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# Managing workforce agility through bureaucratic leadership and organizational culture in public service mediated by psychological empowerment

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#### **Abstract**

This study aims to analyze the influence of bureaucratic leadership and organizational culture in public service on workforce agility mediated by psychological empowerment in East Kalimantan. This is an explanatory survey of local government organizations/LGOs in East Kalimantan with an observation unit, consisting of 238 employees who were selected randomly. Data analysis was then carried out using the covariant SEM procedure. The results showed that workforce agility was influenced by leadership and organizational culture. Therefore, leaders who are able to maintain balance in local political dynamics, administrative demands, and running strategy execution are needed. This is because they can ensure the readiness of subordinates to participate in acceleration. Additionally, the organizational culture ensures the orientation of employees to workforce agility through an effective empowerment process. Psychological empowerment mediates the influence of bureaucratic leadership and organizational culture on workforce agility. Agility concept in the organization is one of the major focuses, and its implementation is a strategic and operational framework for public institutions. Integrating the idea of agility, leadership, and workforce is a framework to design methods and taxonomies to set priorities for workforce agility in public institutions from a new public service perspective.

**Keywords**: bureaucratic leadership; local public service; organizational culture; psychological empowerment, workforce agility.

**IEL Classification: D23,D73** 

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#### INTRODUCTION

The study of employee performance in public institutions within the framework of public management is relatively new. The concept of individual performance with the demands of agility has also been recently explored. According to Rini & Khasanah, 2021, the era of the industrial revolution is characterized by acceleration and the covid 19 pandemic, and the current phase is challenging due to the outbreak of the virus. Employees must be able to act based on the institutional norms and demands, or carry out extra roles and innovate in an agility framework. Junker et al., 2021 revealed the need to develop a working model that shows high agility. Furthermore, the performance of workers in public institutions requires orientation to achieve acceleration and high accuracy.

The current situation requires employees to adapt to acceleration, where they need to perform the functions of public servants, including the main and extra roles. In this current era of digitalization, acceleration is one of the considerations for workers in the public sector, including in East Kalimantan. Furthermore, the system and orientation of public services that have been adopted have undergone changes and improvements. This was indicated by the increasing level of community satisfaction with these services. The results of the survey in 2020 by the Office of Communication and Information of the Province of East Kalimantan as well as those carried out by agencies such as courts and financial institutions representing the Government Auditing Agency in 2021 were also satisfactory. The community satisfaction index value of the East Kalimantan High Prosecutor's Office is 80.96 with service quality category B, namely good. Previous surveys also revealed that the government agencies in the region are in a good category. However, there are some problems, such as the completion of time for services and products, which involve employees. This shows that problems related to work behavior increase along with the demand for acceleration or agility.

Workforce agility and performance have become a demand for public institutions and several studies have explored this subject. Malik et al., 2021 showed that there is a relationship between these two requirements. Agility is one of the ideas that underlie the current concept of performance and has an important role to expand access to services quickly and precisely, but related studies in public institutions are still limited to conventional roles (Junker et al., 2021). The relationship between the demands of employees and their relation to acceleration is rarely discussed. Furthermore, workforce agility is a very sensitive issue in the public sector. A study on workforce agility and its influential factors is a strategic framework for developing HR practices that show readiness for accelerated demands in public institutions. Ahammad et al., 2019 stated that it is a very vital strategy for HR management. Heilmann et al., 2020 reported that it is needed by organizations in the face of competition. For public institutions, value competition has also become a reference for encouraging an agile status, but the process is relatively challenging due to various problems. This is in line with Nurcholis, 2020 that agility is an organization's need to excel.

Success in work agility is influenced by various aspects, but leadership and culture have a significant effect. Leadership is required to face pressure and still be able to maintain a balance of various stakeholder interests. Furthermore, culture is a norm that encourages employees to be active and proactive in learning to adapt to change. These 2 major factors are influenced by environmental dynamics and high complexity. However, in dynamic conditions, variables that show the influence of leadership and culture on employees are needed in the form of real activities, such as empowerment. Psychological empowerment plays a role in mediating the relationship between leadership and subordinate behavior (Aggarwal et al., 2020). Employees are more engaged in jobs that empower them in psychological conditions, such as organizational culture, job enrichment, and the opportunity to work under supportive leaders. In the context of public institutions, the position of psychological empowerment needs to be studied further. Simmert & Peters, 2020 reported that there are different views of subordinates regarding leadership styles for psychological empowerment and workforce agility.

Another aspect that still causes problems is the ambiguity of the relationship between leadership and culture in public institutions. The culture in public service is perceived as "slow, convoluted, and less oriented to the community". It has also become a stigma and affects leadership. Meng & Berger, 2019 and Pasricha et al., 2017 obtained different findings on the causal relationship between leadership and organizational culture. Furthermore, Wipulanusat et al., 2018 and Shao, 2019 revealed the different roles of organizational culture.

Consistency regarding its association with leadership is needed according to the context in public institutions through empirical studies. Previous findings also close the gap on the unclear relationship between leadership, culture, and organizational agility in the public sector. In this study,

analysis, and proof of the idea of agility, leadership, and workforce is carried out as a framework for leaders to design methods and taxonomies to set priorities to build workers with high agility. Improvement can be started by the leaders and culture by optimizing the empowerment function as a learning process and habituation for workforce agility. Raut et al., 2022 stated that dexterity can better deal with crises in public institutions. Agility is a strategy to overcome uncertain environmental changes (Ahammad et al., 2019) and humanitarian disasters (Schmidtner et al., 2021). Therefore, this study aims to analyze the influence of bureaucratic leadership and organizational culture in public service on workforce agility mediated by psychological empowerment in East Kalimantan.

# HYPOTHESIS DEVELOPMENT

### Relation bureaucratic leadership and organizational culture

The framework for bureaucratic leadership cannot be separated from (Weber, 1947) organizational concept of hierarchical organization, clear division of labor, standardization of work guidelines, and impersonal supervision. Furthermore, the leadership and culture of organizations have a strategic role. Organizational culture is holistic, malleable, difficult to change, has a historical basis, and is socially constructed (Hofstede, 1991). It also consists of a set of patterns for attitudes, values, beliefs, orientations, and sentiments that are distinguished from non-public organizations. Organizational culture involves basic assumptions in solving problems, adapting to external changes, internal integration (Schein & Schein, 2017), and shared orientation to the social reality created through social interaction (Saha & Saraf, 2018). It also contains deep values and ways of thinking (Reeder, 2020). The culture of an organization is a value that becomes a collective orientation and differentiates corporate identity.

Culture in public institutions is closely related to "difficult" traditions, but the presence of leaders can encourage changes to these norms and traditions as stated by (Meng & Berger, 2019). Pasricha et al., 2017; Shao, 2019 revealed the influence of leadership on the way of life in profit organizations. Furthermore, Wipulanusat et al., 2018 stated the position of leadership toward cultural change in public institutions. Culture in bureaucracy is a formal organizational structure. The interaction of the leader with individuals as well as the position in the system forms a value order that is in accordance with the demands of the acceleration of the organization. The values that exist in the organization affect the existing leadership through a structured process.

H1: Bureaucratic leadership and organizational culture have a positive relationship

#### Bureaucratic leadership's effect on psychological empowerment

Bureaucratic leadership was developed with various leadership approaches and orientations to the goals of the state. To achieve this goal, the current leaders must focus on encouraging the workforce through empowerment. (García-Juan et al., 2019) adopted (Spreitzer, 1995), which stated that empowerment is a construct of motivation, namely meaning, competence, self-determination, and impact. (Sankar, 2019) stated that it is a supplement or delegation of additional powers to a job description. Furthermore, empowerment is an act of delegating decision-making authority (Tripathi et al., 2020). Leader-member exchange (LMX) has also been reported to encourage subordinates to be more confident, independent, and obligated to return the value obtained from the leader. High LMX leads to increased psychological empowerment among employees (Hu et al., 2018; Newman et al., 2017). The process of empowering employees in organizations is related to leadership, individuals, interactions, and structured work processes. (Singh & Singh, 2018); (Aggarwal et al., 2020) refer to (Spreitzer, 1995), which reported that psychological empowerment is one of the factors of employee intrinsic motivation to perform tasks. Therefore, the proposed hypothesis is;

H2: Bureaucratic leadership has a positive effect on psychological empowerment

#### Psychological empowerment is mediated bureaucratic leadership's effect on workforce agility

Max Weber's model of bureaucratic leadership is based on the assumption of organizational goals, hierarchies, top-down management, and formal state accountability processes. The control and process are carried out by the leadership by paying attention to empowerment as a mechanism to encourage workforce agility. (Iqbal et al., 2020) stated that the empowerment function is a process to facilitate employees with action, full responsibility, and accountability for results. Furthermore, meaning refers to the importance of work based on certain values. Competence is the extent to which a person believes they are capable of performing activities. A previous study also revealed that destiny has a choice of when to start and how to act. Furthermore, impact refers to individuals' perceptions of the influence they have on outcomes at work. (Muduli, 2017; Muduli & Pandya, 2018) stated that psychological empowerment affects workforce agility.

Workforce agility is an important aspect but requires leadership support that encourages psychological empowerment. (Ahammad et al., 2019; Heilmann et al., 2020) revealed that it is the main focus in HR governance to deal with accelerated change. (Alavi & Wahab, 2013) stated that workforce agility architecture consists of three basic parts, namely cross-training skill patterns, worker coordination policies, and team structure. Workforce agility is the ability of the workers to deal with uncertain scenarios, learn from these conditions, produce innovative solutions, and have specific skills at any given time (Muduli & Pandya, 2018). (Jung & Shin, 2020; Simmert & Peters, 2020) also revealed that it can be facilitated by empowering leadership. Therefore, the proposed hypotheses are:

H3a: Psychological empowerment has a positive influence on workforce agility

H3b: Psychological empowerment mediates the positive influence of Bureaucratic Leadership's effect on workforce agility

# Organizational culture's effect on psychological empowerment,

Psychological empowerment is influenced by culture (Baker et al., 2014). (Slack & Singh, 2018) also stated that organizational culture is the main area of struggle related to management reform in public services, as well as the basis for successful management reform. (Pradhan et al., 2017) revealed its role in psychological empowerment. Furthermore, organizational culture shapes the organization and provides a better understanding of the complexities. Cultures, such as control and power that are oriented towards the demands of innovation and risk-taking create conditions that expand psychological empowerment. The process of empowering employees is a process that requires a significant cultural change within the organization (Mbangeleli & Ojugbele, 2021). Therefore, the proposed hypothesis is.

H4: Organizational culture has a positive effect on psychological empowerment

# Psychological empowerment mediates organizational culture's effect on workforce agility

Organizational culture is the glue that binds employees and institutional systems together, as well as produces positive and innovative work behaviors (Khan et al., 2020). Furthermore, (Pasricha et al., 2017) stated that it provides normative boundaries and values for organizational behavior. Values, patterns, and basic assumptions then make organizational members more proactive, flexible, and resilient in dealing with unexpected circumstances as indicators of workforce agility (Abrishamkar et al., 2020). (Carvalho et al., 2017) specifically showed the function of culture, which is to encourage agility for sustainable long-term operational excellence. This is in line with (Holbeche, 2019) that one of the efforts to make workers agile is to remove irrelevant cultural barriers.

Psychological empowerment encourages organizational agility (Molazehi & Ghasemi, 2016). (Ahl, 2021) explained that the process of transformation into an agile and sustainable organization must be seen through the evolution of human resources by creating a cultural landscape that can be trusted to transform the workforce into business value through psychological elements. Culture can be used to

encourage understanding of the long-term functioning of the organization, while psychological mechanisms facilitate agility in terms of adaptation, proactiveness, and resilience.

In an organizational culture that is oriented towards being agile, empowerment is continuously carried out as a mechanism to achieve this goal. Innovative solutions are an output of the role of empowerment supported by the norms of the organization (Liu et al., 2019). Organizational culture influences the process of empowering the workforce and produces the expected output according to the present demands for agility. The ability to produce workforce agility requires an empowerment process with values, patterns, and basic assumptions of the organization. Psychological empowerment helps workers to be agile as indicated by the "level of knowledge, orientation towards learning and development, as well as activities that support the organization" (Al-kasasbeh et al., 2016; Munteanu et al., 2020). Therefore, the proposed hypothesis is

H5: Psychological empowerment mediates the positive effect of organizational culture on workforce agility

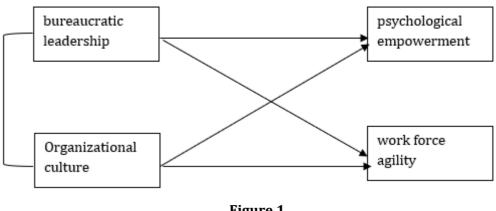


Figure 1 Conceptual Framework

#### **METHOD**

This is an explanatory survey of 238 employees in local government organizations in East Kalimantan. The participants were selected using the purposive sampling method based on the number of questionnaires that received positive responses for online and offline data collection. The samples were not differentiated by employment status and they have been working for the last 1 year. In the early stages of this study, a total of 440 samples were selected based on the provisions of  $10 \times 44$  indicators. The results of the data collection show that most employees do not have good internet access, namely in remote areas with 340 samples. Help was obtained from several employees through friendship relations for the distribution of questionnaires. A total of 100 samples were surveyed using online media. After being successfully contacted, the employees were asked if they were willing to fill out a questionnaire. The next step was to apply for a study permit after each government organization was represented. Subsequently, a total of 238 data were obtained from the questionnaire based on the criteria, namely 1) employees with at least 1 year of experience, 2) not having extreme values, 3) filled out the questionnaire. Based on Hair et al. (2014), the minimum sample in the covariant SEM analysis was 200.

# Measurement Scale

Measurement of bureaucratic leadership in the hybrid model refers to (Bush, 2014), which involves contribution and encouragement through professional development for the organization and distribution of power (Ohemeng et al., 2019), the capacity to build relationships in the bureaucracy (Uhl-

Bien & Arena, 2018), administrative ability (Ohemeng & Huque, 2017), implementing government policies, the ability to understand government budgeting critically, capacity to face constraints by the environment and bureaucratic structures, able to exercise control over the conception, design, and formulation of reform plans, and implement recommendations selectively to uphold the interests of the community. Furthermore, answers use a differentia rating scale with answers from 1 to 5 indicating never to always.

Measurement of organizational culture refers to (Saha & Kumar, 2018) based on the categorization proposed by (Wallach, 1983). The theory states that organizational culture is a combination of three things, namely 1) bureaucratic culture, which is characterized by hierarchy, clear lines of authority, as well as organized, fragmented, and systematic work. The flow of information and authority is hierarchical based on control and power, power-oriented, solid, careful, orderly, established, structured, procedural, and cultural, 2) innovative culture is indicated by a creative and dynamic work environment, where people are always under pressure to perform better, results-oriented, risk-taking, creative, challenging, stimulating, uplifting, and directing, 3) a culture at various levels characterized by supportive, trusting, fair, safe, social, oriented toward the relationship, and collaborative.

Measurement of psychological empowerment (Aggarwal et al., 2020; García-Juan et al., 2019) refers to the concept proposed by (Spreitzer, 1995), namely the meaning of work, competence, self-determination, and impact. Furthermore, the measurement of workforce agility refers to (Alavi & Wahab, 2013; Muduli, 2017; Muduli & Pandya, 2018) namely, generating innovative solutions, special skills, self-development, problem-solving ability, feeling comfortable with change, new ideas, and new technology (Abrishamkar et al., 2020). This was indicated by being proactive, flexible, and resilient in the face of unforeseen circumstances. Furthermore, the answers used a differentia rating scale with answers from 1 to 5 indicating never to always.

Data analysis was carried out using the co-variant SEM procedure. The steps involved include 1) analyzing incoming data obtained online and manually, 2) inputting data into excel form and checking the completeness of the respondents' answers, 3) analyzing the validity of the data and transforming them into SPSS 23 format data, 4) performing SEM analysis procedures starting from compiling the research model construct based on literature review, designing structural models, formulating measurement and structural equations, identifying models, testing the Goodness of Fit Test, and assessing hypotheses.

# **RESULTS AND DISCUSSION Results**

Based on the results of the study, Table 1 shows an overview of the characteristics of the respondents.

Table 1
Respondents Demographics

Demographic characteristics		Total Number	Percentage	
Sex				
•	Male	125	52.5%	
•	Female	113	47.5%	
Age				
•	>25	32	13.4%	
•	25 s.d 30 years	42	17.6%	
•	31 s.d 35 years	78	32.8%	
•	36 s.d 40 years	45	18.9%	
•	> 40 years	41	17.2%	

Demographic characteristics	Total Number	Percentage		
Education				
<ul> <li>Primary school</li> </ul>	2	0.8%		
<ul> <li>Junior high school</li> </ul>	4	1.7%		
<ul> <li>high school</li> </ul>	42	17.6%		
DI s.d DIII	24	10.1%		
• Bachelor (S1, S2, S2)	166	69.7%		
Golongan				
• I	3	1.3%		
• II	38	16.0%		
• III	142	59.7%		
• IV	55	23.1%		

Source: Data processed (2022)

Based on these data, the majority of employees in East Kalimantan government agencies were male, namely 52.3%. The samples in the average productive age group had a high level of education. However, 0.8% and 1.7% of the employees had elementary and junior high school education. The majority of government employees were in group III, namely 59.7% of the population.

The test results of Confirmatory Factor Analysis, Convergent Validity, average variance extracted (AVE), and Composite reliability are as follows:

Table 2 CVA, AVE, and CR test results

Construct	Items	Loading factor	AVE	CR
Bureaucratic	1. Contribution and encouragement		0.624	0.958
leadership (BL)	through professional development for the organization	0.722		
	2. Distribution of power.	0.758		
	3. The capacity to build relationships within the bureaucracy.	0.780		
	4. Administrative ability.	0.810		
	5. Implement government policies.	0.831		
	<ol><li>Ability to understand government budgeting critically.</li></ol>	0.800		
	7. The ability to face obstacles by the environment and bureaucratic structure.	0.801		
	8. Able to exercise control over conception.	0.814		
	9. Design and formulation of reform plans.	0.803		
	10. Selectively implement recommendations to uphold the interests of the community.	0.775		
Organizational Culture (OC)	The flow of information and authority is hierarchical based on control and power.	0.295	0.675	0.975
	<ul><li>2. Power oriented.</li><li>3. Solid</li></ul>	0.840 0855		

Construct	ruct Items L		AVE	CR
	4. Careful, orderly, well-established, structured, and procedural.	0.852	<del>.</del>	
	5. Hierarchical culture.	0.833		
	<ol><li>6. Always under pressure to perform better.</li></ol>	0.829		
	7. Result oriented. 8. Risk-taking.	0.889 0.862		
	9. Creative, encourage acceptance of challenges.	0.839		
	10. Stimulates and gives encouragement and directs	0.813		
	11. Support	0.797		
	12. Trust subordinates	0.818		
	13. The practice of justice as a core value	0.867		
	14. Provides a sense of security	0.854		
	<ul><li>15. Relationship oriented</li><li>16. Collaborative</li></ul>	0.856		
Psychological	1. Work means a lot to me	0.773	0.590	0.961
empowerment	2. The meaning of public trust	0.786		
(PE)	3. The meaning of being a public servant	0.792		
	4. Assigned according to expertise in the job	0.746		
	5. Driven to deliver good work	0.765		
	6. Confidence to do work activities	0.782		
	7. Have an influence on work	0.755		
	8. Free to plan career	0.759		
	9. Have a big enough opportunity to work in your way.	0.725		
	10. Freedom to determine selfdevelopment through work.	0.757		
	11. Have control over what happens in the work unit department.	0.779		
	12. Have an influence on organizational work decisions.	0.793		
Workforce	generate innovative solutions,	0.764	0.628	0.927
Agility	Specific skills and self-development;	0.774		
(WFA)	Problem-solving skills;	0.822		
	feel comfortable with the change	0.778		
	new ideas and technologies proactive, flexible, and resilient in	0.808		
	dealing with unexpected circumstances			

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

Source: Data processed (2022)

The observed variables for each latent variable have a weighted factor with a value > 0.5. Therefore, each observed variable can explain the latent, except for OC 1, showing that the flow of information and authority is hierarchical based on control and power. In the era of openness and technology, every employee can access information widely, including the informal types within the organization. The availability of communication tools facilitates access to information. This causes the observed variable (OC1) to be unable to explain the organizational culture (OC). Furthermore, OC 1 was

not used in model reification. Furthermore, the flow of information in the digital era is very wide and difficult for leaders to control.

The change of bureaucratic leadership (BL) can be explained by the 10 observed variables (BL1-BL10), namely 62.4% with composite reliability of 0.958 or in the high category. Organizational culture can be expanded by the observed variables of 59% with a CR value of 0.961 (OC2-OC16). Furthermore, OC1 was not used because it had a factor weight of 0.29 or < 0.5. Changes in psychological empowerment can be explained by each variable observed (PE1-PE12) of 59% with Composite reliability of 0.961. The average value for WFA1-WFA 6 on Workforce agility was 62.8% with a Composite reliability of 0.927.

Based on the test results, discriminant validity shows the observed variables BL1-BL10 have the highest correlation to bureaucratic leadership (BL) (X1). Indicators OC1-OC16 correlated greatly to the Organizational Culture variable (X2). PE1.1-PE12 has the highest correlation to the Psychological empowerment variable (Y), while WFA1-WfA5 correlated greatly to workforce agility. The value of the discriminant validity of the observed variables was in a good category. They also have a greater relationship with their respective latent variables compared to others.

The results of testing based on standardized regression weight show that there is a significant relationship between the latent variables, but there was no association between BL and WFA. The beta coefficients for BL and OC, BL and PE, as well as OC and PE are 0.41, 0.28, and 0.235, respectively. Furthermore, the beta coefficient of the relationship between BL and WFA, OC and WFA, as well as PE and WFA were 0.095, 0.264, and 0.485, respectively.

Table 3
Goodness Of Fit Model

Absolute Fit Measure	Results	Model Resification	Conclusion
p-value (Sig.)	0.000		poor
CMIN	1,683	1.035	Fit
GFI(Goodness of Fit)	0.793	0.863	Moderate Fit
RMSEA(Root Mean square Error of Approximation)	0.054	0.012	Fit
RMR(Root Mean Square Residual)	0.053	0.031	Fit
Incremental Fit Measure			
AGFI(Adjusted Goodness of Fit Index)	0.771	0.843	Moderate Fit
CFI (Comparative Fit Index)	0.930	0.991	Fit
Incremental Fit Index (IFI)	0.930	0.987	Fit
Relative Fit Index (RFI)	0.835	0.900	Fit
Parsimonious Fit Measure			
PNFI (Parsimonious Normal Fit Index)		0.750	Fit
PGFI (Parsimonious) Goodness Of Fit Index)		0.750	Fit
AIC (Akaike Information Criterion)		1150	Moderate fit
CAIC (Consistent Akaike Information Criterion)	2115	1731	Moderate Fit

Source: Data processed (2022)

Based on the test results, each criterion of the goodness of fit that is absolute, incremental, and parsimony indices were fully represented. The results of the model improvement test show that the model was better and accepted. This indicates that there is a match between the data in the field obtained through a survey and the model constructed.

Descriptive statistics of variables are as follows:

Table 4
Description of research variables

No	Variable	Mean	Standard	Category
			Deviation	
1	Bureaucratic leadership	3.5	0.067	Currently
2	Organizational culture	3.2	0.072	Not enough
3	Psychological Empowerment	3.1	0.035	Not enough
4	Workforce Agility	2.8	0.042	Not enough

Source: Data processed (2022)

The results of the descriptive analysis show that bureaucratic leadership was in the moderate category. Meanwhile, organizational culture, psychological empowerment, and workforce agility were in the less category based on an assessment of 1 to 5 with a small standard deviation level. This result shows that the conditions among LGO are relatively similar to each other.

The results of the causality test reveal the relationship between the variables, namely significant positive and positive. The outcome of hypothesis testing are presented in Table 5 below:

Table 5
Hypothesis test results

Hypothesis	Beta	Critica	Beta	Total	Decision
	coefficient	l Ratio	coefficient	effect	
	(Direct)		(Indirect)		
Bureaucratic leadership and	0.408	3.499			Supported
organizational culture have a					
positive relationship					
Bureaucratic leadership has a	0.280	3.816			Supported
positive effect on psychological					
empowerment					
Psychological empowerment has	0.485	6.859			
a positive influence on workforce					
agility	0 00 <b>=</b>	0.004	0.404	0.004	
Psychological empowerment	0.095	2.231	0.136	0.231	Supported
mediates the positive influence of					
Bureaucratic Leadership'effect on					
workforce agility Organizational culture has a	0.235	2.774			Supported
positive effect on psychological	0.233	2.774			Supported
empowerment					
Psychological empowerment	0.264	3.139	0.114	0.378	Supported
mediates the positive effect of	0.201	3.137	0.111	0.570	Supported
organizational culture on work					
force agility					

Source: Data processed (2022)

The results showed that bureaucratic leadership (BL) and organizational culture had a significant relationship. Furthermore, they can influence each other, and the beta coefficient value of

0.408 was in the medium category with a CR value of 3,499, indicating hypothesis 2 was supported. The beta coefficient of 0.280 shows that bureaucratic leadership has a positive effect on psychological empowerment with a CR (Critical ratio) of 3.816. Hypothesis 3 was supported by the beta coefficient value for hypotheses 3a and 3b of 0.095 and 0.136, respectively based on (Baron & Kenny, 1986), namely complementary mediation. There was also a direct and indirect effect that is equal to 0.231. Furthermore, hypotheses 4 and 5 were supported by the Beta coefficient of 0.235 with a CR value of 2.774, as well as 0.378, respectively. These results show that psychological empowerment has a partial mediation. The influence of organizational culture and empowerment was then grouped as complementary mediation with the same direction.

#### **Discussion**

The results show that Bureaucratic leadership (BL), organizational culture, empowerment, and performance are dynamic processes. Variation in each variable depends on internal dynamics and external changes. Furthermore, bureaucratic leadership (BL), organizational culture, empowerment, and performance are still at a level that requires improvement. BL was still rigid with formal traditions and bureaucracy was associated with agility. The norms that exist in the organization as a culture have also not fully demonstrated a different identity from institutions that are ready to face the industrial revolution. Empowerment is still limited due to high considerations of proximity, speed, and trust. The results also showed that the performance is on average, and still needs improvement.

This study shows that BL and organizational culture have a significant relationship, and can influence each other. Leaders with abilities and several characters can encourage changes in organizational culture slowly. Structural strength helps leaders deal with cultural problems and directs subordinates to new habits. However, it must be understood that the cultural characteristics of public institutions are formed over a long period. It is difficult to change and even leaders can adjust based on an organization's culture, which is considered to hamper agility. (Meng & Berger, 2019; Shao, 2019; Wipulanusat et al., 2018) revealed that there is a relationship between culture and leadership in public institutions. Similar results were also obtained by (Pasricha et al., 2017), and leaders in public institutions need to encourage cultural change that leads to organizational agility. However, these 2 variables are developing each other and driving changes in workforce agility through the psychological mechanisms of employees

Bureaucratic leadership has a significant influence on psychological empowerment. This is in line with the proposed concept by (García-Juan et al., 2019) adopted (Spreitzer, 1995) that empowerment requires encouragement, hence, leaders are expected to act as motivation for subordinates. These findings are consistent with the results obtained by (Aggarwal et al., 2020; Hu et al., 2018; Newman et al., 2017; Singh & Singh, 2018). Interaction with the leader fosters internal motivation based on the exchange of values and ethical responsibility for the leader-member exchange.

The finding shows that bureaucratic leadership (BL) has a direct effect on workforce agility or psychological empowerment. Furthermore, the success of the process of empowering workers lies in the structure (Baird et al., 2020). This shows that the strength of the leadership structure needs to be directed effectively for empowerment. Leaders are required to be able to optimize empowerment as a process to represent the expected characteristics of public institutions, namely having a high agility workforce. Leadership in the bureaucracy determines the organization including the agility of its employees in providing public services. Along with the demands for acceleration, the attributes of a bureaucratic leader need to be developed. They also need to represent themselves as identities that have characteristics based on the demands of workforce agility. Changes and acceleration of technology are not an obstacle but are momentum to make the organization agile.

Values in the organization shape and increase understanding of the importance of psychological empowerment, which shows an evolution in HR governance that leads to agility. Organizational culture

has been referred to as the software of the mind (Hofstede, 1991) (Khan et al., 2020; Pasricha et al., 2017). Furthermore, culture is a foundation of values for employee behavior. Psychological empowerment partially mediates the influence of organizational culture on workforce agility. This finding is in line with (Slack & Singh, 2018) that organizational culture in public services is influential, and can produce positive and innovative work behavior (Khan et al., 2020). (Pasricha et al., 2017). However, it requires psychological empowerment as a process and strategy to support agility.

Based on the results of the study, it was concluded that the position of psychological empowerment was very significant to mediate the influence of bureaucratic leadership and organizational culture in realizing workforce agility. Psychological empowerment does not only describe the interaction between leaders and subordinates as a social exchange (LMX). It is a social learning process that directs individuals to public service goals that demand acceleration. Awareness of norms as a public institution grows and develops with empowerment. Furthermore, empowered employees find meaning and are more motivated and competent, and understand the importance of having an impact on workforce agility. Empowering the workforce is a mechanism to make them agile and is supported by organizational culture (Liu et al., 2019).

The results showed that efforts to integrate the idea of agility, leadership, and workforce in public institutions can encourage increased functions and roles of the organization. Workforce agility management begins with an understanding of the importance of idea integration as a concept. An understanding of leadership in public institutions, organizational culture as a pattern, and empowerment as a psychological mechanism is a resource for efforts to make the workforce agile. The integration of ideas in a comprehensive model can be used as a framework for leaders to design methods to increase agility, namely through organizational culture and psychological empowerment. Leaders can develop a taxonomy to understand the various barriers to realizing this goal based on culture or empowerment at different levels and work units.

#### **CONCLUSION**

Bureaucratic leadership and organizational culture influence workforce agility directly and through psychological empowerment in East Kalimantan. The agility of employees in public institutions is also influenced by the presence of leaders and organizational culture, which is mediated by psychological empowerment. The leadership orientation is not only on efforts to encourage employee performance. Speed to keep pace with public demands as the underlying idea of performance is also needed.

The theoretical implication is to focus on developing the concept of bureaucratic leadership that has the attributes of agility, which can promote this attribute through psychological empowerment. The concept was developed based on value of leadership and the strategic position of leaders in public organizations concerning subordinates (Leader-member exchange).

The practical implication is to implement the concept of agility as a strategic and operational framework for public institutions in line with the increasing demands for acceleration. Furthermore, agility needs to be carried out consistently and based on a commitment to creating public institutions that have high performance in providing services to the community, especially during the very challenging COVID-19 humanitarian disaster. Success in building a foundation based on the idea of this attribute requires the support of policymakers who accept the idea of acceleration. Support for agility implementation can be seen from the availability of adequate information technology as well as real policy programs, including the development and quality of a leadership recruitment system based on the vision and mission, its orientation to agility, and internalization of this culture in the workplace through education, training. training and interactions in the workplace

This study is limited to East Kalimantan, and the data collection was carried out using a cross-section technique. Therefore, further studies can collect data with the longitudinal method. This study

was conducted using a quantitative explanatory survey approach. It is possible for a further approach using mixed methods to obtain more in-depth data and demonstrate the diversity of methodologies to test the relationship between variables.

**Author Contribution:** Hernawaty contributed to literature about the idea of agility, leadership, and workforce integration. Muclis Syahrani contributed a framework to design methods and taxonomies to set priorities for workforce agility in public institutions from a new public service perspective.

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