

The Effect of Servant Leadership and Organizational Culture on Public Service Motivation

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Abstract

Since the issuance of Law 25/2009 concerning Public Services, it is still common to find leaders of public service providers who are still not maximally synergizing every provision contained in the Law. A paradox of accelerating the improvement of the quality of public services without starting from the high commitment of leaders to provide the best service. The Annual Report of the Ombudsman of the Republic of Indonesia (2019), states that until now water transportation still leaves many problems. In the 1970s, Greenleaf has begun to popularize the concept of servant leadership, Greenleaf argues that servant leadership is a leadership model that prioritizes service to other parties, either to employees, customers, or the surrounding community. The first action that must be taken by a great leader is to serve others with the motivation that is in himself (Greenleaf, 2002). Based on this concept, servant leadership is indispensable in implementing it in a public service work environment. The purpose of this study was to analyze the influence of servant leadership and organizational culture on the motivation of public services.

The research uses quantitative methods with research design using SEM to build a relationship between servant leadership, organizational culture and public service motivation in public organizations engaged in shipping services. The respondents involved as many as 90 people who work in the shipping licensing service environment using a questionnaire as a research instrument. The results of the analysis show that between organizational culture and public service motivation has a direct negative relationship, while between servant leadership and public service motivation does not show a direct relationship. Between organizational culture and servant leadership do not have a relationship with one another. Factors influencing organizational culture are goal documentation, progress review, understanding how to achieve targets or succeed, short-term thinking, vision for the welfare of employees, and alignment of short-term vision with long-term vision.

Keywords: Servant Leadership, Organizational Culture, Public Service Motivation

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I. Introduction

In the 1970s, Greenleaf has begun to popularize the concept of servant leadership, Greenleaf argues that servant leadership is a leadership model that prioritizes service to other parties, either to employees, customers, or the surrounding community. The first action that must be taken by a great leader is to serve others with the motivation that is in himself (Greenleaf, 2002). Based on this concept, servant leadership is indispensable in implementing it in a public service work environment.

Therefore, it is important to redesign changes in the quality of behavior of public servants, especially leadership styles that can contribute to stimulating high motivation in public services. Changes in behavior are scheduled to become individual values that are pro in favor of the best service to the community, so that they become members' shared values in the form of organizational culture.

Previous empirical studies have also proven that there is a significant influence of the leadership role on the existence of culture in organizations (Mancheno-Smoak, 2008; Lee and Liu, 2012; Hintea, 2015; Frazier, 2015; Top., et all 2015; Okecha, 2019). Leadership also has a significant role playing on the motivation of members in providing services (Chen et al., 2011; Kroll and Vogel, 2014; Askaripoor, et all. (2020). However, there are different research findings in the study of Musinguzi et all. , (2016) that there is no significant relationship between leadership (laissez faire) on public service motivation. The next research also showed inconsistent results by Moynihan and Pandey (2007) which found that organizational culture had no significant effect on motivation, although subsequent studies showed there is a significant relationship between organizational culture and motivation (Malik, 2011; Chen at all., 2011; Panagiotis & Polychronopoulos, 2014;

Agata & Bogna, 2015; and Padauleng et al., 2020). The aim of this study was to analyze the influence of servant leadership and organizational culture on public service motivation.

Literature Review

In the 1970s, Greenleaf has begun to popularize the concept of servant leadership, Greenleaf argues that servant leadership is a leadership model that prioritizes service to other parties, either to employees, customers or the surrounding community. The first action that must be taken by a great leader is to serve others with the motivation that is in himself (Greenleaf, 2002). Based on this concept, servant leadership is indispensable in implementing it in a public service work environment.

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Denison and Mishra (1995) have developed main cultural traits as dimensions of organizational culture, which consist of:

- 1. Involvement:** This concept suggests that a high level of involvement and participation creates a sense of ownership and responsibility. From this realization comes a greater commitment to the organization and less need for a strict control system. The main idea is that organizational effectiveness is a function of the level of involvement and participation of organizational members
- 2. Consistency:** Consistency concerns beliefs, values, symbols, and regulations that have an influence on organizational performance, especially regarding the method of doing business, employee behavior and other business actions. Consistency theory says that shared meaning has a positive impact because organizational members work based on a shared framework of values and beliefs that form the basis for their communication.
- 3. Adaptability:** This concept suggests that organizations that can adapt will be driven by their customers, take risks and learn from their mistakes, and have the ability and experience to create change. There are three aspects of adaptability that have an impact on organizational effectiveness, namely the ability to be aware of and react to the external environment, the ability to react to the internal environment, and the ability to react to internal and external customers. The three aspects above are the result of the development of the basic assumptions, values, and norms that provide structure and direction for the organization.
- 4. Mission:** This dimension shows that successful organizations have clear directions and goals that are defined in organizational goals and strategic goals which are reflected in the vision of how the organization will be in the future. If it can describe the aspirations of the organization and what it will be like, then the mission describes the organization in doing business, serving customers and the skills that need to be developed to achieve the organization's vision. The understanding of the mission has two major influences on the functioning of the organization, namely: a) Determining the benefits and meanings by defining social roles and social goals and external targets for institutions and defining individual roles in relation to the role of institutions; b) Provide clarity of direction or rules. Mission awareness provides clear direction and goals that serve to define an appropriate course of action for the organization and its members.

Servant Leadership was originally defined by Greenleaf, (1970), as a leadership philosophy that values service to others over self-interest. Next, the Servant Leadership Questionnaire (SLQ) has been developed by Barbuto and Wheeler (2006) to identify five dimensions of Servant Leadership, namely:

- 1. Altruistic Calling:** defined as a conscious choice aimed at serving others (Greenleaf, 1977). Therefore, a leader who shows a willingness to put followers' interests ahead of their own is most likely to gain great trust and dedication from followers, leading to higher exchange quality (Barbuto et al., 2011). Furthermore, Liden et al., (2008) stated that service leaders want positive development in individuals, organizations, communities, and society.

2. Emotional Healing: the ability to recognize when and how to facilitate the healing process. This includes the leader's ability to encourage spiritual recovery from adversity and trauma (Barbuto & Wheeler, 2006). Servant leaders are seen as highly empathetic and capable of showing sensitivity to others (Liden et al., 2008). They create an environment with their followers enabling them to voice their personal and professional concerns (Barbuto & Wheeler, 2006). Therefore, leaders who can produce emotional healing in followers will tend to have strong relationships with them (Barbuto et al., 2011).

3. Wisdom: the ability to take cues from the environment and to recognize the possible consequences and implications of their observations (Barbuto & Wheeler, 2006). Servant leaders are observant and anticipatory in a variety of contexts, it is easy to translate their knowledge into forward action (Bierly et al., 2000). A conscious and insightful leader will garner the respect and trust of followers, which is necessary to develop strong dyadic relationships (Barbuto et al., 2011).

4. Persuasive Mapping: describes the ability to use mental models and sound reasoning to encourage lateral thinking in others (Barbuto & Wheeler, 2006). Servant leaders who are high in persuasive mapping will be skilled in articulating problems and creating alternative concepts by sharing their lines of thought (Barbuto et al., 2011). They have the knowledge necessary to help and support their followers effectively (Liden et al., 2008). Leaders who are able to consistently use persuasive mapping rather than legitimacy will develop stronger relationships with followers (Barbuto et al., 2011).

5. Organizational Stewardship: describes the extent to which leaders prepare their organizations to make positive contributions to the community and society (Barbuto & Wheeler, 2006). This emphasis is carried out by reaching the community through community development programs, outreach activities, and facilitating company policies that benefit the community, society, and the surrounding environment (Liden et al., 2008). Leaders who are able to unite organizations and communities for a greater purpose will gain trust and respect that foster strong reciprocal (dyadic) relationships (Barbuto et al., 2011).

Brewer and Selden (1998) have defined Public Service Motivation (MPP) as a form of motivational power that influences individuals to achieve great benefits for the benefit of public services. With this definition has led to the development of literature that describes MPP as part of the study of orientation in organizational citizen behavior, altruistic and pro-social behavior (Perry and Hondeghem, 2008). Furthermore, according to Perry & Wise (1990), MPP is assumed as an individual tendency to respond to the public interest as the main or unique form of motivation in public organizations.

Perry (1996) designed a four-dimensional instrument scale for public service motivation, namely: **1) Attraction to Public policy making**, is a form of individual desire to participate in the organization's policy-making process which is addressed with a sense of happiness associated with the policy process and individual belief in the meaning. important role of government in society. This dimension is also very closely related to rational motivation; **2) Commitment to the public interest**, is an attitude of concern (altruistic) of individuals who wish to serve the interests of the community; **3) Self-sacrifice**, is a form of individual willingness to prioritize the interests of others above personal interests (altruism), the attitude of sharing the feelings of others (empathy), and other pro-social behavior; **4) Compassion**, is a form of individual love for citizens and believes that people's rights must be protected.

II. Material and Methods

This study uses an explanatory pattern, namely research that aims to explain the position of each of the variables studied and the relationship and influence between one variable and another by the process of testing the hypothesis (Sugiyono, 2002). The population in this study were all employees at the Tanjung Perak Main Harbormaster Office, Surabaya. The population of employees at the Tanjung Perak Surabaya Main Port Office is 103 people. The analysis used is the Structural Equation Model (SEM) with the following research instruments:

Table 1. Variables, Indicators and Research Items

Variabel	Indicators	Research Items
Servant Leadership (X1)	Altruistic Calling(X1.1)	1. Placing interests. 2. Doing service. 3. Sacrificing his interests. 4. Meet the needs
	Emotional Healing(X1.2)	5. A place to complain 6. Good at solving problems. 7. Talented to reduce emotions. 8. Improve feelings
	Wisdom(X1.3)	9. Be ready to face problems. 10. Smart anticipating bad impacts. 11. Concern 12. Knowing the problem. 13. Visionaries.

	<i>Persuasive Mapping</i> (X1.4)	14. Argumentative. 15. Encourage "big dreams" . 16. Persuasive (communicative). 17. Convince 18. Talented influence.
	<i>Organizational Stewardship</i> (X.1.5)	19. Prioritizing the moral role. 20. Play a role in the community or society. 21. See opportunities for good. 22. Encourage community. 23. Prepare for positive change.
Organizational Culture (X2)	<i>Involvement</i> (X2.1)	01. Job engagement. 02. Decision-making level. 03. Sharing information. 04. Belief in doing good. 05. Involvement in organizational planning. 06. Cooperation Activities. 07. Members work style 08. Teamwork function. 09. Teamwork Priority. 10. Work arrangements and organizational goals. 11. Delegation of Authority. 12. Increased competence. 13. Member skill investment. 14. Competence view and competitive advantage 15. Skills to get the job done.
	<i>Consistency</i> (X2.2)	16. Exemplary 17. Distinctive style of management. 18. Work value guide. 19. Disregard for core values. 20. Code of ethics guidelines. 21. Achievement of "win-win" solutions. 22. Cultural Existence 23. Achieving consensus. 24. Agreement on key issues. 25. Value agreement 26. Consistency of approach to running the organization. 27. Common perspective. 28. Project coordination. 29. The same way of working. 30. Alignment of goals.
	<i>Adaptability</i> (X2.3)	31. Flexibility of work. 32. Response to competition and change. 33. Adoption of new ways. 34. Resistance to change. 35. Cooperate in change. 36. Recommendations for change from the community. 37. Influence the community in decisions. 38. Members' understanding of public needs. 39. Public interest in decisions. 40. Direct interaction with the public 41. Failure view for improvement. 42. Innovation drive and risk taking. 43. Subordinate negative conditions" 44. Important learning objectives. 45. Guarantee of obtaining information
	<i>Mission</i> (X2.4)	46. Goals and vision. 47. Strategy of direction of other organizations. 48. Clarity of mission. 49. Future strategy. 50. Strategic direction. 51. Agreement I goals. 52. Ambitious goals. 53. Documentation of goals 54. Review progress. 55. Understand how to succeed. 56. Vision of the organization in the future. 57. The leader's view for the long term. 58. Short term thinking. 59. Vision for employee welfare. 60. Short term alignment and long-term vision
Public Service Motivation (Y)	<i>Attraction to Public policy making</i> (Y1)	1. Interest in improving public services. 2. The admiration of social activities. 3. Contribution to solve social problems. 4. The importance of public services.

		5. The importance of contributing.
	<i>Commitment to the public interest (Y2)</i>	6. Citizen participation. 7. Provision of public services. 8. Interests of future generations in public policy. 9. Ethical actions of civil servants. 10. Legitimacy of civil servant activities. 11. Criticizing individual freedoms and rights.
	<i>Self-sacrifice (Y3)</i>	12. Sacrifice for society. 13. Prioritize civic duties. 14. Taking risks for society 15. Support social programs
	<i>Compassion (Y4)</i>	16. Social sensitivity. 17. Concern for poverty. 18. Social empathy. 19. Reject injustice. 20. Think about people's welfare.

III. Result

Evaluation of the Measurement Model (Outer Model)

1) Convergent Validity

A loading value that has a high level of validity if it has a loading factor value greater than 0.30. The following presents the results of the final outer loading stage for each of the indicators possessed by each exogenous and endogenous latent construct obtained from data processing using WarpPLS:

Table 2. Outer Loading Exogenous Servant Leadership (X1)

Notation	Items	Result	p-value	Description
X1.13	Sacrificing his interests	-0.667	<0.001	Valid
X1.14	Make ends meet	-0.468	<0.001	Valid
X1.21	Place to complain	-0.708	<0.001	Valid
X1.24	Improve feelings	0.641	<0.001	Valid
X1.31	Ready for trouble	-0.411	<0.001	Valid
X1.32	Smart anticipating bad effects	0.511	<0.001	Valid
X1.33	Concern	-0.654	<0.001	Valid
X1.34	Knowing the problem	0.644	<0.001	Valid
X1.42	Encouraging "big dreams"	0.415	<0.001	Valid
X1.43	Persuasive (communicative).	0.529	<0.001	Valid
X1.44	Convincing	0.663	<0.001	Valid
X1.51	Prioritizing the moral role.	0.7	<0.001	Valid
X1.55	Preparing for positive change	0.322	<0.001	Valid

From the results of the final data analysis, it is known that all indicators have a factor value greater than 0.30 (Hair et.al, 2010), with a significant P value <0.001 so that overall, these indicators can represent the Servant Leadership construct well. These criteria can assess the validity that the indicator is proven to be a valid construct.

Table 3 Outer Loading Exogenous Organizational Culture (X2)

Notation	Items	Result	p-value	Description
X2.48	Destination documentation	0.814	<0.001	Valid
X2.49	Progress review	0.757	<0.001	Valid
X2.4.10	Understand how to succeed	-0.816	<0.001	Valid
X2.4.13	Short term thinking	0.876	<0.001	Valid
X2.4.14	Vision for employee welfare	-0.907	<0.001	Valid
X2.4.15	Short term alignment and long-term vision	0.629	<0.001	Valid

From the results of the final data analysis, it is known that all indicators have a factor value greater than 0.30 (Hair et.al, 2010), with a significant P value <0.001 so that overall, these indicators can represent the construct of Organizational Culture well. These criteria can assess the validity that the indicator is proven to be a valid construct

Table 4. Outer Loading Variables of Public Service Motivation (Y)

Notation	Items	Result	p-value	Description
Y.1.5	The importance of contributing	0.321	<0.001	Valid
Y.2.8	Interests of future generations in public policy	0.501	<0.001	Valid
Y.2.9	Ethical actions of civil servants	-0.637	<0.001	Valid
Y.2.10	Legitimacy of civil service activities	-0.46	<0.001	Valid
Y.2.11	Criticizing individual freedoms and rights	0.561	<0.001	Valid
Y.3.13	Prioritizing civic duties	0.637	<0.001	Valid
Y.3.15	Support social programs	-0.683	<0.001	Valid

From the results of the final data analysis, it is known that all indicators have a factor value greater than 0.30 (Hair et.al, 2010), with a significant P value <0.001 so that overall, these indicators can represent the Public Service Motivation construct well. These criteria can assess the validity that the indicator is proven to be a valid construct.

2) Discriminant Validity

Ghozali (2008) states that the discriminant validity of the measurement model with reflexive indicators is assessed based on the cross loading of measurements with constructs. If the correlation value of the construct with the measurement item is greater than the correlation value with other constructs, then it shows that the latent construct predicts the size of their block better than the size of the other blocks. The following are the results of discriminant validity which are shown from the respective cross loading values.

The discriminant validity test can be seen from the loading and cross loading values. If the loading value of each indicator on the relevant variable is greater than the cross loading on other latent variables, it is said to meet discriminant validity. In the item X1.13 (Sacrificing his interests) with a loading of 0.667, it is greater than the cross loading of 0.078 (X2) and 0.04 (Y). So that item X1.13 (Sacrificing their interests) is a valid discriminant.

3) Reliability Test

The test to evaluate the outer model is to test the reliability of the latent construct as measured by Cronbach's alpha and composite reliability of the indicator block that measures the construct. The construct is declared reliable if the value is above 0.60. The following is the output of WarpPLS

Table 5. Cronbach's Alpha Test Results and Composite Reliability

	Cronbachs Alpha	Composite Reliability
X1	0.278	0.209
X2	-0.926	0.465
Y	-0.551	0.012

From the table above, based on the value of cronbach's alpha variable, only the organizational culture variable is reliable where the coefficient value of cronbach's alpha is greater than 0.60. Based on composite reliability, all variables have a value of less than 0.7 so they do not meet composite reliability.

Evaluation of the Structural Model (Inner Model)

The suitability test between the theoretical model and the empirical system can be seen at the level of Goodness-of-fit statistics. A model is said to be fit if the covariance matrix of a model is the same as the covariance of the data matrix (observed). The fit indices and P values model displays the results of ten fit indicators. In assessing the structure with Warp PLS by looking at the R-Square value for each endogenous latent construct as the predictive power of the structural model. Changes in the value of R-Square can be used to

explain the effect of certain exogenous latent constructs on endogenous constructs whether they have a substantive effect. The following is the output of R-Square using Warp PLS

Table 6. R-Square

	R Square
Y	0.046

The table above shows that the R-square value of Y is 0.046, this means that the contribution of Servant Leadership (X1) and Organizational Culture (X2) to Public Service Motivation (Y) is 4.6%, the remaining 95.4% is influenced by factors other.

4) Testing the Relationship Between Variables / Hypotheses

Hypothesis testing in WarpPLS analysis using t test. The rule of hypothesis testing decisions using t-test.

Table 7. Results of the Analysis of Direct Effects Test

Live Effect Test					
No	Relationship between Variables (Explanatory Variable → Response Variable)		coef. Track Direct Influence	p-value	Description
1	Servant Leadership	Public Service Motivation	0.128	0.103	Not significant
2	Organizational culture	Public Service Motivation	-0.160	0.004	Significant

1. The Influence of Servant Leadership on Public Service Motivation

The direct influence of Servant Leadership on Public Service Motivation produces a path coefficient of 0.128 with p-value = 0.103 > 0.005. This effect is not statistically significant with a positive sign which means that increasing Servant Leadership will increase Public Service Motivation. These results indicate that Servant Leadership is a determining factor for Public Service Motivation.

2. The Influence of Organizational Culture on Public Service Motivation

The direct influence of Organizational Culture on Public Service Motivation produces a path coefficient of -0.160 with p-value = 0.004 < 0.005. This effect is statistically significant with a negative sign which means that increasing organizational culture will reduce Public Service Motivation. These results indicate that organizational culture is not a determining factor for public service motivation.

Visually, the relationship between the two exogenous variables and the endogenous variables is presented in the following figure:

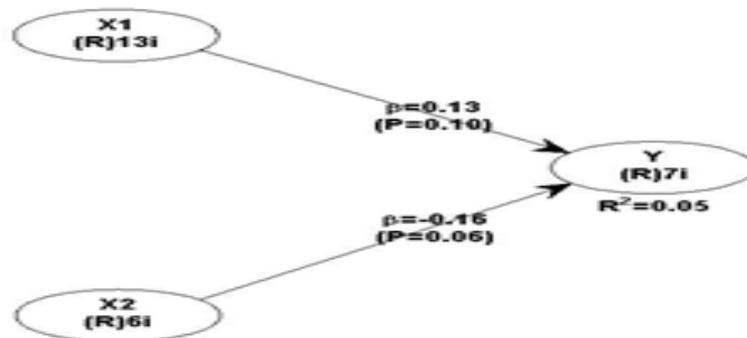


Figure 1. Relationship Model Between Variables

IV. Discussion

Organizational culture has a direct and significant relationship that is contrary to the motivation of public service. Several dimensions of organizational culture that contribute directly and significantly to public service motivation are Mission, where several indicators of mission in culture include the existence of a goal document, review of progress, understanding how to succeed, short-term thinking, vision for employee welfare and short-term alignment. and long-term vision.

An organizational culture that prioritizes the clarity of the objective document of the public service process or program has a significant impact on changes in employee motivation in providing services to the public/community. The culture of reviewing the progress of a public service program is a habit that reflects the existence of quality assurance and control in the service process. The progress review will also have an impact on the motivation of employees who provide and are tasked with providing services that deal directly with the public. The organizational culture factor which always emphasizes on understanding how the program that has been decided can be successful will also familiarize and encourage motivation in providing services to the public.

Another mission dimension factor of organizational culture is that short-term thinking reflects the clarity of goals and strategies that can influence employee motivation in providing services to the public. The existence of a vision for employee welfare also contributes significantly to changes in motivation to provide services to the public. This explains that regardless of the type of duties and responsibilities carried out by employees, it is the commitment of the organization to always pay attention to the welfare of its employees, in other words one of the intrinsic factors of the organization to generate or strengthen employee motivation is to always pay attention to the welfare of employees. The next factor is the alignment of the short-term vision with the long-term vision of public organizations which also has a significant impact on employee stimulus to provide optimal services to the public.

As for several factors in the motivation of public services related to organizational culture, namely the dimensions of attraction to public making, commitment to the public interest and compassion. Which of the three dimensions is manifested in several attitudes shown by employees in providing services to the public. These attitudes include the importance of contributing, the interest of future generations in public policy, ethical actions of civil servants, legitimizing the activities of civil servants, criticizing individual freedoms and rights, prioritizing civic duties, and supporting government programs. All of them indicate that extrinsic factors or the environment around individual employees have a significant impact on the stimulus for the formation of public service motivation.

V. Conclusions

1. Between servant leadership and public service motivation shows an indirect relationship, or it can be said that the two do not influence each other. However, in terms of construct proof, servant leadership is a valid construct and does occur in the process of providing motivation for public services in public organizations. As leadership has been studied by many researchers with various dimensions and indicators, only in this study between servant leadership and public service motivation does not show a strong relationship.
2. Analysis of the relationship between servant leadership and organizational culture also shows results that do not influence each other. This phenomenon is different from previous studies where there is a link between servant leadership and organizational culture. There are many factors that can cause this to happen, including the varied conditions of the respondents and the management system that is run in public organizations with different private organizations. The environment and leadership style also contribute to the formation of the relationship between the two.
3. The results of the analysis between organizational culture and public service motivation are statistically proven to influence each other, even though the relationship is negative or contradictory. Several factors or indicators of the mission dimension in organizational culture that contribute directly to growing and strengthening public service motivation. These factors include documentation of goals, reviewing progress, understanding how to achieve targets or succeed, short-term thinking, vision for the welfare of employees, and alignment of short-term vision with long-term vision.

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