

Leadership In complexity for psychological empowerment, Organizational Citizenship behavior, Job Performance among public service employees

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Abstract

Background: Various problems, both structured and unstructured, make the leadership role more complex. The demand for leadership capabilities is not only on administrative and policy capabilities. Leaders are expected to be able to show their performance through optimizing employee functions in the organization. Objectives: The purpose of this study is to analyze the influence of Leadership In complexity on psychological empowerment, Organizational Citizenship behavior, Performance among public service employees. Method: Research design of an explanatory survey of 324 employees at the sub-district level, online and offline for employees who experience communication barriers. Data analysis used covariant SEM procedure. Results: The result of the research shows that the leadership ability is good in administrative function, enabling function. Leaders are required to be able to adapt to the pressures and complexities they face. Through empowering the state apparatus, leaders can encourage OCB and performance in accordance with public demands even though there are still shortcomings. Psychological empowerment as a mechanism to show leadership functions in complex situations to realize OCB and employee performance in public institutions. Conclusion: Leadership that is able to maintain a balance in public organizations between politics, administration, the interests of stakeholders can ensure the implementation of performance according to demands with high Organizational Citizenship behavior through employee empowerment. The practical implication is the need for a paradigm shift to understand the role of leadership in complex situations while maintaining the function of public institutions.

Keywords: empowerment, Job Performance, Leadership, public service Organizational Citizenship behavior

Introduction

Bureaucratic Leadership is the concern of practitioners and academics. The development of leadership practices that are thick with the paradigm of being served as an official has become a stigma in society. Various leadership approaches show that leadership in

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the public sector is very complex, especially in developing countries such as political, social, economic, legal and cultural. Bureaucratic leaders are often described as a key tool in subjecting employees to management and the state (Hyslop-Margison and Leonard, 2012). Even Amah et al., (2018) consider that the leader is a source of energy for subordinates. However, it emphasized the need to identify the energy generated and transmitted by the various leadership styles. van Zyl and Hofmeyr (2021) convey a variety of leadership challenges in an increasingly complex global era.

Government bureaucratic institutions are full of unit leaders who work in a hierarchical order. Hierarchical power obtained; the pattern of bureaucratic leadership followed by officials also tends to turn into feudal leadership (Weber, 1947). This condition causes each work unit to have different patterns and habits in leading. Whereas conceptually the leadership model in the bureaucracy is to guarantee the administration of the state according to the goals of the state. Organizational goals, hierarchies, top to bottom management and state formal accountability processes are assumed (Bush, 2014). In general

About leadership in public institutions Ohemeng et al (2018) suggests that there is diversity in leadership in public institutions. Each uses a different approach to explain leadership in carrying out organizational functions in public institutions. Huque & 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. Uhl-Bien and Marion (2009), developed based on Complexity Leadership Theory (CLT). CLT expects adaptive spaces to be created to enable creativity, emergence, and learning through adaptive leadership (Taylor, Cornelius & Colvin, 2014). The approach will encourage innovation, creative solutions,

The approach as a strategy to realize the function of public organizations needs to pay attention to the context, especially in developing countries with high corruption problems and the dominance of the power of work units in the organization due to a culture of seniority. An appropriate approach is needed that can operationally encourage bureaucrats in the field to carry out their functions optimally. Donkor and Skyere (2020) explain that leadership influences how individuals or organizations achieve their goals. Leadership in public institutions

influences the work behavior of subordinates and the operation of systems developed by organizations to realize their functions for community service. Stiller and Meijerink (2016) suggested the function of leadership to adapt to change. Myende and Maifala (2020), Tourist (2017) the importance of the leadership function in organizations that face various complexities. Danaher (2021) suggests a leadership challenge in the form of "Toxicity" in the organization. Duke (2020) addresses theoretical and practical issues in leadership of varying complexity and context.

Along with the increasing complexity of problems and internal dynamics, the leadership role is getting wider and tends to be ineffective. Efforts are needed to optimize the leadership function requiring a mediating role. Leaders need strategies and methodologies that can encourage performance and increase a sense of organizational citizenship. Chan (2017), Javed et al (2018) Yang et al (2019) show the function of psychological empowerment in the relationship between leadership and employee performance.

Various studies show the role of leadership in performance. In the context of public institutions, the position of leadership in encouraging empowerment requires a review in order to obtain a more adequate explanation. The results of research on the interaction between leaders and subordinates in order to realize performance in the midst of unprecedented complexity as a strategic and operational framework to optimize the functions of leadership in

public institutions. The results of the study direct the interaction between leaders and subordinates as an interaction as stated by Uhl-Bien, (2021) namely development, adaptation, high citizenship and adequate performance through empowerment. Donkor & Sekyere (2020) suggest that the next CLT research agenda is the non-western organizational environment that faces a lot of criticism.

The explanation of the position of leadership in public institutions in the CLT perspective provides direction for leaders to face the complexity due to external and internal pressures in public institutions requiring leadership that can encourage bureaucrats in the field to change due to imbalances, seek newness through exploration, reflection, learning and growth, integrate ideas into the system to realize the performance of employees in the field. The CLT approach is seen as consistent with the central statement of the meso argument that leadership is multi-level, contextual, and interactive, but this argument needs empirical evidence in different contexts, especially in developing countries with a high level of complexity in their bureaucratic systems,

especially during the COVID-19 pandemic. Myende and Maifala (2020) CLT claims that leadership emerges in individual relationships and interactions. The purpose of this study is to analyze the influence of Leadership In complexity on empowerment, Organizational Citizenship behavior, Performance among public service employees.

Literature Review Bureaucratic Leadership

According to complexity leadership theory (CLT), leadership is more than a skill, exchange, or symbol of leadership that emerges through dynamic interactions' (Myende and Maifala (2020), 2020). CLT is a combination of three leadership constructs, namely administrative, adaptive and enabling functions (Uhl-Bien et al. 2007). Myende and Maifala (2020) explain formal managerial roles and how to plan and coordinate activities to meet predetermined organizational outcomes. alignment and control as the main focus. Adaptive leadership as a major source of change in organizations that arise from 'organizational conflict' of needs, ideas, and preferences' and leads. Leadership is not about authority but the interaction of different people at different levels of the organization (Uhl-Bien et al. 2007). Enabling leadership is enabling leadership. Able to handle tension with diverse skills, preferences and organizational perspectives.

Psychological Empowerment

The concept of empowerment was introduced by Lewin in 1951. Developed and expanded by Hanold Linda in 1997. Lewin (1951) suggested that the concept of empowerment is unidimensional, namely the delegation of managers to their subordinates. The process of controlling work, taking actions and decisions beyond the requirements of normal job functions without senior authority. Intrinsic task motivation reflects a sense of self-control in work and active involvement (Seibert et al., 2011). The same opinion was expressed Aggarwall et al (2020), Sing and Sing (2018) Wei et al (2019) define referring to Spreitzer (1995) as one of the factors of intrinsic motivation for task execution. Supplement even delegation of additional powers for job descriptions (Sankar, 2019). Psychological Empowerment as an act of delegating decision-making authority (Baird et al (2020)).

Organizational Citizenship behavior Take the initiative to engage in extra role behaviors. Individual behavior that is discretionary, not directly or explicitly recognized by the formal reward system, and which belongs to aggregation groups to promote the effective functioning of the organization (Organ, 1988). Miao et al (2020), Gonzalez-Mulé, Mount, and Oh, 2014) confirm that meta- analyses consistently show OCB to have broad effects at the individual and

organizational levels. OCB as an extra role voluntarily for the benefit of the organization. de Geus et al. (2019) defines OCB as an "extra" behavioral characteristic for a defined role that differs significantly between the public and private sectors. interact with customers as citizens according to different legal and normative boundaries (Rainey 2014; Rosenbloom 2013).

Job Performance

The performance of public services is not only seen from the absorption of the budget. The behavior of bureaucrats is a matter of public concern. Therefore, the concept of job performance for public employees is multidimensional. Cainarca et al (2019) explained that the identification of individual performance is quite difficult due to the presence of intermediate variables such as attitude, level of satisfaction or sense of fairness of the assessment system. Van Loon et al (2015) suggest that various public stakeholders expect services other than direct users. Palma et al (2017) added that individual performance is measured based on contributions to the organization, within the organization, behavior and working harder than colleagues.

Hypothesis development

Leadership and Psychological Empowerment

Leaders have a function to facilitate employees so that subordinates have the ability to control work autonomously, especially with regard to additional tasks outside the work that is commonly carried out. Kundu et al (2018) stated that leadership has an influence on psychological empowerment. Leadership as a formal power that becomes a resource for psychological empowerment. Jha (2014); Suifan, et al (2020) and Pradhan, 2017 show the role of leadership in empowerment. The main principle that is used as the basis for leadership for empowerment is the autonomy and capacity of employees in carrying out their duties. Samuel et al (2021) suggested the position of leadership in empowering subordinates.

The proposed hypothesis

Ha1= Bureaucratic Leadership has a positive influence on Psychological Empowerment
Leadership and OCB

Employees have a need for leadership as a "model of change" that is leadership that provides a framework for solving complex problems as a basis for change that encourages the readiness of subordinates to act outside the task and make positive contributions without being asked. Leaders can solve problems (Donkor & Sekyere (2020) Huque & Ferdous (2019) argue 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.

The proposed hypothesis

Ha 2= Bureaucratic Leadership has a positive influence on OCB Bureaucratic Leadership, Psychological Empowerment and Job performance Leaders who have empowerment initiatives can encourage performance personnel significantly. The ability to manage and place the organization so that it is able to deal with complexities and demands can result in performance through empowerment. Imam et al (2020), Saira et al (2020), Kundu et al (2019), Koiv et al (2018) show the role of empowerment in the relationship between leadership and performance. Mahmoud et al (2021) emphasized the position of psychological empowerment on individual performance. In general, Naidodo et al (2019) stated that leaders are considered as drivers of innovation in organizations.

The interaction of the leadership including its policies in empowering subordinates will

encourage performance. The subordinates changed mindset about the role of public servants through empowerment. Subordinates understand the meaning and role with the support of leaders who have the ability to encourage empowerment. Empowerment as a mediation of leadership functions and a very practical and productive way to improve public services. Iqbal et al (2020), Tripathi et al (2020), Young et al (2020), Yang et al (2019) confirmed that psychological empowerment of followers partially mediates the relationship between servant leadership and performance. The consequence of empowerment by leadership is the positive output of subordinates (Samuel et al, 2021).

The proposed hypothesis

Ha3 = Bureaucratic Leadership has an influence on Job performance through Psychological Empowerment Bureaucratic Leadership, Psychological Empowerment and OCB

Empowerment as a mechanism and strategy to increase the role of employees for the benefit of the organization. OCB grows and develops along with increasing confidence about the ability to perform well and have the capacity to grow with new challenges. Through empowerment, employees learn to determine their own destiny, gain meaning in their work, believe in their abilities and show the importance of the role of employees for the individual as a whole. Empowerment requires the support of a strategic structure and framework that comes from a leader who has the capacity and understands internal and external dynamics, including placing the organization between politics and administration. Jha (2014) suggests that leadership influences work outcomes through empowerment. Suifan et al (2020) emphasize that employees identify with the organization based on an empowerment process that is driven by the leader. Dewettinck and van Ameijde (2011), Guerrero et al (2018), Stanescu et al (2019), show the consistent role of empowerment in the relationship between leadership and performance.

The proposed hypothesis

Ha=4 Bureaucratic Leadership has an influence on OCB through Psychological Empowerment Bureaucratic Leadership, OCB and Job performance

Leadership allows for a learning process, innovation, and adaptive capacity of a complex adaptive system so that subordinates have an extra willingness to support the organization either through behavior or actions that maintain the image of the organization. Leadership can facilitate and encourage proactive and creative problem-solving personnel to meet the needs and demands of various stakeholders, it contributes to organizational performance and adaptability which ultimately achieves organizational goals. These efforts require leadership guidance. The CLT approach offers a paradigm of thinking about leadership to explore issues that affect individual performance. Uhl-Bien, (2021) namely the development of leaders and followers to adapt to the pressure of complexity seen from the performance that reflects a sense of self-control and active involvement with one's work role, has high citizenship and adequate performance.

The proposed hypothesis

Ha 5 = Bureaucratic Leadership has an influence on Job performance through OCB

Method Research design

Research design using explanatory survey with a sample of employees at the sub-district level in the Bandung area as many as 324 employees according to the responses of employees who have been randomly selected and provide answers to questionnaires distributed online and offline for employees who are less accessible with an optimal online system. Verification of employee respondents' answers was carried out by taking samples from the community to reduce measurement bias according to Suzuki and Demircioglu (2020).

entrepreneurial leadership, enabling leadership and operational leadership

Measurement Psychological empowerment refers to In this study, empowerment is measured based on Aggarwal et al (2020), referring to the concept put forward by Spreitzer (1995) namely 1) competence 2) impact, 3) self-determination 4) meaning. OCB refers to Organ (1988) namely awareness, civic virtue, sportsmanship, courtesy, and altruism. Job performance measurement is adapted from Van Loon (2015), namely 1) output, 2) service outcome, 3) responsiveness. 4) democratic outcome Response answers using a scale of 1 to 5 on ranging from very low to very high.

Data analysis using sem covariant procedure.

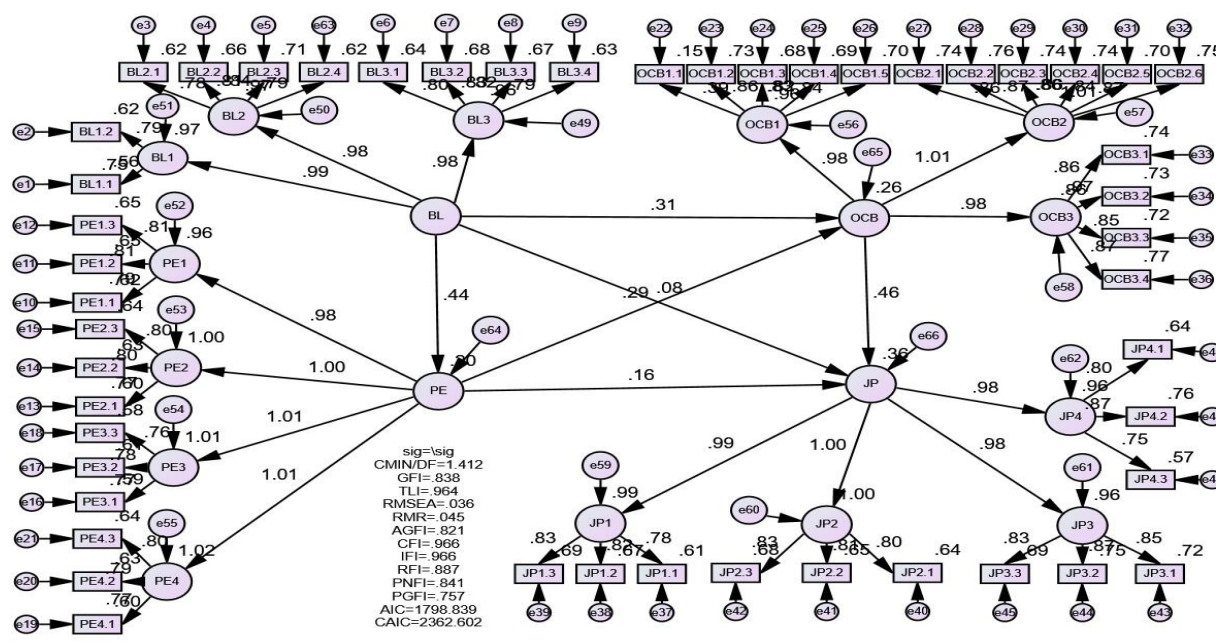
Research result Descriptive statistics

Table 1. Variabel description

No	Variable	mean	Standard deviation	Scoring interval scales
1	Bureaucratic Leadership	3.78	0.71	Tall
2	Psychological empowerment	3.82	0.70	Tall
3	OCB	3.96	0.78	Tall
4	Performance	3.78	0.70	Tall

The results show that each variable is in the high category. Bureaucratic Leadership is in the high category. This means that in general, regional leaders are able to maintain a balance between politics, administration and the existing complexities. Bureaucratic Leadership is in the high category. Efforts to build competence, meaning, impact and independence are a highly valued process. The level of extra employee roles in complex situations is not reduced. The demand to provide more service at critical times is responded positively. The performance of public services is in the high category. However, along with increasing public expectations, the demands for changes and increases in research variables are getting higher.

Analysis with SEM prosedur procedure



The results of the normality test show that the data is normal with a univariate critical ratio value range of -0.710. Full model research results are as follows: Image: Full model second order confirmatory analysis

The test results of the proposed model show that Confirmatory Factor Analysis (Convergent Validity, average variance extracted (AVE), Composite reliability) shows that the constructed model can be accepted as shown in the following table, Information:

Table 2: Confirmatory Factor Analysis

Construct	Dimension	Indicator	Loading factor	AVE	Composite reliability	
Bureaucratic Leader'ship (BL)	entrepreneurial leadership (BL1)	BL1.1	0.75	0.59	0.799	
		BL1.2	0.787			
		BL2.1	0.785			
	enabling leadership (BL 2)	BL2.2	0.815	0.657	0.914	
		BL2.3	0.842			
		BL2.4	0.798			
	operational leadership (BL 3)	BL3.1	0.826	0.635	0.899	
		BL3.2	0.816			
		BL3.3	0.794			
	'Psychological empowerment (PE)	Competence (PE1)	PE1.1	0.789	0.642	0.875
			PE1.2	0.807		
			PE1.3	0.807		
impact (PE 2)		PE2.1	0.775	0.624	0.869	
		PE2.2	0.796			
		PE2.3	0.798			
fate determination(PE 3) alone		PE3.1	0.766	0.590	0.859	
		PE3.2	0.781			
		PE3.3	0.758			
meaning (PE4)		PE4.1	0.772	0.622	0.868	
		PE4.2	0.793			
		PE4.3	0.801			
Organizational Citizen's hip Behavior (OCB)	Conscientiousness (OCB1)	OCB1.1	0.389	0.590	0.898	
		OCB1.2	0.856			
		OCB1.3	0.822			
		OCB1.4	0.83			
		OCB1.5	0.838			
	Altruism (OCB1)	OCB2.1	0.862	0.739	0.949	
		OCB2.2	0.869			
		OCB2.3	0.863			
		OCB2.4	0.859			
		OCB2.5	0.838			
	civic virtues(OCB2)	OCB2.6	0.865	0.668	0.874	
		OCB3.1	0.861			
OCB3.2		0.856				
OCB3.3		0.847				
Job performance (JP)	Output (JP 1)	OCB3.4	0.875	0.658	0.867	
		JP1.1	0.782			
		JP1.2	0.82			
	service outcome (JP2)	JP1.3	0.831	0.719	0.891	
		JP2.1	0.802			
		JP2.2	0.806			
	Responsiveness(JP3)	JP2.3	0.825	0.657	0.874	
		JP3.1	0.846			
		JP3.2	0.865			
	democratic outcome ((JP3)	JP3.3	0.832	0.87	0.874	
		JP4.1	0.803			
		JP4.2	0.87			
		JP4.3	0.754			

Bureaucratic Leadership = BL. 'Psychological empowerment =PE, Organizational Citizenship Behavior Job performance =JP

Based on the test results obtained an explanation that the AVE for the variable latent BL, PE, OCB and JP through their respective dimensions and composite reliability values can be accepted to explain each latent variable. The results of the discriminant validity test show indicators L1-L7 have the highest correlation to the leadership variable (L) (X1). The PE1-PE3 indicator has the highest correlation to the PE variable (X2), the OCB1-OCB2 indicator has the

highest correlation to the OCB(Y) variable. Indicators JP1.1-JP4 have the highest correlation to the variable Job performance (Z), so it can be concluded that discriminant validity is in the high category. The weight factor values for the dimensions are BL1 to BL4 as shown in Figure 1 > 0.5. The weight value of the psychological empowerment (PE) dimension factor is PE1-PE4, the OCB dimension (OCB1-OCB3 and JP (JP1-JP4) is greater than 0.5.

Significance test

The test results show that there are relationship between variables in research

Table 3. Significance test result Estimate *SECRP*

PE	<---	BL	0.444	0.067	7.151	***
OCB	<---	BL	0.309	0.081	5.083	***
OCB	<---	PE	0.289	0.073	4,865	***
JP	<---	PE	0.165	0.059	2.877	0.004
JP	<---	OCB	0.462	0.051	7.576	***
JP	<---	BL	0.085	0.064	1.468	0.142

Leadership in Bureaucracy = BL. 'Psychological empowerment =PE, Organizational Citizenship Behavior Job performance =JP

The data show that different types of behavioral variables are interrelated and have analytical problems. There is a relationship between the independent variables, namely BL with the dependent variable and between the mediating variable and the dependent variable and the mediation function. The next step is to test GOF

Model Fit Test (Goodness of Fit Test)

The results of the model fit test are as follows:

Table 4 Goodness of Fit Test

Absolute Fit Measure	Results	conclusion
p-value (Sig.)		Fit
CMIN	1.412	Fit
GFI (Goodness of Fit)	0.838	Marginal
RMSEA (Root Mean square Error of Approximation)	0.036	Fit
RMR (Root Mean Square Residual)	0.045	Fit
Incremental Fit Measure		
AGFI (Adjusted Goodness of Fit Index)	0.821	Marginal
CFI (Comparative Fit Index)	0.966	Fit
Incremental Fit Index (IFI)	0.966	Fit
Relative Fit Index (RFI)	0.887	Marginal
Parsimonious Fit Measure		
PNFI (Parsimonious.) Normal Fit Index)	0.841	Fit
PGFI (Parsimonious.) Goodness Of Fit Index)	0.757	Marginal
AIC (Akaike Information Criterion)	1798	Marginal
CAIC (Consistent Akaike Information Criterion)	2362	Marginal

Based on test results the criteria of goodness of fit, each criterion of the goodness of fit, namely absolute fit indices, incremental fit indices and parsimony indices represented at least one. The results of the goodness of fit test show that the model is accepted.

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

The results of the causality test showed that the relationship between variables was significantly positive. The results of the Bureaucratic Leadership and OCB tests as mediating

variables can be seen in the following table:

Table .5: *Hypothesis test results*

Bureaucratic Leadership has an influence on Psychological Empowerment	0.44	0.00	supported	
Bureaucratic Leadership has an influence on OCB	0.309	0.00	supported	
Bureaucratic Leadership has an influence on Job performance Through Psychological Empowerment	0.12	0.00	2.67	supported
Bureaucratic Leadership has an influence on OCB through Psychological Empowerment	0.13	0.00	2.65	supported
Bureaucratic Leadership has an influence on Job performance through OCB	0.141	0.00	4.2	supported

Discussion of research findings

Leader as a central figure in the organization. The results of the study are in line with Kundu et al (2018) Jha (2014); Suifan, (2020) and Pradhan, 2017. In the midst of the complexity that exists, leaders are still required to be able to encourage empowerment as a process to adapt to change and learning to remain able to interpret their work and have an impact on the organization. In line with Samuel et al, (2021), that the interaction of leaders and subordinates encourages positive output for the organization.

Leaders have two significant pathways to drive performance, namely psychological empowerment and OCB. Complexity in public institutions is getting higher, especially in a situation like today. The pressure of humanitarian disasters demands for restrictions, public anxiety, as well as economic contraction and internal dynamics Leadership in the public sector is required to be able to adapt to various existing complexities. Adaptability in complexity as a strategic and operational meta-framework for public sector leadership. This means that leaders need to optimize psychological empowerment and increase employees' sense of citizenship. Adaptability can be seen from the learning, creative, and adaptive capacity of the complex adaptive system (CAS). Leaders encourage empowerment as a strategic and operational framework to drive CAS dynamics,

The first pathway Leaders can use OCB to drive performance. OCB as a normative mechanism that is rooted in the ethical awareness of the organization. These initiatives arise from the process of social interaction between leaders and subordinates. Individual behavior that is discretionary shows the normative responsibility of employees towards their organization. OCM functions beyond simply demonstrating the traditional association with 'public service performance'. OCB shows an awareness of the rights of citizens in the public service system and their relationship with public servants. In line with the OCB concept as stated Organ, 1988. Miao et al (2020), Gonzalez-Mulé, Mount, and Oh, 2014) This means that OCB for civil servants is not just a normative requirement based on regulations. OCB as a collective ethical awareness in order to realize the welfare of society.

The second path is through empowerment. The leadership seeks to integrate the dynamics of the ability to deal with complexities in the bureaucracy, coordinate control for the system through empowerment. Leaders continue to follow organizational bureaucratic principles (Baltaci and Balci, 2017) while following the workflow for the public service vision (Uhl-Bien

and Arena, 2018). Psychological empowerment as a process of control as well as distributing power and autonomy to solve problems and encourage subordinate capacity (Martin, 2010). motivation (Seibert et al., 2011). Aggarwal et al (2020), Singh and Singh (2018) Wei et al (2019) and Supplements for subordinates to deal with complexity (Sankar, 2019). Providing space for leaders to think and act strategically while subordinates learn to make operational decisions autonomously based on critical awareness as public servants (Baird et al (2020).

Leaders needed by public institutions are leaders who have the ability to place bureaucratic organization and empowerment as an effort to promote the organization effectively (Organ, 1988) through OCB (Miao et al, 2020), Gonzalez-Mulé, Mount, and Oh, 2014). Extra role as stated Geus et al. (2019) as well as performance as described by Van Loon et al (2015) Palma et al (2017) require a process of intrinsic motivation (Aggarwal et al, 2020), Wei et al (2019). For leaders, the existing complexity does not reduce efforts to stay focused and in control but serve as motivation for subordinates to continue to show extra roles and main tasks as public servants with a continuous process.

Judging from the existing social processes Bureaucratic leadership, empowerment as a methodological process that can be seen in order to produce knowledge that is used as the basis for build OCB and performance. In the midst of the existing complexity, leadership facilitates employees to take full responsibility and make contributions based on their authority and meaning to work and grow with confidence about their ability to work well and have the capacity to grow with new challenges.

Pimpina has a significant path to drive performance through OCB and empowerment. Both have in common that the leadership position is very important in dealing with complexities in public institutions and the leadership position in relation to employee performance. Leaders are required to be able to maintain a balance of politics, administration, and the interests of the community in order to realize adequate public service performance as stated by Huque & Ferdous (2019), namely realizing improvements for the community.

Limitations

The research is only carried out in the local government in the City and Regency of Bandung regional data collection technique with Cross sectional data. Data is only collected based on the perception of employees who have an indication of bias due to an assessment that is too high or low. It is necessary for further research by exploring models of public service performance appraisal in other public services.

Conclusion

Psychological empowerment as a mechanism to demonstrate leadership functions in complex situations to realize OCB and employee performance in public institutions. The practical implication is the need for a paradigm shift to understand the role of leadership in complex situations while maintaining the function of public institutions in public institutions.

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