

# ANALYSIS OF THE EFFECT OF LEADERSHIP BEHAVIOR AND ORGANIZATIONAL CULTURE ON THE QUALITY OF PUBLIC SERVICES IN THE LOCAL GOVERNMENT OF GORONTALO PROVINCE

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## Abstract

Public service is one of the main pillars in realizing good governance. However, in many regions, including Gorontalo Province, service quality still faces various challenges such as low responsiveness of officials, slow bureaucracy, and suboptimal public satisfaction. This condition emphasizes the urgency of conducting a study on internal organizational factors, particularly leadership behavior and organizational culture, which are believed to play an important role in improving public service quality. This study aims to analyze the influence of leadership behavior and organizational culture on the quality of public services within the Gorontalo Provincial Government. The method used is a survey with a mixed methods approach, involving 73 respondents randomly selected from a total population of 270 employees, supported by qualitative data through interviews, observations, and documentation studies. The results of the study show that leadership behavior contributes significantly to improving the quality of public services by 25.2%, while organizational culture has an influence of 31%. Simultaneously, these two variables contribute 73.2% to the quality of public services, with the remainder being influenced by other factors. These findings imply that strengthening transformational leadership and developing a positive organizational culture are key strategies for realizing responsive, transparent, and accountable public services at the local government level.

**Keywords:** Leadership Behavior; Organizational Culture; Quality of Public Services; Local Government

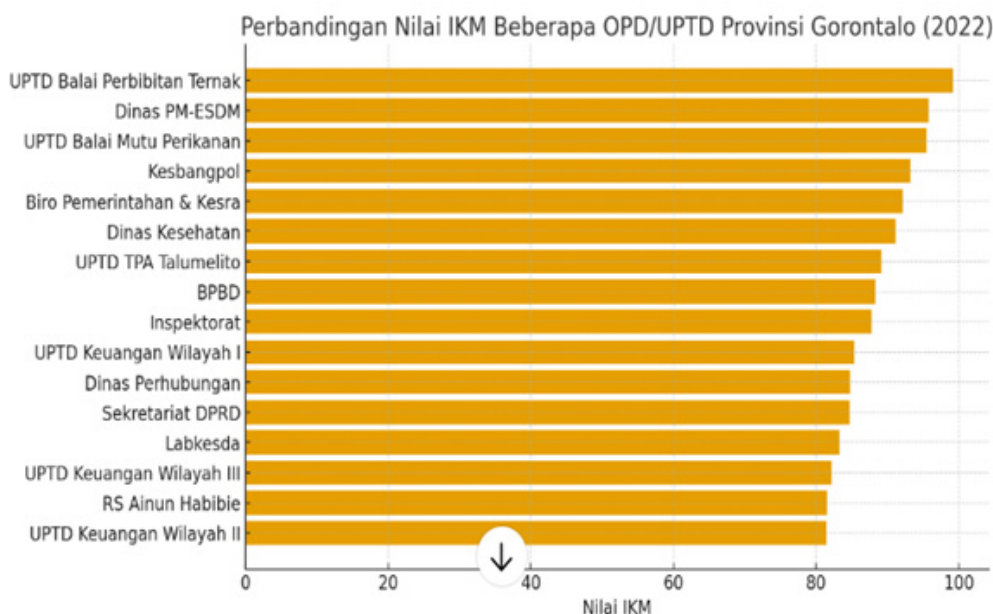
## A. INTRODUCTION

Public services are one of the fundamental aspects in realizing good governance (Addink, 2019). Local governments are required to provide services that are effective, efficient, and oriented towards public satisfaction (Sihotang 2023). However, in practice, various obstacles are still encountered, such as low service quality (Nie, L., & Wang, H. (2023), slow bureaucracy, and a lack of responsiveness from government officials to public needs (Pathony et al., 2025). This condition highlights the urgency of conducting an in-depth study on the internal factors of government organizations, particularly leadership behavior and organizational culture, which influence the quality of public services.

Several developed countries have developed public service models that are adaptive to the needs of society. For example, in the United Kingdom, there is the concept of New Public Management (NPM), which emphasizes efficiency, transparency, and results orientation (Hyndman & Lapsley 2016). This model gives service units the flexibility to carry out their duties more flexibly, while remaining accountable to the public. The successful implementation of NPM in the United Kingdom is one example of how public management reform can improve the quality of government services to its citizens.

Meanwhile, in Scandinavian countries such as Sweden and Norway, public services are managed using a welfare state approach that emphasizes the principles of social justice and equity. The government provides high-quality public services with a simple, fast, and open bureaucratic system (Christensen et al., 2024). The success of public services in these countries is inseparable from participatory leadership and an organizational culture that prioritizes integrity and professionalism. Comparisons can also be seen in the organizational cultures that prevail in various countries. In Japan, for example, the work culture emphasizes discipline, loyalty, and strong teamwork (Thiele 2018). This creates a workforce that is highly committed to its work and has a positive impact on public services. In contrast, in the United States and South Korea, organizational culture tends to be oriented towards innovation, creativity, and individual achievement (Brown et al., 2021). These two cultural approaches show that internal organizational values play an important role in shaping the quality of public services provided by the government.

In Indonesia, including Gorontalo Province, organizational culture in the bureaucracy still faces major challenges, particularly in relation to low discipline, resistance to change, and the persistence of hierarchical work patterns (Lapatta & Temaluru 2023; Podungge & Aneta 2020). When compared to countries that have successfully improved their public service systems, there is a significant gap (diagram 1). This confirms the need for organizational culture transformation in local government environments in order to adapt to the increasingly complex and dynamic demands of public service.



**Graph 1.** Comparison of Public Satisfaction Index Values for Regional Devices

**Data Source:** Official report of the Gorontalo Provincial Government (Communication and Information Service / Bappeda / Government Agency Performance Report - LKJIP).

The data above shows the Community Satisfaction Index (IKM) data for several OPD/UPTDs in Gorontalo Province in 2022, indicating that the livestock, energy, and fisheries sectors have excellent public service performance. The Livestock Breeding Center UPTD ranked highest with a score of 99.22, followed by the PM-ESDM Office and the Fisheries Quality Center UPTD, which also achieved an excellent

rating. This reflects a high level of public satisfaction with services in these sectors, sending a positive signal about the effectiveness of public services provided. However, there were significant differences in the performance of other OPDs. Although several OPDs such as Kesbangpol and the Health Office also received good scores, there were OPDs with lower scores, such as the Regional Finance Technical Implementation Unit II and Ainun Habibie Hospital, which indicated the need for improvement. With the majority of OPDs falling into the good category, but with service quality still uneven, it is important to implement strategies for evaluating and improving service quality. This will help create equitable public service quality across all OPDs, ensuring that all citizens have equal access to adequate services.

Previous studies have extensively discussed the influence of leadership on organizational performance (Dani<sup>o</sup>man et al., 2015; Podungge 2018) and the role of organizational culture on the effectiveness of public services (Koohang et al., 2017). However, research that specifically examines the relationship between leadership behavior and organizational culture on the quality of public services in local governments, particularly in Gorontalo Province, is still relatively limited. Thus, this study is expected to enrich academic studies and provide practical contributions in improving the quality of public services through reforming aspects of leadership and organizational culture. Therefore, this study contributes to enriching the literature through the presentation of empirical analysis in the context of the Gorontalo Provincial Government. The novelty of this study lies in the integration of leadership and organizational culture studies with a special emphasis on improving the quality of public services at the local government level. This approach is expected to contribute theoretically to the development of a model for improving the quality of public services based on leadership and organizational culture, while also producing relevant practical recommendations for local policy makers.

Based on this description, this study aims to analyze in depth the influence of leadership behavior and organizational culture on the quality of public services in the Gorontalo Provincial Government. This study is based on the assumption that the quality of public services is not only determined by regulations and systems, but is also greatly influenced by human factors, namely how bureaucratic leaders behave and how organizational culture shapes the work patterns of the apparatus. The results of this study are expected to provide strategic recommendations for the Gorontalo Provincial Government in its efforts to improve the quality of public services that are more responsive, transparent, and oriented towards public satisfaction.

## **B. LITERATURE REVIEW**

### **1. Leadership Behavior**

Leadership behavior can be defined as a process of influencing, directing, and guiding individuals to jointly achieve organizational goals (Gultom 2024). In the context of government administration, effective leadership plays a strategic role in building a conducive work environment, motivating civil servants, and encouraging improved employee performance (Sasongko & Anggiani 2023). Well-executed leadership will foster a sense of responsibility, discipline, and commitment among employees, which ultimately has a direct impact on the quality of public services received by the community (Ukeje et al., 2024).

There are a number of leadership theories relevant to this study, including transformational leadership (Bass & Riggio 2006), transactional leadership (Tavanti 2008), situational leadership

(Papworth et al., 2009), and behavioral theory (Liem et al., 2009). Transformational leadership emphasizes the role of charismatic and inspirational leaders in driving positive change and optimizing the performance of their followers (Soane et al., 2015). (Bakker et al., 2023) asserts that transformational leaders are motivated to instill meaning and demonstrate the importance of a task or higher goal to their followers. In contrast, transactional leadership theory views the relationship between leaders and subordinates as a form of exchange based on rewards and sanctions (Walumbwa et al., 2008). Transactional leaders tend to give rewards when subordinates complete tasks according to predetermined agreements. Furthermore, situational leadership theory emphasizes the role of contextual variables in determining the effectiveness of leadership styles (Cortes 2023) highlights that there is no single leadership model that is superior to others, so leaders are required to adapt their style and actions to the situation at hand. Behavioral theory emphasizes the actual actions of leaders rather than their personal traits or characteristics. (Derue et al., 2011) explain that effective leadership is the result of skills that can be learned and developed through experience. These four theories form an important conceptual foundation for understanding the contribution of leadership behavior to improving the quality of public services.

## **2. Organizational culture**

Organizational culture is understood as a set of values, norms, and beliefs shared by all members of the organization. A strong culture serves as a foundation for shaping the identity, attitudes, and values internalized by employees in carrying out their duties, including in providing public services (Lubis & Hanum 2020). (Elrod, & Fortenberry 2024) comprehensively explain the concept of organizational culture through a three-level model of culture, namely artifacts, values, and basic assumptions. Artifacts are visible manifestations of culture that are easily observed, such as symbols, rituals, language, and daily practices that reflect the organization's identity. Values describe the principles and beliefs that are considered important and serve as guidelines for the behavior of organization members. Basic assumptions are fundamental beliefs that are often not explicitly stated but have a strong influence on the mindset, attitudes, and actions of organizational members. These three levels form an analytical framework that helps to understand more deeply how organizational culture influences individual and collective behavior, including in the delivery of public services.

(Wang & Yang 2011) developed a theory of organizational culture by dividing culture into six main dimensions. First, power distance, which is the extent to which members of an organization accept the unequal distribution of power within the hierarchical structure. Second, individualism vs. collectivism, which indicates whether the cultural orientation emphasizes individual or group interests. Third, masculinity vs. femininity, which refers to values related to traditional masculine roles (competition, achievement, and assertiveness) compared to feminine values (caring, cooperation, and quality of life) (Ahmadi et al., 2017). Fourth, tolerance for uncertainty (uncertainty avoidance), which reflects the ability of organization members to deal with uncertain or ambiguous situations. Fifth, long-term vs. short-term orientation, which is the extent to which an organization focuses on future planning compared to traditional values and the past. Sixth, indulgence vs. restraint, which is the extent to which members of an organization allow the fulfillment of personal desires compared to self-control through social norms.

These dimensions provide a framework for understanding how cultural variations can influence organizational behavior, including in the context of public service delivery. Organizational culture, according to Sadeghi & Mahmudi, H. (2013), is a set of values, beliefs, assumptions, and norms that have long been established, agreed upon, and followed by members of the organization as guidelines for behavior and a basis for solving organizational problems (Jemi et al., 2018). Meanwhile, according to (Maulana, 2023), organizational culture is a collection of beliefs, attitudes, and values that are generally held and emerge within an organization; simply put, culture is described as “the way we do things within the organization.” In measuring organizational culture, there are several important dimensions that serve as indicators, including: innovation, which shows the extent to which organizational culture supports creativity and change; attention to detail, which describes the level of precision in task execution; and result orientation, which emphasizes the organization’s focus on achieving targets or outputs. These dimensions help us understand how organizational culture plays a role in driving work effectiveness and quality of public service.

In addition to the dimensions described by Darodjat and Sedarmayanti, one of the instruments widely used in measuring organizational culture is the Organizational Culture Assessment Instrument (OCAI) developed by Cameron & Quinn (2011). This model divides organizational culture into four main types based on the Competing Values Framework (CVF), namely: a) Clan Culture (Kinship/Team Culture) Emphasizes cooperation, involvement, a sense of family, and the participation of all members of the organization. Leaders in this culture act as mentors and facilitators; b) Adhocracy Culture emphasizes innovation, creativity, flexibility, and the organization’s ability to adapt to changes in the external environment. Leaders are seen as innovators and risk takers; c) Market Culture is oriented towards results, targets, and competitiveness. Leaders act as drivers of productivity, performance, and the achievement of organizational goals; d) Hierarchy Culture (Bureaucratic Culture), which emphasizes stability, rules, structure, and formal procedures. Leaders act as coordinators and supervisors who ensure the orderliness of work processes.

### **3. The quality of public**

The quality of public services is understood as the extent to which government services are able to meet or even exceed public expectations with characteristics that are clear and relevant to service recipients. The measure of quality generally refers to five main dimensions, namely tangibles, reliability, responsiveness, assurance, and empathy, as reflected in the SERVQUAL model. Several recent studies confirm the relevance of this model, such as a study in Gayungan, Surabaya, which shows a gap between public expectations and the reality of service in these five dimensions (Abbas et al., 2025). Similar findings were also seen in Langkat Regency, where an increase in the public sector budget allocation had implications for an increase in the human development index through improvements in the quality of public services based on SERVQUAL (Sitanggang et al., 2025). Meanwhile, research at Bank Mandiri KCP Paguyaman, Gorontalo, revealed that the implementation of the five dimensions has been quite good, although improvements are still needed, particularly in terms of physical facilities, information delivery, and the ability to respond to complex situations. From these various studies, it can be confirmed that the quality of public services is a comprehensive measure that not only assesses the end result but also includes the process, speed, interaction, and the level of public satisfaction with the services provided.

## C. RESEARCH METHODOLOGY

This study applies the survey method as described by Creswell & Hirose (2019), with a mixed methods approach referring to the guidelines provided by Schoonenboom & Johnson (2017) and Sugiyono (2017). This approach combines descriptive qualitative and quantitative analysis to obtain a more comprehensive picture. The selection of the survey method is considered appropriate because it allows data collection from a sample that represents the population, so that the research findings can provide a more comprehensive understanding of the phenomena occurring in a broader scope. The qualitative approach was applied to explore the phenomenon in depth and understand the underlying context, while the quantitative approach was used to measure variables objectively and perform statistical analysis to test the relationship between variables empirically.

The research population consisted of 270 people: all employees of the Gorontalo Provincial Government. The sample was calculated using the Slovin method (Bostley et al., 2023) and consisted of 73 people from a portion of the Gorontalo Provincial Government employees who were selected at random (random sampling) to be respondents.

<p><b>Rumus Slovin</b></p> $n = \frac{N}{1 + Ne^2}$ <p>Keterangan:</p> <ul style="list-style-type: none"><li>• <math>n</math> = ukuran sampel yang dibutuhkan</li><li>• <math>N</math> = populasi total</li><li>• <math>e</math> = margin of error yang diinginkan (misalnya 0,05 untuk 5%)</li></ul>
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**Figure 1:** Research Procedure Using the Slovin Formula

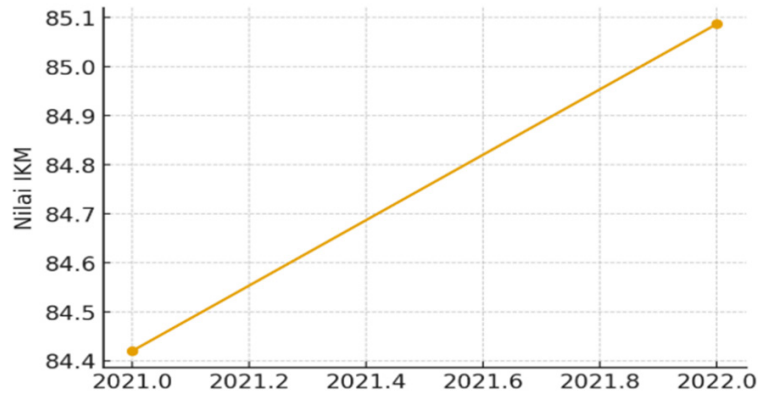
## D. RESEARCH RESULTS

### 1. Descriptive Analysis Results

The descriptive analysis results regarding the influence of leadership behavior and organizational culture on the quality of public services in the Gorontalo Provincial Government reveal several key findings. This study used various data collection techniques. First, a survey with a structured questionnaire was administered to obtain quantitative data from respondents. Second, observations were conducted using observation sheets to record behaviors and activities considered relevant to the research focus. Furthermore, in-depth interviews were used to explore qualitative information in more detail and comprehensively. In addition, a literature study was also conducted by reviewing various documents, official reports, and related academic literature as secondary data sources to strengthen the analysis and research findings.

The data processing in this study was carried out through several stages of analysis. The first stage used descriptive analysis to present an overview of the characteristics of the data and the phenomena studied. The second stage applied inferential analysis with the aim of testing hypotheses and drawing conclusions about the population based on the data obtained from the sample. Furthermore, in the third stage, qualitative analysis was conducted to interpret non-numerical data in greater depth,

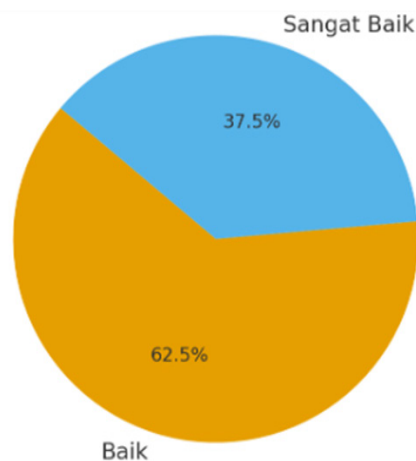
thereby providing a more comprehensive understanding of the research phenomenon. Through data processing and analysis techniques, the following average SKM trend data for Gorontalo Province was obtained:



**Graph 2.** Trend in Average SKM Values in Gorontalo Province (2021-2022)

**Data Source:** Official report of the Gorontalo Provincial Government (Communication and Information Service / Bappeda / Government Agency Performance Report - LKjIP).

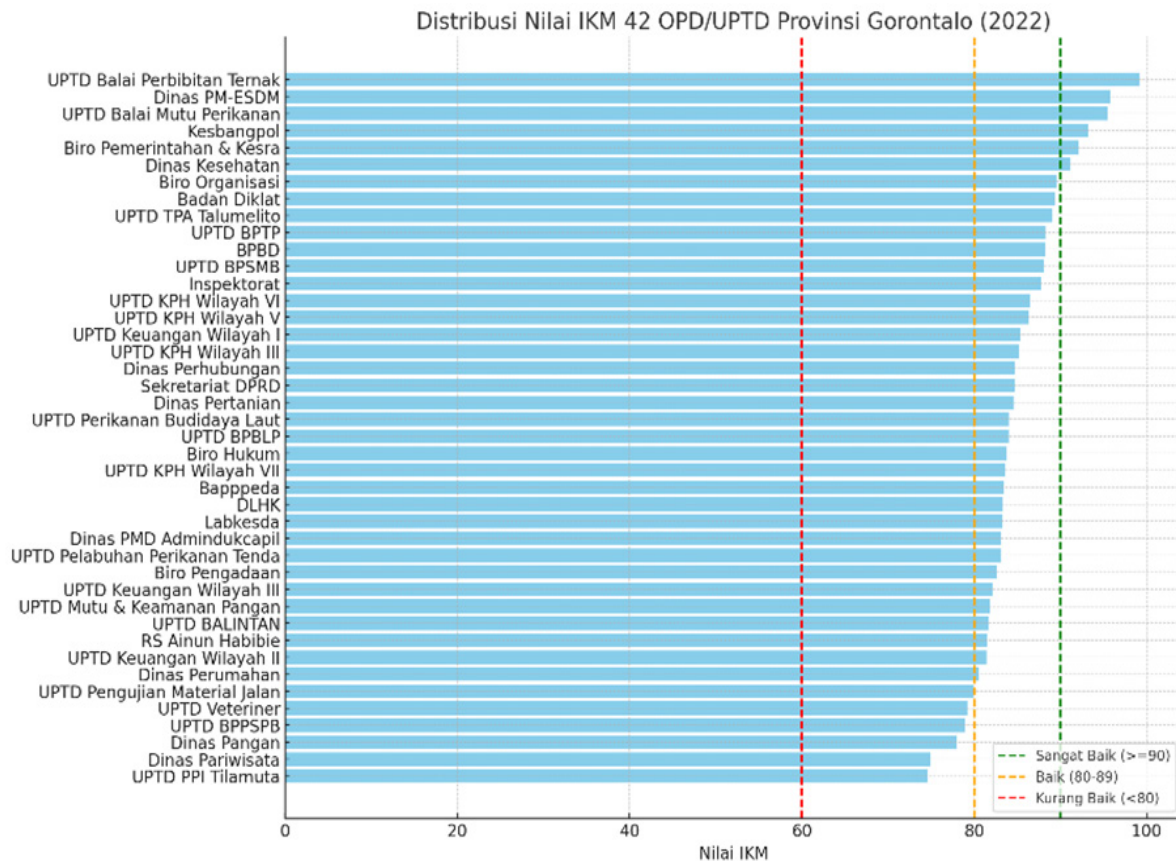
In 2021, the SKM score was 84.42, which is in the Good category. A year later, this score increased to 85.09, which remains in the Good category, but shows an improvement in the quality of public services within the provincial government. This increase of 0.67 points is relatively small, but it reflects the local government's efforts to improve services in terms of procedures, infrastructure, and the accountability of officials. This positive trend is a good starting point for improving public service performance in the coming years, although the challenge ahead is to ensure that improvements are not only incremental but also result in significant improvements in service quality. The distribution of data for each OPD and UPTD shows the following categories:



**Graph 3.** Distribution of SKM OPD / UPTD Categories

This data distribution shows that the majority of OPD/UPTD in Gorontalo Province in 2022 were still in the Good category (62.5%), with IKM values ranging from 81–89. This indicates that the public

services provided were adequate, but not yet fully optimal in meeting public expectations. The data shows that 37.5% of OPD/UPTDs have successfully achieved the Very Good category with an IKM value above 90. These units can serve as examples of best practices, as they are able to provide higher quality, responsive services that meet public expectations. The main challenge for local governments is how to encourage OPDs still in the “Good” category to be able to innovate and continuously improve so they can catch up to achieving the “Very Good” category.



**Graph 4.** Distribution of IKM values for 42 OPD/UPTD

**Data Source:** Official report of the Gorontalo Provincial Government (Communication and Information Service / Bappeda / Government Agency Performance Report - LKjIP).

Based on the attached 2022 IKM distribution graph for 42 Gorontalo Province Regional Apparatus Organizations (OPDs)/Uptds (Technical Implementation Units) of the Ministry of Public Works and Public Housing (OPDs) of Gorontalo Province, most of them are above the provincial average, indicated by the red vertical line. The OPDs/UPTDs with the highest scores include the UPTD for Livestock Breeding, the UPTD for the Ministry of Energy and Mineral Resources (PMESDM), and the UPTD for Fisheries Quality Center of the Ministry of National Unity and Politics (Kesbangpol), indicating better public service performance compared to other OPDs. Meanwhile, several OPDs/UPTDs are below the provincial average in IKM, indicating potential for service quality improvement, particularly in OPDs such as the Legal Bureau, the UPTD for the KPH Region VII, and the Regional Development Planning Agency (Bappedda).

Overall, this distribution indicates poor performance among OPDs/UPTDs in Gorontalo Province. While most OPDs/UPTDs have achieved above-average IKM scores, several require greater attention to improve the quality of public services. This data can serve as a basis for the provincial government to conduct evaluations and strategic interventions, such as through human resource capacity training, improving service standard operating procedures (SOPs), and implementing more effective monitoring mechanisms to ensure all OPDs/UPTDs are able to improve performance and public satisfaction equally. The results of this study indicate that this improvement in data is influenced by several factors, including leadership and organizational culture, which have become more oriented towards public service since the bureaucratic reforms of 1999.

## **2. Results of Inferential Constellation Analysis**

Based on the results of research on the influence of leadership behavior and organizational culture on the quality of public services in the Gorontalo Provincial Government, several important points were found. First, leadership behavior has a significant influence, with a direct contribution of 25.2% to 45.3% to organizational culture and 25.2% to the quality of public services. This finding is consistent with a study (Rachman 2024) which shows that transformational leadership has a positive effect on apparatus motivation and has direct implications for improving the quality of public services (Makatita et al., 2024). Second, organizational culture has also been shown to significantly influence the performance of regional apparatus, with a contribution of 10.2% to 26.2% to employee performance, and a contribution of 31% to the quality of public services. These results are consistent with the study by Makatita et al. (2024) which emphasized the positive role of organizational culture in driving service efficiency and employee satisfaction. Third, leadership behavior and organizational culture simultaneously contributed 73.2% to improving the quality of public services, while the remaining 26.8% was influenced by other factors not examined, such as leadership effectiveness and contextual variables. This finding is supported by Zia ud Din et al. (2024) who explained that effective public leadership can increase administrative collaboration while simultaneously driving improvements in overall service quality.

This study used all 270 employees of the Gorontalo Provincial Government as the population. Using the Slovin formula, a sample of 73 respondents was obtained, determined through random sampling techniques so that each member of the population had an equal chance of being selected. The results of the data analysis indicate that leadership behavior and organizational culture significantly influence the quality of public services within the Gorontalo Provincial Government.

## **3. Descriptive Qualitative Analysis**

Some of the main findings from the descriptive qualitative analysis are: 1) Transformational Leadership Behavior. Leaders who apply a transformational leadership style have proven to be able to motivate employees, increase work commitment, and encourage optimal performance in providing public services; 3) Positive Organizational Culture. A conducive organizational culture plays a role in shaping a shared identity and work values embraced by employees, thereby strengthening the orientation towards quality public service; 4) Quality of Public Services that Needs to be Improved. Despite the positive influence of leadership behavior and organizational culture, the quality of public services in the Gorontalo Provincial Government still needs further improvement, particularly through

the strengthening of effective leadership, the development of a sustainable organizational culture, and the optimization of available resources.

Based on research on the influence of leadership behavior and organizational culture on the quality of public services in the Gorontalo Provincial Government, the following research results were obtained: First: leaders in the Gorontalo Provincial Government show variations in leadership styles, but in general there is a strong commitment to improving the quality of public services. Transformational leadership is considered the most effective style because it can motivate employees, increase loyalty, and encourage optimal performance in public service delivery. This is in line with the findings of Azfirmawarman & Frinaldi (2024) in their article "Organizational Culture Innovation in Improving Performance and Public Services," which emphasizes that organizational culture innovation integrated with transformational leadership behavior plays an important role in motivating employees and significantly contributes to improving the quality of public services. Second: The organizational culture in the Gorontalo Provincial Government contains a number of positive values such as teamwork, integrity, and professionalism. These values play an important role in creating a work environment that is conducive to improving the quality of public services. However, there are still several challenges that need to be overcome, including a lack of effective communication between employees and a lack of a reward system that can motivate individual and group performance.

The results of this study are consistent with the findings of Ngabito & Potale (2023) in their article "The Influence of Organizational Culture on Public Service Performance at the One-Stop Integrated Administration Office (SAMSAT) in North Gorontalo Regency." The study shows that organizational culture has a very strong influence on public service performance, where idealistic elements and organizational cultural behavior simultaneously contribute 78.1% to the improvement of public service performance. Third, the quality of public services in the Gorontalo Provincial Government still requires attention and continuous improvement. Several key factors that influence public service quality include leadership behavior, organizational culture, and the availability of supporting resources (Wahyuni, 2015). These findings are in line with the research by Pahi et al. (2022) in the article "Leadership Style and Employees' Commitment to Service Quality," which confirms that a participatory leadership style contributes to an increase in employee commitment to providing quality public services. One important dimension that is taken into account is empathy, which not only has a direct effect on public satisfaction but can also be a motivating factor for employees in improving overall service quality.

## **E. DISCUSSION**

The results of the study indicate that leadership behavior has a significant influence on improving the quality of public services in the Gorontalo Provincial Government. This finding is in line with a study (Rachman 2024) which confirms that transformational leadership can increase the motivation and performance of civil servants, which ultimately has an impact on the quality of public services. Leaders who are able to set an example, provide inspiration, and encourage positive change have proven to be effective in creating officials who are more responsive to the needs of the community (Makatita et al., 2024). Thus, leadership is not only a managerial factor, but also a strategic instrument in realizing bureaucratic reform. Furthermore, the effectiveness of leadership in the context of regional

bureaucracy can also be seen from its ability to manage organizational change. Adaptive and visionary leaders play an important role in encouraging public service innovation and building a collaborative work culture amid ever-evolving social dynamics. This is in line with the view (Yukl 2013) which emphasizes that leadership is not only about directing subordinates, but also creating a shared vision and providing moral support to face challenges.

The study (Pahi et al., 2022) also confirms that leadership that is able to integrate employee participation in decision-making contributes directly to increased commitment and service quality. Thus, effective leadership in local government does not only focus on administrative achievements, but also becomes a driving force for organizational cultural change that is more responsive to community needs.

In addition, the effectiveness of leadership in the context of regional bureaucracy can also be seen from its ability to manage organizational change. Adaptive and visionary leaders play an important role in encouraging public service innovation and building a collaborative work culture amid ever-evolving social dynamics. This is in line with Yukl's (2013) view, which emphasizes that leadership is not only about directing subordinates but also creating a shared vision and providing moral support to face challenges. A study by Pahi et al. (2022) also confirms that leadership that is able to integrate employee participation in decision-making contributes directly to increased commitment and service quality. Empirical findings in Gorontalo show that the contribution of leadership behavior to the quality of public services reaches 25.2%, which means that almost one-third of the variation in service quality can be explained by the leadership style of the apparatus. Thus, effective leadership in local government does not only focus on administrative achievements but also becomes a driving force for organizational cultural change that is more responsive to community needs.

In addition to leadership, organizational culture also plays an important role in shaping the collective behavior of civil servants. This study proves that a positive organizational culture, characterized by values of integrity, cooperation, and professionalism, contributes significantly to the quality of public services. This is in line with the findings (Ngabito & Potale 2023) which state that organizational culture contributes up to 78.1% to public service performance. In other words, strong organizational values can foster a sense of shared identity among employees, while encouraging the creation of a work climate that is more conducive to sustainable public services. Interestingly, when transformational leadership is combined with a strong organizational culture, their simultaneous contribution to the quality of public services reaches 73.2%. These results are reinforced by research (Zia ud Din et al., 2024), which shows that effective public leadership is able to integrate organizational culture into service practices, resulting in more collaborative and higher-quality services. These findings show that the combination of visionary leaders and a healthy organizational culture can be a driving force for improving service quality at the local government level.

However, challenges remain in implementation in the field. Most OPDs/UPTDs in Gorontalo Province are in the "Good" category, while only 37.5% have achieved the "Very Good" category. This disparity indicates that the success of some units has not been evenly distributed. (Abbas et al. 2025) in a SERVQUAL-based study emphasized that the quality of public services must be viewed from five dimensions, namely tangibles, reliability, responsiveness, assurance, and empathy. If one of these

dimensions is not fulfilled, the quality of service can decline even if leadership and organizational culture have been well established.

This study also supports the findings (Pahi et al. 2022) which emphasize that participatory leadership styles contribute to employee commitment to providing quality services. In Gorontalo, transformational leadership practices that focus more on participation and empowerment of officials are key factors in fostering loyalty and service orientation. However, aspects of organizational culture such as internal communication and reward systems still need to be strengthened so that organizational values can be truly internalized by all employees. These findings confirm that the quality of public services is not only determined by regulations and resources, but also by human factors and internal organizational values. The Gorontalo Provincial Government needs to develop programs to strengthen transformational leadership and organizational culture consolidation strategies to ensure continuous improvement in service quality. This is consistent with the recommendation (Azfirmawarman & Frinaldi 2024) that organizational cultural innovation, when integrated with transformative leadership, will be able to produce public services that are more accountable, transparent, and in line with community expectations.

## CONCLUSIONS

This study confirms that leadership behavior and organizational culture have a significant influence on improving the quality of public services in the Gorontalo Provincial Government. Transformational leadership demonstrated through example, motivation, and inspiration has been proven to improve the performance of civil servants, while a positive organizational culture with values of integrity, cooperation, and professionalism contributes to the creation of a work climate that supports quality public services. Simultaneously, these two factors contribute up to 73.2% to service quality, demonstrating how crucial the role of people and organizational values are compared to regulations or infrastructure alone. The theoretical implication of these findings is to enrich the literature on public administration in Indonesia with empirical evidence from the local context, while the practical implication provides a basis for local governments to strengthen leadership and instill an organizational culture that is more adaptive to the demands of society.

Based on these findings, the Gorontalo Provincial Government is advised to design leadership development programs that emphasize transformational aspects, such as motivational training, effective communication, and organizational change management. On the other hand, strategies to strengthen organizational culture need to be implemented through the internalization of values such as collaboration, performance recognition, and consistent application of fair rules so that all officials have the same public service orientation. In addition, periodic evaluations of service quality through instruments such as SERVQUAL need to be intensified in order to identify gaps between OPDs and formulate more targeted improvement measures. With a combination of leadership strengthening, healthy organizational culture building, and continuous monitoring, the Gorontalo Provincial Government is expected to be able to realize public services that are more responsive, accountable, and oriented towards public satisfaction.

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