision, sources of production planning, setting policies and strategies and workflows.

Therefore, it requires an adequate literature review with the support of adequate empirical evidence according to the context including its relation to the behavior of subordinates. Bureaucratic leadership has an influence on motivation. Credibility as an indicator of public leadership can influence others [Shahid and Azhar \(2013\)](#). [Bellé and Cantarelli \(2018\)](#); [Belrhiti, Van Damme, Belalia, and Marchal \(2020\)](#); [Marques \(2021\)](#) show a variety of evidence showing the influence of leadership on Public Service Motivation. Bureaucratic leadership has an influence on the performance of employees. leadership in the public sector is very important to improve organizational performance [Jensen et al. \(2019\)](#). [Berkowitz and Krause \(2020\)](#) suggest that administrative institutions led by capable leaders can achieve policy outcomes that better reflect the wishes of the community, interest groups, political elites and the government.

Studies on leadership with various styles in various institutions show a decline in the function of leadership as stated by [Shahid and Azhar \(2013\)](#) who found that leadership in manufacturing has no effect on employee performance. [Kangoye et al. \(2016\)](#) found that there is a negative correlation between leaders who focus more on individual considerations and employee performance. [T. G. A. Orabi \(2016\)](#) suggests charismatic as a component of

transformative leadership does not have a significant effect on the performance of employees. [Shafi, Lei, Song, and Sarker \(2020\)](#) found that the leader's Individual Consideration did not have a significant effect on performance.

The existence of contradictory results related to the function of leadership in organizations encourages the need for further studies to obtain an explanation of the position of leadership in public institutions. The shift in understanding of bureaucratic leadership shows the need for research on leadership in public institutions from the perspective of employees and their relationship to individual performance. The dynamics of leadership in the public sector are very complex, especially with various political, social, economic and legal and cultural issues. [Kusuma and Akbar \(2021\)](#) stated about the challenges of public institutions in dealing with Covid 19. Leadership serves to encourage adaptive governance to deal with the complexity of existing problems.

The study of leadership in public institutions is an effort to gain an understanding of adminPublic administration is reviewed from a micro perspective with an interdisciplinary approach regarding the individual behavior of public employees. [Denhardt and Catlaw \(2014\)](#) suggests that the core text in public administration is the governance of individual behavior.

The study of individual behavior in public organizational settings provides a very important and very useful perspective on aspects that directly concern individual performance. [Kasdan \(2019\)](#) suggests that there is a need for an administrative approach in public institutions with an economic approach to understanding behavior. [Olsen, Tummers, Grimmelikhuijsen, and Jilke \(2018\)](#) suggests an interdisciplinary approach to public administration from a behavioral micro perspective by utilizing psychology to understand the underlying causes of individuals and groups. An understanding of the importance of the work behavior of public employees, especially in dealing with humanitarian disasters such as Covid 19 as stated by [\(Martha, Pranata, Lim, Wibowo, & Akbar, 2021\)](#).

The novelty in this research is strengthen knowledge structure of public administration from a micro-level perspective, namely at the individual level with an interdisciplinary approach, namely Leader Member exchange (LMX) and social learning. The interaction between leaders and subordinates does not only describe social exchanges as stated by [Smith and Hatmaker \(2014\)](#). The interaction of leaders with subordinates is a social learning process as stated in the concept of [Bandura \(1989\)](#). The purpose of this research is to analyze the effect of beureaucratic leadership on public service motivation and job performance in public service

Literature review

Beureaucratic leadership

Leadership in general has a foundation such as the belief of its followers as stated by [F. L. K. Ohemeng, Amoako-Asiedu, and Darko \(2018\)](#); [Robbins and Judge \(2018\)](#) stated the importance of the foundation of trust for leaders in public institutions. Trust is not only from subordinates, the public leadership is related to the trust of regional and community leaders, including the political elite. Bureaucratic leaders are often described as a key tool for employee compliance with management and the state [Hyslop-Margison and Leonard \(2012\)](#). Bureaucratic leadership is also colored by [Vogel \(2020\)](#) organizational concept. [Huque and Ferdous \(2019\)](#) stated that administrative reform encourages the development of practices

that are used as the basis for leadership development in the bureaucracy based on a vision that aims to realize improvements for the community and serve the public interest. Bureaucratic leadership is the main tool for implementing public policy.

[Berkowitz and Krause \(2020\)](#) explain that leaders in public institutions are agents who are at the fulcrum between politics and administration. [Lumby \(2019\)](#) proposes the ideal post-bureaucratic organizational leadership concept. Distributed leadership is compatible with the development of forms of public organization that challenge criticism, stereotypes and constructive engagement. [Huque and Ferdous \(2019\)](#) stated that bureaucratic leadership is able to exercise control over the conception, design and formulation of reform plans, and implement recommendations selectively to uphold the interests of the community.

Public service motivation (PSM)

Public service motivation (PSM) is defined as an individual's tendency to respond to motives based on public institutions and organizations" [Van Loon, Vandenabeele, and Leisink \(2017\)](#). [Nowell, Izod, Ngaruiya, and Boyd \(2016\)](#) suggest that public service motivations can be narrowed down to regulatory-specific constructs that demonstrate a sense of community responsibility, or if the latter can be extended beyond specific references and need to be understood as abstract global constructs. Public service Motivation can be defined as the desire to exert effort that benefits others [Grant \(2008\)](#); [Steijn and Van der Voet \(2019\)](#). Motivation represents the disposition to empathize, help, and pay attention to others. [Nowell et al. \(2016\)](#) define it as a feeling and obligation to the duty to take action that promotes the welfare of society and is not directly rooted in the expectation of personal gain. [Vogel \(2020\)](#) argues that based on SDT (self-determination theory) as an important component in the institutional theory of PSM. PSM shows autonomy as the concept of individual identity in relation to roles and functions as public servants.

Job performance

Performance in the public sector is multidimensional [Pidd \(2012\)](#). [Kaplan, Robert, Kaplan, and Norton \(2001\)](#) suggest that the performance of the public sector is more complicated than that of the private sector. The dominant performance perspective is not finance, but success in realizing sustainability-oriented services. The organization's mission stems from the efficiency and effectiveness of the absorption of the public budget.

The increasing demands on public performance, both from internal or external such as community and organizational stakeholders encourage the need for organizations to implement sustainable performance practices. In the perspective of NPS (New public service), individual performance is developed based on the paradigm of service and citizenship in a democratic governance system. But along with the development and demands of performance not only on understanding performance in the traditional concept of a particular task (behavior). [Saleem, Bhutta, Nauman, and Zahra \(2019\)](#) stated performance as activities and tasks carried out effectively and efficiently. The idea of institutionalized performance emphasizes the elements of the task and contextual including extra roles based on normative awareness.

Hypothesis Development

External factors such as leaders who show authority in the division of tasks, functions and responsibilities in working both vertically and horizontally determine the behavior of subordinates, especially in lean organizational structures. Leaders determine performance. Leaders encourage CSOs by example such as following government policies and laws, contributing to the public interest. Leaders can encourage an interest in public participation,

commitment to public values, and self-sacrifice [Tummers and Knies \(2016\)](#). [Vogel \(2020\)](#) suggests that individuals are attracted to work in the public sector because of the unique motives and incentives offered compared to the private sector. This uniqueness is a normative value in public services. [Amina et al \(2021\)](#) suggested the relationship between leadership and employee performance from the Leader Member exchange (LMX) perspective. [Nazir, Shafi, Asadullah, Qun, and Khadim \(2020\)](#) convey the influence of leaders on the behavior of subordinates.

Values learned based on their interactions with leaders triggers PSM, increases PSM levels over time, enhances authentic calling and ultimately boosts performance. [Robbins and Judge \(2018\)](#) explain motivation is a process that determines the intensity, direction and persistence of individuals in an effort to achieve goals. [Corduneanu, Dudau, and Kominis \(2020\)](#) added that PSM is a core motivational construct in public sector research. Leaders can encourage the growth and fulfillment of the basic factors of intrinsic motivation as stated in the concept of self-determination theory such as psychological needs for autonomy, competence, and relatedness [Prysmakova \(2021\)](#).

Leaders act as source of value that drives motivation. Intrinsic values such as norms and ethics. [Kim \(2006\)](#); [Perry and Wise \(1990\)](#) suggest an ethical approach can be used as a basis to encourage motivation to provide services. [Sarnacchiaro, Camminatiello, D'Ambra, and Palma \(2019\)](#); [Van Loon et al. \(2017\)](#) suggests the influence of PSM on performance. [Schwarz, Eva, and Newman \(2020\)](#) suggest that the position of a leader can encourage PSM and ultimately affect performance. [Wright, Hassan, and Park \(2016\)](#) consider ethical leadership behavior to have a positive influence on PSM and ultimately improve performance. [Schwarz, Newman, Cooper, and Eva \(2016\)](#) show leadership improves employee PSM by emphasizing the importance of serving the wider community. Referring to social learning theory [Bandura \(1989\)](#) the interaction between leaders and subordinates is a social learning process. Individuals learn in the workplace by imitating role models who are credible. Leadership as a model worth emulating. Leaders have accountability that encourages dialogue and justifies employees' actions for a wider range of stakeholders, including politicians, citizens, and non-governmental organizations. Leaders are responsible for encouraging employees to be open, honest, influence subordinates to follow policies and procedures designed in the public interest. [Miao, Eva, Newman, and Schwarz \(2019\)](#) proposed the influence of leadership on PSM and performance. PSM is proven to have an effect on subordinates' innovative behavior by increasing the dimensions of meaning and competence. Public institutions encourage leaders to be role models in order to produce high performance. [Caillier \(2020\)](#) adds that leadership style strengthens the relationship between PSM and performance.

The proposed hypothesis is

- Ha 1 = There is a positive influence of bureaucratic leadership on public service motivation (PSM)
- Ha 2 = There is a positive influence of bureaucratic leadership on job performance (JP)
- Ha 3 = There is a positive influence of public service motivation on job performance
- Ha 4 = Public service motivation (PSM) positively mediates the influence of bureaucratic leadership on job performance

Method

Research design

Research design using The explanatory survey is in accordance with the purpose of explaining the facts of the variables studied and testing hypotheses, namely testing the relationship and influence of the independent variable on the dependent variable.

Sample

The sample is employees at the sub-district level, regardless of employment status and have worked at least 1 year in the city of Bandung as many as 245 employees. The employees were randomly selected.

Measurement Scale

The measurement scale uses a semantic differentiad rating scale from 1 to 5 with answers ranging from very low to very high. Questions use positive and negative questions as an effort to reduce bias. Measurement of beureaucratic leadership variables such as 1) hasContribution and encouragement through professional development to the organization. 2) Power distribution/ Power 3) Building coalitions rather than conflicts. 4) Leaders build clarity, commitment, enthusiasm, and consensus. [Bennis \(2017\)](#), [Bush \(2014\)](#). 5) The capacity to build relationships within the bureaucracy, [F. L. K. Ohemeng et al. \(2018\)](#), 6) administrative to ensure the continuity of public services, policy implementation, problem solving, budget understanding, able to face environmental constraints and bureaucratic structures [Lumby \(2019\)](#); [F. Ohemeng and Huque \(2017\)](#). Credibility, openness and ability to coordinate human and material resources, as well as integrity to consistently carry out the organization's vision. ([F. L. K. Ohemeng et al., 2018](#)).

Measurement of public service motivation refers to [Kim \(2006\)](#); [Perry and Wise \(1990\)](#); [Prysmakova \(2021\)](#); [Ward \(2019\)](#) consists of Attraction to policy making, public interest, Self-sacrifice. Job performance measurement refers to [Kaplan et al. \(2001\)](#); [Pidd \(2012\)](#). Namely 1) performance based on Stakeholders 2) utilization of resources, 3) management process 4) learning and innovation.

Data analysis

Data analysis using the sem covariant procedure starting from the construction of the model according to the theory to testing the goodness of fit based on the criteria set as a test reference.

Research result

Descriptive statistics

Table 1. Description of research variables

No	Variable	Mean	Standard deviation	Category
1	Beureaucratic leadership	3.9	0.63	Tall
2	Public service motivation	4	0.75	Tall
3	Job performance	3.8	0.73	Tall

The results show that each variable is in the high category. Bureaucratic leadership in Bandung City. The ability of leadership is not only in the administrative order. Leaders continue to strive to encourage professional development for employees in sub-districts such as expanding opportunities for education and training. Proportional distribution of power is carried out and reduces conflict by expanding the relationship between sub-districts and the

community to handle problems and reduce the impact of the pandemic due to Covid 19. Capacity to build relationships between institutions to ensure public services increases. Leaders seek to increase credibility, openness and coordinate human resources.

Public service motivation as a public servant is in the high category. Service is seen as an illustration that employees have a basis for acting based on ethical, rational values. Employees have responsibility, empathy, help, and concern autonomously without authority to the community, especially in the current conditions during the pandemic due to Covid 19. Restrictions on both the scale at level 4 and level 3 are a dilemma choice that has an impact on the social and economic life of the affected community. harder. Employees in the public sector have different value foundations and orientations from employees in profit institutions. [Corduneanu et al. \(2020\)](#); [A. Orabi \(2016\)](#) says about sense of community responsibility (SOC R) which is the basis for the prosocial behavior of public servants. The motivation of employees is based on intrinsic values

Job performance of employees is not only seen from the existing behavior and processes. The demands on public service agents with various stakeholders make the performance criteria very complex. And the optimization of resources by public servants is an important measure. In general, public institutions face budget constraints, including budget cuts with budget relocations to deal with the COVID-19 pandemic. Public servants are required to innovate with limitations and learn to deal with public pressure and the interests of groups, elites and the general public. The results showed that the employees were able to show their performance in the midst of limited resources and interests of the stakeholders.

Results Analysis with SEM prosedur procedure

Full model research results are as follows:

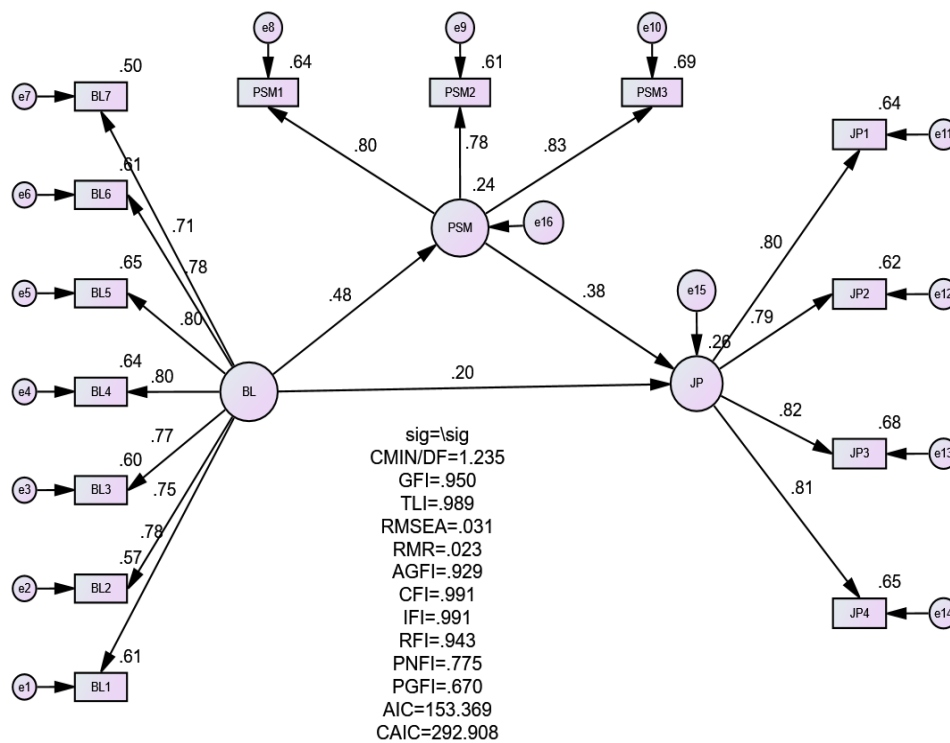


Image : Full model first order confirmatory analysis

Test result Confirmatory Factor Analysis (Convergent Validity, average variance extracted (AVE), Composite reliability are as follows

Table 2. CVA, AVE and CR . test results

Construct	Items	Loading factor	AVE	CR
beureaucratic leadership (BL)	contribution and encouragement of professional development	0.778	0.594	0.944
	Power distribution/ Power	0.752		
	Building coalitions instead of conflict	0.772		
	build clarity, commitment, passion, and consensus	0.798		
	Capacity to build relationships within the bureaucracy	0.804		
	Ability (administrative, policy implementation, environmental constraints and bureaucratic structure)	0.779		
	Credibility, openness, HR, integrity, consistency	0.709		
Public service motivation (PSM)	Attraction to policy making	0.802	0.649	0.882
	public interest	0.782		
	Self-sacrifice	0.832		
Job performance (JP)	performance by Stakeholder	0.801	0.646	0.911
	resource utilization	0.786		
	management process	0.823		
	learning & innovation	0.805		

Note: AVE = average Variance Extracted , CR = Composite reliability

Discriminant Validity Test

The results of the discriminant validity test are as follows:

Table 3

Variable	BL	PSM	JP
BL	1		
PSM	0.485	1	
JP	0.383	0.479	1
BL1	0.778	0.377	0.298
BL2	0.752	0.365	0.288
BL3	0.772	0.374	0.295
BL4	0.798	0.387	0.305
BL5	0.804	0.39	0.308
BL6	0.779	0.378	0.298
BL7	0.709	0.344	0.271
PSM1	0.389	0.802	0.384
PSM2	0.379	0.782	0.375
PSM3	0.404	0.832	0.399
JP1	0.306	0.384	0.801
JP2	0.301	0.376	0.786
JP3	0.315	0.394	0.823

JP4	0.308	0.386	0.805
-----	-------	-------	-------

According to the test results in the table above, it is known that the BL1-BL7 indicators have the highest correlation to the bureaucratic leadership variable (BL)(X1). the PSM1-PSM3 indicator has the highest correlation to the PSM variable (X2), the JP1.1-JP4 indicator has the highest correlation to the Job performance variable (Y), so it can be concluded that discriminant validity is in the category. each indicator is more than 1.96 with a loading factor of more than 0.5. This means that each observed variable has a greater relationship with its respective latent variables than the other latent variables.

Significance test

The results of testing the relationship between latent variables show a significant relationship between latent variables. The beta coefficient that shows the relationship between BL and PSM is 0.48, the beta coefficient of PSM and JP is 0.38. The beta coefficient of the relationship between BL and JP is 0.196

Model Suitability Test (Goodness of Fit Test) and model resefication

The results of the model fit test are as follows:

Table 4 Model test results

Absolute Fit Measure	Results	conclusion
p-value (Sig.)	0.083	Fit
CMIN	1,235	Fit
GFI(Goodness of Fit)	0.95	Fit
RMSEA(Root Mean square Error of Approximation)	0.031	Fit
RMR(Root Mean Square Residual)	0.023	Fit
Incremental Fit Measure		
AGFI(Adjusted Goodness of Fit Index)	0.929	Fit
CFI (Comparative Fit Index)	0.991	Fit
Incremental Fit Index (IFI)	0.991	Fit
Relative Fit Index (RFI)	0.943	Fit
Parsimonious Fit Measure		
PNFI (Parsimonious .) Normal Fit Index)	0.751	Fit
PGFI (Parsimonious .) Goodness Of Fit Index)	0.67	Fit
AIC (Akaike Information Criterion)	153	Fit
CAIC (Consistent Akaike Information Criterion)	292	Fit

Based on test results criteria of goodness of fit, each criterion of goodness of fit that is absolute fit indices, incremental fit indices and parsimony indices are fully represented. The test results show that the model is accepted. There is a match between the data in the field obtained through a survey with the model constructed in the study.

Causality Test with regression analysis technique(Regression Weight) and effect mediation

The results of the causality test show the relationship between varsignificant positive variables including hThe results of testing the role of public service motivation (PSM) as a mediating variable are as shown in the following table:

Table .5: Hypothesis test results

Hypothesis	Direct	Indirect via PSM	Total
There is a positive influence of bureaucratic leadership (BL) on public service motivation (PSM)	0.485		0.485
There is a positive influence of bureaucratic leadership (BL) on job performance (JP)	0.196		0.196

There is a positive influence of public service motivation (PSM) on job performance (JP)	0.384		0.384
public service motivation (PSM) positively mediates the influence of beureaucratic leadership (BL) on job performance (JP)	0.196	0.186	0.382

The test results show that The positive influence of beureaucratic leadership on public service motivation with a beta coefficient of 0.485 or is in the medium category. Directly beureaucratic leadership on job performance has an influence with a beta coefficient of 0.196 or is in the low category. There is a positive influence of public service motivation on job performance with a beta coefficient of 0.384. PSM can mediate the influence of beureaucratic leadership on job performance. The test results using the Sobel test show that the calculated Z value is in the area of acceptance of the hypothesis, which is 3.81.

Discussion

Leadership is a central issue in the management of the bureaucracy. The results of the study show both directly and indirectly Leadership has a significant influence on employee job performance. This is in line with [Sarnacchiaro et al. \(2019\)](#); [Van Loon et al. \(2017\)](#). That the performance of employees is influenced by internal and external factors. Institutional leadership and intrinsic motivation based on rationality, norms and affection determine performance. Both internal and external sources are a series of interrelated processes.

The process of interaction between leaders is not just a process that shows the exchange of values. The process illustrates the existence of employee social learning with a leader who has the characteristics of: promote professionalism, distribute power, build coalitions, increase clarity, commitment, enthusiasm, and consensus. [Bennis \(2017\)](#); [Bush \(2014\)](#). As well as supporting subordinates with relationships within the bureaucracy, [F. L. K. Ohemeng et al. \(2018\)](#) as well as leaders with administrative capabilities [Lumby \(2019\)](#); [F. Ohemeng and Huque \(2017\)](#). and has Credibility, openness and is able to coordinate human and material resources, as well as integrity in carrying out the organization's vision consistently [F. L. K. Ohemeng et al. \(2018\)](#). Leadership in public institutions determines the sustainability of employees' performance, including in stressful situations.

The interaction of leaders and subordinates as a process of value exchange that directs autonomy in work based on their understanding of rationality and norms and affection. In line with [Amina, Hadi, Waheed, and Fayyaz \(2021\)](#); [Nazir et al. \(2020\)](#) who argue about public performance based on the perspective of an exchange between leaders and subordinates. The success of the leader in encouraging motivation and performance lies in the success of making the relationship between leaders and subordinates a dyadic relationship process that is possible in a relatively lean regional structure between leaders and subordinates and mutually beneficial. Subordinates give good response of extra time and effort for more effective and efficient work. Subordinates in these exchanges demonstrate mutual trust, integrity, and loyalty. The interaction between the two is not based on hierarchy and communication is based on roles according to a formal and rigid organizational structure. The relationship between leaders and subordinates encourages positive attitudes and behaviors as redefined by [Nazir et al. \(2020\)](#).

The success of leaders in encouraging performance through public service motivation is a social learning process between leaders and subordinates where there is model imitation. Subordinates imitate the leader as a model as stated [Bennis \(2017\)](#); [Lumby \(2019\)](#); [Nowell et](#)

al. (2016); F. Ohemeng and Huque (2017); F. L. K. Ohemeng et al. (2018). In line with the construction of PSM that PSM has a rational, norm-based, and affective basis Perry and Wise (1990). Rationale and norms are obtained and developed based on their interactions with leaders. Interaction with leaders becomes a learning process for employees to build rational arguments, understand norms and affection as public servants. The leader gains the trust of subordinates as stated by F. Ohemeng and Huque (2017); F. L. K. Ohemeng et al. (2018); Robbins and Judge (2018) regarding leadership reform in the public sector. This means that interactions with leaders direct employees to provide better services to the community as a social learning process in line with. move, implement policies and regulate administration as the task of leaders in public institutions (Berkowitz & Krause, 2020). The leadership ability as stated by Huque and Ferdous (2019) encourages individual intensity, direction and persistence in an effort to achieve organizational goals as a social learning process.

The results of the study show that leadership can foster a desire to exert effort to benefit others. The leader's role is to encourage social interactions that are empathetic, helpful, and caring for the community. The interaction between the leader and subordinates builds the independence of subordinates to take action autonomously based on individual orientation as public servants which in the end is shown by service performance such as paying attention to the interests of the community and at the same time continuing to function as agents of implementing political policies, implementing public administration although with some limitations. budget allocated to the institution. In line with Kaplan and Nazir et al. (2020), that the task of public servants is to serve stakeholders such as the community, local executives and legislative interests. Employees who are motivated based on autonomy can utilize resources, carry out the process of organizing every program and policy in public services, keep trying to learn & innovate, especially in their capacity as policy implementers in the field who face problems directly. Leaders encourage rationality, become an example in the implementation of public administration and policy, as well as become a guide in the social learning process to build autonomy in providing services to the public. innovate, especially in their capacity as policy implementers in the field that face problems directly. Leaders encourage rationality, become an example in the implementation of public administration and policy, as well as become a guide in the social learning process to build autonomy in providing services to the public. innovate, especially in their capacity as policy implementers in the field that face problems directly. Leaders encourage rationality, become an example in the implementation of public administration and policy, as well as become a guide in the social learning process to build autonomy in providing services to the public.

Limitations

The research has limitations in terms of local area coverage with cross-sectional data collection. Further research is needed with design longitudinal as well as qualitative to explore the role of other types of leadership in the bureaucracy

Conclusion

This study proved that bureaucratic leadership has a significant influence on the performance of employees in the regional environment either directly or through public service motivation. The theoretical implication found in this research is the need for an interdisciplinary approach in the study of public administration at the micro level to explain the interactions between leaders and subordinates related to performance. The practical implication is the importance of developing interactions between leaders and subordinates in

public institutions as a process of exchanging values and learning in order to improve employee motivation and performance in Indonesia.

References

- Amina, A., Hadi, N. U., Waheed, A., & Fayyaz, H. (2021). The Effect of Leader Mindfulness on Employee Job Performance: Investigating the Mediating and Moderating Role of Leader-Member Exchange and Organization Culture. *Journal of behavioral Sciences*, 31(2), 138-165.
- Bandura, A. (1989). Social cognitive theory. In R. Vasta (Ed.), *Annals of child development*. Vol. 6. Six theories of child development. Greenwich, CT: JAI Press, (pp. 1-60).
- Bellé, N., & Cantarelli, P. (2018). The role of motivation and leadership in public employees' job preferences: Evidence from two discrete choice experiments. *International Public Management Journal*, 21(2), 191-212. doi:<https://doi.org/10.1080/10967494.2018.1425229>
- Belrhiti, Z., Van Damme, W., Belalia, A., & Marchal, B. (2020). The effect of leadership on public service motivation: a multiple embedded case study in Morocco. *BMJ open*, 10(1), e033010. doi:<https://doi.org/10.1136/bmjopen-2019-033010>
- Bennis, W. G. (2017). Post bureaucratic leadership. In *American Bureaucracy* (pp. 165-187): Routledge.
- Berkowitz, D., & Krause, G. A. (2020). How bureaucratic leadership shapes policy outcomes: partisan politics and affluent citizens' incomes in the American states. *Journal of Public Policy*, 40(2), 305-328. doi:<https://doi.org/10.1017/S0143814X18000405>
- Bush, T. (2014). Emotional leadership: A viable alternative to the bureaucratic model? In (Vol. 42, pp. 163-164): SAGE Publications Sage UK: London, England.
- Caillier, J. G. (2020). Testing the influence of autocratic leadership, democratic leadership, and public service motivation on citizen ratings of an agency head's performance. *Public Performance & Management Review*, 43(4), 918-941. doi:<https://doi.org/10.1080/15309576.2020.1730919>
- Corduneanu, R., Dudau, A., & Kominis, G. (2020). Crowding-in or crowding-out: the contribution of self-determination theory to public service motivation. *Public Management Review*, 22(7), 1070-1089. doi:<https://doi.org/10.1080/14719037.2020.1740303>
- Denhardt, R. B., & Catlaw, T. J. (2014). *Theories of public organization, 5th edition.*: Cengage Learning.
- Grant, A. M. (2008). Does intrinsic motivation fuel the prosocial fire? Motivational synergy in predicting persistence, performance, and productivity. *Journal of applied psychology*, 93(1), 48. doi:<https://doi.org/10.1037/0021-9010.93.1.48>
- Huque, A. S., & Ferdous, J. (2019). Bureaucratic and political leadership in Bangladesh: dynamics of administrative reform and the public interest. *Asia Pacific Journal of Public Administration*, 41(3), 169-180. doi:<https://doi.org/10.1080/23276665.2019.1658364>
- Hyslop-Margison, E. J., & Leonard, H. A. (2012). Post Neo-Liberalism and the Humanities: What the Repressive State Apparatus Means for Universities. *Canadian Journal of Higher Education*, 42(2), 1-12. doi:<https://doi.org/10.47678/cjhe.v42i2.183579>
- Jensen, U. T., Andersen, L. B., Bro, L. L., Bøllingtoft, A., Eriksen, T. L. M., Holten, A.-L., . . . Salomonsen, H. H. (2019). Conceptualizing and measuring transformational and transactional leadership. *Administration & Society*, 51(1), 3-33. doi:<https://doi.org/10.1177/0095399716667157>
- Kangoye, D. T., Noor, A., Midega, J., Mwangeli, J., Mkabili, D., Mogeni, P., . . . Drakeley, C. (2016). Malaria hotspots defined by clinical malaria, asymptomatic carriage, PCR and vector numbers in a low transmission area on the Kenyan Coast. *Malaria journal*, 15(1), 1-13. doi:<https://doi.org/10.1186/s12936-016-1260-3>
- Kaplan, R. S., Robert, N. P. D. K. S., Kaplan, R. S., & Norton, D. P. (2001). *The strategy-focused organization: How balanced scorecard companies thrive in the new business environment, 1-399.* : Harvard Business Press.
- Kasdan, D. O. (2019). Nudging the Neoliberal Agenda: Administrative Opportunities in the Deregulated State. *Public Administration Review*, 79(3), 439-442. doi:<https://doi.org/10.1111/puar.13045>
- Kim, S. (2006). Public service motivation and organizational citizenship behavior in Korea. *International journal of manpower*, 27(8):722-40. doi:<https://doi.org/10.1108/01437720610713521>
- Kusuma, A. R., & Akbar, P. (2021). Policy Response and Collaboration in Handling Covid-19 East Kutai Regency With An Adaptive Governance Approach in Disasters. *Jurnal Borneo Administrator*, 17(2), 223-240. doi:<https://doi.org/10.24258/jba.v17i2.866>
- Lumby, J. (2019). Distributed leadership and bureaucracy. *Educational Management Administration & Leadership*, 47(1), 5-19. doi:<https://doi.org/10.1177/1741143217711190>
- Marques, T. M. G. (2021). Research on public service motivation and leadership: A bibliometric Study. *International Journal of Public Administration*, 44(7), 591-606. doi:<https://doi.org/10.1080/01900692.2020.1741615>

- Martha, J. W., Pranata, R., Lim, M. A., Wibowo, A., & Akbar, M. R. (2021). Active prescription of low-dose aspirin during or prior to hospitalization and mortality in COVID-19: a systematic review and meta-analysis of adjusted effect estimates. *International Journal of Infectious Diseases*, 108, 6-12. doi:<https://doi.org/10.1016/j.ijid.2021.05.016>
- Miao, Q., Eva, N., Newman, A., & Schwarz, G. (2019). Public service motivation and performance: The role of organizational identification. *Public Money & Management*, 39(2), 77-85. doi:<https://doi.org/10.1080/09540962.2018.1556004>
- Nazir, S., Shafi, A., Asadullah, M. A., Qun, W., & Khadim, S. (2020). Linking paternalistic leadership to follower's innovative work behavior: the influence of leader-member exchange and employee voice. *European Journal of Innovation Management*, 24(4), 1354-1378. doi:<https://doi.org/10.1108/EJIM-01-2020-0005>
- Nowell, B., Izod, A. M., Ngaruiya, K. M., & Boyd, N. M. (2016). Public service motivation and sense of community responsibility: Comparing two motivational constructs in understanding leadership within community collaboratives. *Journal of Public Administration Research and Theory*, 26(4), 663-676. doi:<https://doi.org/10.1093/jopart/muv048>
- Ohemeng, F., & Huque, A. S. (2017). Administrative leadership in developing countries. *International Journal of Public Leadership*, 13(4), 214-217. doi:<https://doi.org/10.1108/IJPL-11-2017-056>
- Ohemeng, F. L. K., Amoako-Asiedu, E., & Darko, T. O. (2018). The relationship between leadership style and employee performance: An exploratory study of the Ghanaian public service. *International Journal of Public Leadership*, Vol. 14 No. 4, pp. 274-296. doi:<https://doi.org/10.1108/IJPL-06-2017-0025>
- Olsen, A. L., Tummers, L., Gimmelikhuijsen, S., & Gilke, S. (2018). Behavioral public administration: Connecting psychology with European public administration research. In *The Palgrave handbook of public administration and management in Europe* (pp. 1121-1133): Springer.
- Orabi, A. (2016). The Impact of Transformational Leadership Style on Organizational Performance: Evidence from Jordan. *International Journal of Human Resource Studies* Vol. 6, No. 2 pp 89-102.
- Orabi, T. G. A. (2016). The impact of transformational leadership style on organizational performance: Evidence from Jordan. *International Journal of Human Resource Studies*, 6(2), 89-102. doi:<https://doi.org/10.5296/ijhrs.v6i2.9427>
- Perry, J. L., & Wise, L. R. (1990). The motivational bases of public service. *Public Administration Review*, 367-373. doi:<https://doi.org/10.2307/976618>
- Pidd, M. (2012). *Measuring the performance of public services: Principles and practice, 1-300.*: Cambridge University Press.
- Prysmakova, P. (2021). Public service motivation of public and nonprofit employees: Comparative analysis of social service providers in a centralized system. *International Journal of Public Administration*, 44(6), 513-529. doi:<https://doi.org/10.1080/01900692.2020.1729798>
- Robbins, S., & Judge, T. (2018). *Organizational behavior* 18th edition. NY; Prentice hall.
- Saleem, M. A., Bhutta, Z. M., Nauman, M., & Zahra, S. (2019). Enhancing performance and commitment through leadership and empowerment: An emerging economy perspective. *International Journal of Bank Marketing*, 37 (1) pp. 303-322. doi:<https://doi.org/10.1108/IJBM-02-2018-0037>
- Sarnacchiaro, P., Camminatiello, I., D'Ambra, L., & Palma, R. (2019). How does public service motivation affect teacher self-reported performance in an education system? Evidence from an empirical analysis in Italy. *Quality & Quantity*, 53(5), 2521-2533. doi:<https://doi.org/10.1007/s11135-018-0772-z>
- Schwarz, G., Eva, N., & Newman, A. (2020). Can public leadership increase public service motivation and job performance? *Public Administration Review*, 80(4), 543-554. doi:<https://doi.org/10.1111/puar.13182>
- Schwarz, G., Newman, A., Cooper, B., & Eva, N. (2016). Servant leadership and follower job performance: The mediating effect of public service motivation. *Public Administration*, 94(4), 1025-1041. doi:<https://doi.org/10.1111/padm.12266>
- Shafi, M., Lei, Z., Song, X., & Sarker, M. N. I. (2020). The effects of transformational leadership on employee creativity: Moderating role of intrinsic motivation. *Asia Pacific Management Review*, 25(3), 166-176. doi:<https://doi.org/10.1016/j.apmrv.2019.12.002>
- Shahid, A., & Azhar, S. M. (2013). Integrity & trust: The defining principles of great workplaces. *Journal of Management Research*, 5(4), 64. doi:<https://doi.org/10.5296/jmr.v5i4.3739>
- Smith, A. E., & Hatmaker, D. M. (2014). Knowing, doing, and becoming: Professional identity construction among public affairs doctoral students. *Journal of Public Affairs Education*, 20(4), 545-564. doi:<https://doi.org/10.1080/15236803.2014.12001807>
- Sobari, W. (2019). Problem ideologi hingga kepemimpinan: Urgensi revisi undang-undang pelayanan publik. *Jurnal Borneo Administrator*, 15(2), 137-158. doi:<https://doi.org/10.24258/jba.v15i2.501>
- Steijn, B., & Van der Voet, J. (2019). Relational job characteristics and job satisfaction of public sector employees: When prosocial motivation and red tape collide. *Public Administration*, 97(1), 64-80. doi:<https://doi.org/10.1111/padm.12352>

- Tummers, L., & Knies, E. (2016). Measuring public leadership: Developing scales for four key public leadership roles. *Public Administration*, 94(2), 433-451. doi:<https://doi.org/10.1111/padm.12224>
- Uhl-Bien, M., & Arena, M. (2018). Leadership for organizational adaptability: A theoretical synthesis and integrative framework. *The leadership quarterly*, 29(1), 89-104. doi:<https://doi.org/10.1016/j.leaqua.2017.12.009>
- Van Loon, N. M., Vandenaabeele, W., & Leisink, P. (2017). Clarifying the relationship between public service motivation and in-role and extra-role behaviors: The relative contributions of person-job and person-organization fit. *The American Review of Public Administration*, 47(6), 699-713. doi:<https://doi.org/10.1177/0275074015617547>
- Van Wart, M. (2003). Public-sector leadership theory: An assessment. *Public Administration Review*, 214-228. doi:<https://doi.org/10.1111/1540-6210.00281>
- Vogel, M. D. (2020). When service calls: Public service motivation and calling as complementary concepts for public service. *International Public Management Journal*, 1-19. doi:<https://doi.org/10.1080/10967494.2020.1838014>
- Ward, K. D. (2019). Suited to serve: The antecedents and perceptions of public service motivation in national service. *International Public Management Journal*, 22(1), 71-98. doi:<https://doi.org/10.1080/10967494.2017.1325805>
- Wright, B. E., Hassan, S., & Park, J. (2016). Does a public service ethic encourage ethical behaviour? Public service motivation, ethical leadership and the willingness to report ethical problems. *Public Administration*, 94(3), 647-663. doi:<https://doi.org/10.1111/padm.12248>