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Promoting Organizational Excellence in Indonesian Public Service Agencies: The Impact of Servant Leadership, Talent Management, and Remuneration Systems

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Abstract
This study examines how servant leadership, talent management, and remuneration systems promote organizational performance in Indonesian Public Service Agencies (BLUs). Grounded in stewardship theory and the input-output-impact model, it aims to explore the mediating roles of talent management and remuneration systems in linking servant leadership to maturity performance. The research seeks to provide a comprehensive understanding of how service-oriented leadership, effective human resource practices, and equitable incentives improve public service delivery, offering policy insights for BLU administrators to achieve higher organizational maturity. A quantitative, cross-sectional design was employed, collecting data from 121 BLU leaders and managers in Java, Indonesia, via structured questionnaires and focus group discussions. Partial Least Squares Structural Equation Modeling (PLS-SEM) analyzed relationships among servant leadership, talent management, remuneration systems, and maturity performance with information technology as controls. A modified servant leadership scale with personal and ethical leadership dimensions was tested to ensure robust findings aligned with public sector contexts. Servant leadership and remuneration systems significantly promote BLU maturity performance, with remuneration systems partially effect this relationship. Talent management showed no significant effect, reflecting bureaucratic constraints. A modified servant leadership scale improved predictive accuracy, with ethical leadership as the strongest dimension. It is role was primary, emphasizing servant leadership and remuneration as key drivers of organizational excellence in public service settings.

Keywords: *Servant Leadership, Organizational Performance, Talent Management, Remuneration Systems, Public Service Agencies.*

INTRODUCTION

The reform of New Public Management (NPM) has shifted the paradigm of public administration toward a more efficient, transparent, and results-oriented approach (Grossi et al., 2020). In Indonesia, Public Service Agencies (Badan Layanan Umum or BLU) serve as a concrete manifestation of NPM implementation, tasked with providing public goods and services without prioritizing profit. Since the enactment of Government Regulation No. 23 of 2005, the number of BLUs has increased significantly—from 13 working units in 2005 to 328 in 2024—with an annual growth rate of 5.12% from 2023 to 2024. However, this quantitative increase has not been fully matched by optimal organizational performance. Data from the Directorate General of Treasury (DJPB) in 2022 show that the average performance maturity score of 94 BLU units was only 3.02 on a scale of 0 to 5, with the lowest scores recorded in the areas of service delivery (2.61), internal capability (2.0), and innovation (1.93) (Slamet; et al., 2022). These low scores indicate ongoing challenges in achieving the efficiency and service quality envisioned by NPM reforms.

Leadership plays a critical role in determining the success of public organizations, including BLUs. Previous studies have shown that leadership effectiveness significantly influences organizational performance, both directly and through mediating mechanisms (Moslehpour et al., 2019) (Hai et al., 2021) (Lai et al., 2020). In the public sector context, servant leadership has emerged as a relevant approach due to its emphasis on service, a holistic approach, and high moral standards (Sendjaya et al., 2019). Servant leadership focuses on employee empowerment, team development, and collaboration, aligning with BLU's mission to improve the quality of public services. However, research on the impact of servant leadership on organizational performance in the public sector—particularly in Indonesia—remains limited and shows inconsistent results. For example, (Wang et al., 2021) found a positive relationship between servant leadership and organizational performance, while (Peterson et al., 2012) suggested that its impact is not significant without the presence of mediating or moderating variables.

In addition to leadership, talent management and remuneration systems also play a crucial role in enhancing organizational performance. Effective talent management can increase productivity and add value to an organization through human resource development (Barkhuizen et al., 2014). However, the public sector, including Public Service Agencies (Badan Layanan Umum or BLU), faces challenges such as budget constraints, a shift toward flexible contracts, and complex organizational goals that are difficult to measure (Boselie & Thunnissen, 2017) (Culié et al., 2014) (Blom et al., 2018). Research by (Al Jawali et al., 2022) and (Haak-Saheem & Festing, 2020) indicates that the implementation of talent management in the public sector remains limited, necessitating further exploration. On the other hand, a fair and transparent remuneration system has been shown to improve employee performance (Putra et al., 2019) (Yusniawan & Permana, 2018) (Azizah et al., 2017), although some studies have found that disproportionate remuneration can lead to dissatisfaction and reduced performance (Soetisna et al., 2015) (Pratama & Prasetya, 2017). This gap in the literature highlights the need for research that integrates servant leadership, talent management, and remuneration systems to better understand their impact on organizational performance.

This study aims to address that gap by examining the relationships among servant leadership, talent management, and remuneration systems, and their effect on organizational maturity performance in BLU institutions in Indonesia. Grounded in stewardship theory and the input-output-impact model, this study offers a comprehensive perspective on how service-oriented leadership can enhance organizational performance through effective human resource management and equitable incentives. Stewardship theory emphasizes the importance of pro-organizational values and a sense of ownership in achieving long-term goals (Atatsi et al., 2021), while the input-output-impact model facilitates the evaluation of how organizational resources are transformed into outcomes(Kroll & Moynihan, 2015). Accordingly, this study not only enriches the literature on servant leadership in the public sector but also provides practical insights for BLU administrators in designing strategic policies to improve organizational performance.

The main contributions of this study include: (1) the development of a servant leadership measurement by incorporating the dimensions of personal leadership and ethical leadership, based on (Sendjaya et al., 2019), and adapted to the dynamic context of BLU (Bell & Hewitt, 2021) (Lemoine et al., 2023); (2) an exploration of the roles of talent management and remuneration systems, which are rarely studied simultaneously in the public sector context; and (3) policy recommendations for the Directorate General of Treasury to enhance the governance and performance of BLU institutions. This study is expected to serve as a guide for decision-makers in adopting service-oriented leadership approaches, optimizing talent management, and designing remuneration systems that support the achievement of higher maturity performance levels.

METHOD

A. Research Design

This study adopts a quantitative approach to examine the relationships among servant leadership, talent management, remuneration systems, and organizational performance within Public Service Agencies (Badan Layanan Umum, BLU) in Indonesia. A cross-sectional approach was employed, utilizing primary data collected through structured questionnaires, which were further enriched through focus group discussions involving key BLU personnel and representatives from the Directorate General of Treasury, Ministry of Finance. Data analysis was conducted using Partial Least Squares Structural Equation Modeling (PLS-SEM), which is appropriate for testing complex relationships among latent variables using a variance-based approach (Ghozali, 2021).

B. Variables and Measurement

This study includes three independent variables (servant leadership, talent management, and remuneration system), one dependent variable (organizational performance, measured as performance maturity), and one control variables (information technology) as shown in Figure 1. All variables were measured using a 6-point Likert scale (1 = Strongly Disagree, 6 = Strongly Agree) to capture respondents' perceptions while ensuring data at an appropriate interval level for PLS-SEM analysis.

B1. Independent Variables

1. **Servant Leadership**: Defined as leadership that prioritizes serving stakeholders and developing followers (Greenleaf, 1977) (van Dierendonck, 2010), servant leadership was measured using a modified scale based on (Sendjaya et al., 2019). This scale comprises 8 dimensions with 27 indicators: Voluntary

Subordination (1 indicator), Authentic Self (1 indicator), Covenantal Relationship (1 indicator), Responsible Morality (4 indicators), Transcendental Spirituality (1 indicator), Transforming Influence (1 indicator), Personal Leadership (9 indicators), and Ethical Leadership (9 indicators). The inclusion of Personal Leadership and Ethical Leadership dimensions enhances the scale's relevance in the dynamic context of BLU.

2. **Talent Management**: Defined as the process of attracting, developing, and retaining valuable employees, talent management was measured using an adapted scale from (Al Jawali et al., 2022) consisting of 3 dimensions and 10 indicators: Recruitment (4 indicators), Development (3 indicators), and Retention (3 indicators).

3. **Remuneration System**: Defined as the provision of incentives and rewards for employee contributions (Supandi & S, 2020), the remuneration system was measured based on Regulation of the Minister of Finance No. 129/PMK.05/2020, comprising 4 dimensions with 9 indicators: Proportionality (3 indicators), Equity (2 indicators), Fairness (3 indicators), and Performance (1 indicator).

B.2 Dependent Variable

Organizational Performance (Performance Maturity): Defined as the level of achievement in implementing programs and policies to fulfill organizational objectives (Widjanarko, 2022). Performance maturity was measured using the Per-11/2021 framework, consisting of 6 dimensions and 23 indicators: Finance (4 indicators), Service (4 indicators), Internal Capability (4 indicators), Governance and Leadership (5 indicators), Innovation (4 indicators), and Environment (2 indicators).

B.3 Control Variables

Information Technology: Measured using the framework developed by (Yuliana et al., 2022), consisting of 3 dimensions and 6 indicators: Digital Transformation (2 indicators), Internal System Optimization (2 indicators), and Data Protection and Security (2 indicators).

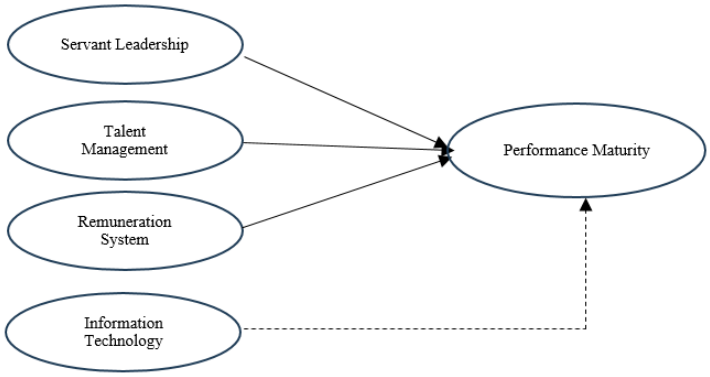

Figure 1. Overview of Hypotheses.

C. Population and Sampling

The research population consists of 171 Public Service Agency (BLU) Work Units located on the island of Java, Indonesia, representing more than 53% of the 320 BLUs across the country. Java was selected due to its high concentration of BLUs, diversity of sectors (such as education, health, asset management), and logistical feasibility. The sample was selected using purposive sampling with a two-stage criterion:

1. **Institutional Level:** The BLU must have implemented performance assessments for at least one period and be located in Java.

2. **Respondent Level:** Respondents must (a) be involved in the management of budgeting, finance, human resources, or BLU operations (e.g., planning, treasury, reporting, or internal control); (b) possess knowledge of BLU performance metrics; (c) have a minimum of five years of work experience; and (d) hold at least a Diploma III qualification. Eligible respondents included both permanent employees (civil servants and government-employed contract staff) and contract-based staff in mid-level managerial positions.

The minimum sample size was determined based on the guidelines by (Hair Jr, J. F., Sarstedt, M., Ringle, C. M., & Gudergan, 2023), which recommend 5–10 times the number of indicators for the construct with the highest number of indicators (9 indicators in the Personal Leadership dimension of servant leadership). Accordingly, a minimum of 390 respondents (10 × 39 indicators) was targeted. Data were collected from 171 BLUs through an online questionnaire (Google Forms) and focus group discussions (FGDs) conducted via online meetings.

Primary data were gathered using a structured questionnaire consisting of 134 items, which had been validated through a pilot test. Respondents rated their perceptions of organizational practices rather than their personal evaluations of superiors. FGDs with key BLU managers and representatives from the Directorate General of Treasury provided qualitative insights to complement the quantitative data. To ensure response heterogeneity, negatively worded items were included to test answer consistency.

The pilot test was conducted with 58 respondents from 15 BLUs across 8 ministries/regions, yielding 54 valid responses. The pilot test assessed the validity and reliability of the 134-item questionnaire using SPSS version 29. All items had corrected item-total correlations above 0.4, indicating validity (Ghozali, 2021). Cronbach's Alpha values for all variables (servant leadership, talent management, remuneration systems, performance maturity, and control variables) exceeded 0.6, confirming reliability. Feedback from the pilot test led to improvements, including the removal of two redundant items from the remuneration system and performance maturity scales to eliminate ambiguity and enhance clarity.

D. Data Analysis

Data analysis was conducted using Partial Least Squares Structural Equation Modeling (PLS-SEM) with the following steps:

Descriptive Statistics

Descriptive statistics such as mean, median, mode, variance, standard deviation, frequency tables, and histograms were calculated to summarize respondent demographics and the distribution of responses. Insights from FGDs and BLU performance data were used to enrich the descriptive interpretation.

Measurement Model

The measurement model was evaluated for construct validity and reliability (Ghozali, 2021):

- **Convergent Validity**: Assessed using factor loadings (>0.5 for exploratory research) and Average Variance Extracted (AVE >0.5)
- **Discriminant Validity**: Evaluated by comparing cross-loadings and ensuring that the square root of AVE for each construct exceeded its correlations with other constructs
- **Reliability**: Assessed using Composite Reliability (threshold >0.70) and Cronbach's Alpha (threshold >0.60).

Structural Model

The structural model was evaluated using the following criteria:

- **R-Square (R^2)**: Used to assess the proportion of variance explained in the dependent variable, with thresholds of 0.75 (strong), 0.50 (moderate), and 0.25 (weak) (Ghozali, 2021).
- **Q-Square (Q^2)**: Used to evaluate predictive relevance, with thresholds of 0.35 (strong), 0.15 (moderate), and 0.02 (weak).
- **Goodness of Fit (GoF)**: Calculated as √(Communalities × R^2), with thresholds of 0.36 (large), 0.25 (moderate), and 0.10 (small).

Hypothesis Testing

Hypotheses were tested using multiple regression analysis within the PLS-SEM framework. Two models were formulated:

Model: Examines the effects of servant leadership, talent management and remuneration systems on maturity performance, controlling for information technology. The regression equation is as follows:

$$KMA = \beta 1SLE + \beta 2MTA + \beta 3SRM + \beta 4TIN + e \quad (2)$$

- KMA = Maturity Performance
- SLE = Servant Leadership
- MTA = Talent Management
- SRM = Remuneration System
- TIN = Information Technology
- e = Error term

The testing was conducted using T-statistics (threshold >1.65) and p-values (threshold <0.05) at a 5% significance level (Hair Jr et al., 2021). A t-test was conducted for each regression coefficient (β_1, β_2, β_3, β_4) to determine whether each was significantly different from zero. This indicates whether each independent variable has a significant effect on maturity performance.

Sensitivity and Expansion Testing

To support the first contribution of advancing the measurement of servant leadership, a sensitivity test was conducted to compare the modified servant leadership scale (8 dimensions, 27 indicators) with the original scale (Sendjaya et al., 2019) in order to evaluate the impact of adding two dimensions (Personal Leadership and Ethical Leadership).

In line with the third contribution (policy recommendation), the expansion test included:

Dimension Analysis: Assesses the individual and combined effects of the eight servant leadership dimensions on maturity performance, in order to identify the most influential dimensions for BLU leadership strategy.

RESULT

Descriptive Statistics

This study collected data from 171 Public Service Agency (BLU) Work Units on the island of Java, Indonesia, with 121 valid questionnaire responses (response rate: 70.76%). Most respondents were members of the BLU management team or internal auditors, comprising 40.49% from internal audit units, 38.01% from planning and finance, and the remainder from various managerial roles. The majority of respondents were civil servants (86.77%), male (57.85%), aged between 41–45 years (28.92%), with 11–15 years of work experience (42.14%), and holding a master's degree (49.58%). Respondents represented various ministries, with the highest proportions from the Ministry of Health (19.00%), Ministry of Transportation (15.70%), and the Ministry of Higher Education, Science, and Technology (14.87%). Geographically, 33.05% were based in DKI Jakarta, followed by West Java and East Java (each 19.00%).

Table 1 presents the descriptive statistics for all variables. Using a 6-point Likert scale (1 = Strongly Disagree, 6 = Strongly Agree), information technology had the highest average score (M = 5.24, SD = 0.70), followed by servant leadership (M = 5.16, SD = 0.66), talent management (M = 4.77, SD = 0.68), performance maturity (M = 4.86, SD = 0.74), and the remuneration system (M = 4.50, SD = 1.15). Notably, the remuneration system exhibited the highest variability (SD = 1.15), indicating diverse perceptions, while servant leadership had the lowest variability (SD = 0.66), suggesting consistent responses.

In terms of performance maturity, the service dimension received the highest score (M = 5.07), particularly in customer satisfaction (M = 5.14), while financial independence received the lowest (M = 4.08), indicating challenges in generating revenue outside of the state budget. Servant leadership received high approval, with personal leadership as the highest-rated dimension (M = 5.26), driven by professional networking (M = 5.48). Talent management scored highest in recruitment (M = 4.94) and lowest in development (M = 4.76), especially in equal access to training (M = 4.20). The remuneration system scored highest in perceived fairness (M = 4.60) and lowest in satisfaction with implementation (M = 4.24). Information technology stood out in digital transformation (M = 5.38), especially in electronic payment systems (M = 5.42).

Table 1. Descriptive Statistics Results

Variable	N	Minimum	Maximum	Mean	Std. Deviation
Performance Maturity	121	1.926	6.000	4.856	0.740
Servant Leadership	121	2.837	6.000	5.163	0.662
Talent Management	121	3.000	5.923	4.770	0.676
Remuneration System	121	1.000	6.000	4.498	1.148
Information Technology	121	1.333	6.000	5.235	0.701

Table 2. Hypothesis Testing Results

Hypothesis	Variable	Direction	Coefficient	P Value	Decision
Model 2					
H1	Servant Leadership → Performance Maturity	+	0.662	0.000***)	**Hypothesis accepted**
H2	Talent Management → Performance Maturity	+	0.022	0.446	Hypothesis rejected

Hypothesis	Variable	Direction	Coefficient	P Value	Decision
H3	Remuneration System → Performance Maturity	+	0.129	0.037**)	**Hypothesis accepted**
K1	Information Technology → Performance Maturity	+	0.201	0.019**)	
Adjusted R Square				**0.604**	

*** Significant at 1% level; **Significant at 5% level; *Significant at 10% level
Source: Data analysis results (2025)
Notes:
Servant Leadership (SLE), Talent Management (MTA), Remuneration System (SRM), Maturity Performance (KMA), Information Technology (TIN).

Measurement Model
The measurement model was evaluated using SmartPLS 3.0 to ensure construct validity and reliability. All indicators had loading factors >0.5, with the majority exceeding 0.7, confirming convergent validity (Chin, 1998; Hair & Alamer, 2022). The Average Variance Extracted (AVE) values ranged from 0.555 (servant leadership) to 0.735 (remuneration system), all above the 0.5 threshold, further supporting convergent validity (Abdillah & Hartono, 2016). Discriminant validity was confirmed as the square root of each construct's AVE exceeded its correlations with other constructs. Reliability was confirmed with Cronbach's Alpha, rho, and Composite Reliability values all above 0.7 for each construct (Ghozali & Latan, 2015), indicating consistent and accurate measurements.

A. Structural Model
The structural model demonstrated a strong fit, with R^2 = 0.620 (Adjusted R^2 = 0.604) for maturity performance, indicating moderate to strong explanatory power. The Q^2 value of 0.374 (KMA) confirmed strong predictive relevance. The Goodness of Fit (GoF) index was 0.38, surpassing the large threshold of 0.36, validating the overall model fit.

B. Hypothesis Testing
Hypotheses were tested using a regression model as outlined in the Methods section, with results reported in Table 2. This model examined the effects of SLE, MTA, and SRM on maturity performance (KMA), controlling for information technology (TIN). These effects were assessed using T-statistics (>1.65) and p-values (<0.05) at the 5% significance level (Hair et al., 2021).
In this model, servant leadership (β = 0.662, $p < 0.001$) and the remuneration system (β = 0.129, p = 0.037) positively influenced maturity performance, supporting H1 and H3, whereas talent management (β = 0.022, p = 0.446) showed no significant effect, thus rejecting H2.

C. Sensitivity Analysis
The sensitivity analysis compared a modified servant leadership scale (8 dimensions, 27 indicators) with the original scale (Sendjaya et al., 2019), supporting the first contribution. All indicators maintained loading factors >0.5 and AVE >0.5, with Cronbach's Alpha, rho, and Composite Reliability all >0.7, confirming validity and reliability. The modified scale slightly increased the effect coefficient of servant leadership on maturity performance (β = 0.662 vs. 0.651). The Adjusted R^2 also slightly improved (KMA: 0.604 vs. 0.591), indicating that the newly added dimensions (personal leadership and ethical leadership) enhanced the model's explanatory power.

D. Expansion Analysis
The expansion analysis examined the individual effects of servant leadership dimensions, aligning with the third contribution. For maturity performance, covenant relationship (β = 0.188, p = 0.012), responsible morality (β = 0.277, p = 0.002), personal leadership (β = 0.213, p = 0.086), and ethical leadership (β = 0.597, $p < 0.001$) were found to be significant, with ethical leadership demonstrating the strongest effect.

DISCUSSION
The results of this study confirm that servant leadership (SLE) has a strong positive effect on organizational performance, measured as maturity performance (KMA) (β = 0.662, $p < 0.001$). This finding underscores the effectiveness of servant leadership's emphasis on empowerment, empathy, and

service to stakeholders in enhancing performance within semi-commercial public entities such as BLUs (Public Service Agencies). The modified servant leadership scale, which includes the dimensions of personal leadership and ethical leadership, improves the model's explanatory power (Adjusted $R^2 = 0.604$ vs. 0.591), supporting the study's first contribution. Specifically, ethical leadership ($\beta = 0.597$, $p < 0.001$) and covenant relationship ($\beta = 0.188$, $p = 0.012$) emerged as the most influential dimensions, indicating that building trust-based relationships and making ethical decisions are critical for BLU performance.

Furthermore, this study highlights the critical role of ethical leadership in fostering a culture of accountability and trust within public service agencies. The strong influence of ethical leadership suggests that leaders who prioritize integrity, fairness, and moral decision-making create an environment where employees are more committed to organizational goals. This aligns with prior research indicating that ethical leadership reduces misconduct and enhances collective performance (Brown et al., 2005). However, the relatively weaker impact of covenant relationships implies that while trust-based relationships are important, they may require complementary mechanisms—such as clear performance expectations and accountability frameworks—to fully optimize organizational maturity.

The remuneration system (SRM) significantly influenced maturity performance ($\beta = 0.129$, $p = 0.037$). This result aligns with Yusniawan and Permana (2018), who noted that performance-based remuneration enhances employee productivity. However, dissatisfaction with the remuneration system's implementation ($M = 4.24$) suggests a need for greater transparency and fairness, as BLU remuneration often lags behind other government institutions. Conversely, talent management (MTA) showed no significant effect ($\beta = 0.022$, $p = 0.446$), consistent with Al Jawali et al. (2022), who highlighted fragmented talent management practices in the public sector. Low scores for equal access to training ($M = 4.20$) and unclear career pathways ($M = 4.70$) indicate that talent management in BLUs is constrained by rigid bureaucratic structures, limiting its impact on performance.

Moreover, the statistically non-significant impact of talent management raises a critical examination of institutional constraints inherent within public sector organizational structures. The suboptimal ratings in equitable training accessibility ($M = 4.20$) and clarity of career progression trajectories ($M = 4.70$) underscore systemic inefficiencies, including bureaucratic inflexibility and deficiencies in strategic human capital planning. While servant leadership may partially can mitigate these challenges through its emphasis on employee empowerment and development, comprehensive structural reforms remain imperative to institutionalize meritocratic talent management protocols. Potential interventions may include the adoption of competency-based advancement systems and the decentralization of training initiatives to enhance organizational agility. These findings also suggest a potential misalignment between New Public Management ideals—which advocate for efficiency and innovation—and the realities of public sector HR practices. Bridging this disparity requires a synergistic approach involving policymakers, human resource divisions, and organizational leadership to reconfigure talent management paradigms that concurrently foster individual professional growth and optimize institutional performance.

Theoretically, this study extends the literature on servant leadership by validating a modified scale within the public sector context, reinforcing stewardship theory, which emphasizes pro-organizational values. The significant mediation of the remuneration system supports the input-output-impact model, highlighting how leadership transforms resources into performance outcomes. Practically, the findings suggest that BLU leaders should adopt servant leadership practices, particularly ethical and relational approaches, to enhance performance. Policymakers should prioritize transparent, performance-based remuneration systems and address deficiencies in talent management—such as inconsistent training and career development—to align with New Public Management principles.

This study has several limitations. First, the cross-sectional design limits causal inference; longitudinal studies would be better suited to capture dynamic relationships. Second, the sample was restricted to Java Island, potentially limiting the generalizability of the findings to other regions in Indonesia. Future research should include more diverse regions to enhance external validity. Third, the non-significant effect of talent management may reflect measurement limitations or contextual factors; qualitative studies could explore the underlying barriers in BLU talent management practices.

CONCLUSION

This study demonstrates that servant leadership significantly enhances organizational performance in Indonesian Public Service Agencies (BLU), with the remuneration system serving as a key mediating

factor. The modified servant leadership scale, which incorporates personal leadership and ethical leadership dimensions, strengthens predictive power and offers a valuable tool for public sector research. Although talent management showed limited impact, its effectiveness in larger BLUs underscores the need for context-specific policies. These findings underscore the importance of service-oriented and ethical leadership, as well as fair remuneration, in driving public sector performance, providing actionable insights for BLU leaders and managers and policymakers to optimize organizational outcomes.

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