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Min Chandynavuth[1], Dr. Phylis Lan Lin[2], Dr. Lee Hsing Lu[3]

1Corresponding Author, Graduate School of Business, Assumption University of Thailand
Under Secretary of state for Ministry of Culture and Fine Arts
Assistant to the Prime minister of the Kingdom of Cambodia
Email: navuthmin@gmail.com
Second Author[2], Professor Emerita, University of Indianapolis
Email: phylislanlin@gmail.com
Third Author[3], Associate Dean, Overseas Project, Assumption University of Thailand
Email: leelu@mail.com

Abstract

This is an exploratory case study of the Ministry of Culture and Fine Arts of Cambodia. Firstly, it identifies problems to understand the characteristics of civil servants, change resistance and their characteristics of Servant Leadership, while suggesting ways to develop civil servants' commitment towards changes and the impact of organization development intervention on servant leadership dimensions: empowerment, accountability, standing back, courage, authenticity, humility, forgiveness and stewardship. Secondly, behavioral changes of civil servants were measured using ODI. The study uses the Servant Leadership Model by van Dierendonck and Nuijten (2011) for conceptualization of behavioral changes. Research instruments employed both qualitative and quantitative methods to test the hypotheses at the pre- and post-ODI stages. Servant Leadership was the dependent variable tested. Self-interest and Servant Attitude are independent variables that measured the effects on the Servant Leadership characteristics. The study sample consisted of civil servants (n=70). Quantitative data were analyzed by paired sample t-test and multiple regression. Content analysis was used for qualitative data obtained from interviews. The research findings revealed the civil servant problems and public administration bureaucracy problems that influence behavior and attitude of civil servant. Recommendations for changes included (i) change of "I" vs. "Them" attitudes and behaviors and (ii) cultural change from administrator to service provider. Recommendations are to extend the ODI to test whether multiple ODI periods have effects on the hypotheses tested in the study on self-interest and servant attitude.

Keywords: self-interest, servant attitude, "i" vs. "them" attitude, servant leadership, civil servant, Ministry of Culture and Fine Arts, Cambodia

Introduction

In his address to the National Assembly, Prime Minister Hun Sen has made a public declaration that "*Civil Servant is not a Privilege; Civil Servant is a Service Provider.*" In essence, Prime Minister Hun Sen stressed the fundamental nature of civil servants: "*Civil servants are not the administrators of people; civil servants are public servants.*" Therefore, the competency of servant leaders is not a privilege. Servant leadership is a service to the

nation. This study examines how civil servants respond to this challenge. The notion of a "leader as servant, or servant leadership" by Greenleaf (1998) is the essence of socially responsible public servant leadership theory that challenges long-standing assumptions between "leaders and followers" or "administrators and service providers" in Cambodian public service. Therefore, servant leadership is a theoretical framework that motivates leaders to serve others. Cambodian "Serving People Better" Model, a parallel concept to servant leadership, is designed to (i) gradually change attitude and behavior, (ii) enhance human and institutional performance and accountability, (iii) develop human and institutional capacity, and (iv) mobilize National Public Administration Reform Program, (NPAR 2018-2023) as shown in Figure 1. Table 1 illustrates the comparison of the three interrelated concepts: service leadership, serving people, and good governance.

Figure 1

Serving People Better Model

Note. Adapted from the Rectangular Strategy of the Royal Government of Cambodia for Growth, Employment, Equity and Efficiency, National Program for Administrative Reform (NPAR 2018-2023), *Cambodia Civil Servant Handbook (*p. 60), by Ministry of Civil Service 2010.

Table 1

Comparison of Servant Leadership, Serve People Better and Good Governance

Servant Leadership	Serve People Better	Good Governance
Characteristics of Servant Leadership: 1. Empowerment 2. Accountability 3. Standing back 4. Courage 5. Authenticity 6. Humility 7. Forgiveness 8. stewardship (Van Dierendonck & Nuijten, 2011)	Person of character, insightful, ethical, and principle-centered: • Having a servant's attitude • Accept & delegate responsibility • Serving a higher purpose • Leads with moral authority • Maintains respect and integrity • Demonstrate humility • Show empathy • Build Teams & Communities • Inspire trust	Rectangular Strategy for Growth, Employment, Equity, and Efficiency: • Practice servant leadership • Public Accountability • Effective and Efficiency • Capacity building • Code of conducts • Legal Framework • Functional Analysis • Competency-based training • Performance Review (KPI)

Note. Adapted from (1) Rectangular Strategy of the Royal Government of Cambodia for Growth, Employment, Equity and Efficiency, National Program for Administrative Reform Serving People Better (NPAR 2018-2023), *Cambodia Civil Servant Handbook* (p.60), 2010 & (2) "Servant Leadership: A Review and Syntheses" by D. van Dierendonck, 2011, *Journal of Management*, *37*(4), pp. 1228-1261.
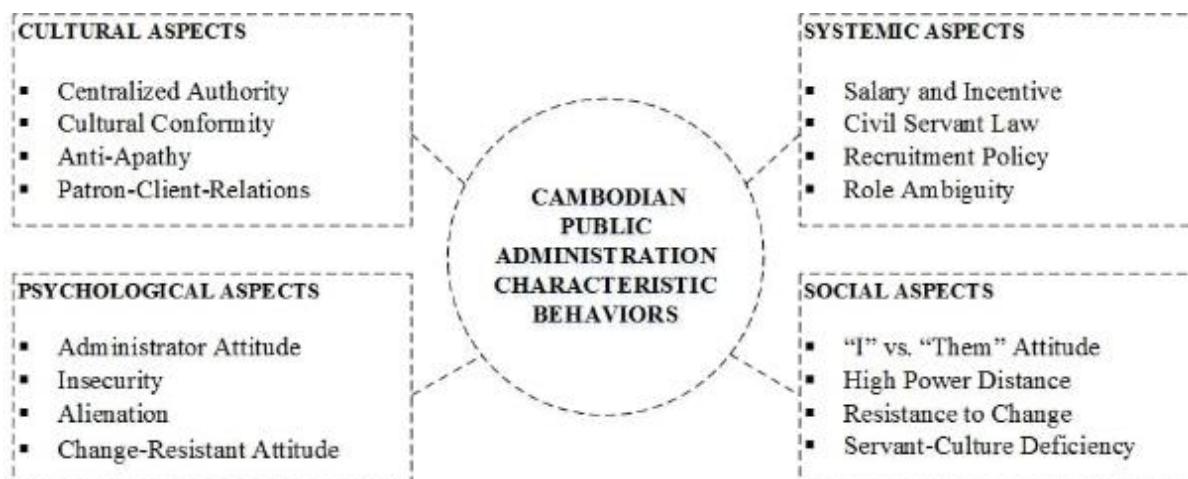
Table 1 indicated that there was a relationship between Serve People Better-Good Governance of the Rectangular Strategy of the Royal Government of Cambodia for Growth, Employment, Equity and Efficiency, National Program for Administrative Reform Serving People Better (NPAR 2018-2023), and Cambodia Civil Servant Handbook, 2010, and characteristics of servant leadership (van Dierendonck & Nuijten, 2011).

Situation Analysis of Cambodian Public Administration Characteristic Behaviors

Three major trends shape organizational behavior. First, social norms of deference and dependence reflecting centralizing in decision-making. Second, civil servants' cultural variables that characterize the behaviors and attitudes of civil servants are a direct extension of the authoritarian and traditional bureaucrats, favoritism and merit patron-client networks, and paternalism found in the traditional Cambodian family. Third, people see the civil service as the branch of the government, while the legislature is regarded as the legislative body, as shown in Figure 2.

Figure 2

Cambodian Public Administration Characteristic Behaviors

CULTURAL ASPECTS
- Centralized Authority
- Cultural Conformity
- Anti-Apathy
- Patron-Client-Relations

SYSTEMIC ASPECTS
- Salary and Incentive
- Civil Servant Law
- Recruitment Policy
- Role Ambiguity

CAMBODIAN PUBLIC ADMINISTRATION CHARACTERISTIC BEHAVIORS

PSYCHOLOGICAL ASPECTS
- Administrator Attitude
- Insecurity
- Alienation
- Change-Resistant Attitude

SOCIAL ASPECTS
- "I" vs. "Them" Attitude
- High Power Distance
- Resistance to Change
- Servant-Culture Deficiency

Note. Adapted from "The Evolving Meaning of Social Accountability in Cambodia (ANSA-EAP 2010) www.ansa-eap.net and The State of Civil Service Systems in the Asia-Pacific Region: A Comparative Perspective", by M. Jae Moon and C. Hwang, 2013, *Review of Public Personnel Administration*, *33*(2), pp. 1–19 Copyrighted 2013 by SAGE Publications.

Four socio-cultural contexts are described below:
Cultural Aspects

Cultural emphasis posits the Cambodian family's traditional authoritarian characteristics that emphasize compliance rather than innovation and culturally entrenched animosity between rulers and governed attitudes between "I" and "Them." "Nation-Religion-King" constitutes a service to the nation. Cultural variables behavior characterizes the patterns found within the traditional Cambodian family.
Systemic Aspects

By using the "Serving People Better" Model, systemic variables influence bureaucratic behavior in specific areas: pay and incentive, civil servant law, recruitment policy, capacity

building, role ambiguity, and other organizational problems reviewed in the literature. Civil servants are not just state employees; they also have a constitutional role.

Psychological Aspects

The three bureaucratic behavioral and psychological characteristics are alienation, insecurity, and motivation. Individual traits are deeply ingrained in Cambodian public service. Individuals are driven by social position, income, and reputation as major driving factors among civil servants.

Social Aspects

As explained in the section Collectivism/Individualism, the "I" vs. "Them" attitudes make the civil servants think only about themselves independently from their organizations.

Power Distance. The greater the distance between individuals and authority, the more likely they are to tolerate these differences (Hofstede, 1986; Hofstede & McCrae, 2004; Nijhuis, 2008). A high-power distance supports the Cambodian Public Administration's bureaucratic structure.

Change-Resistant Attitude. Social relationships are hierarchical and regarded as a high-power distance. In a traditional hierarchical and autocratic society, any change aspect is difficult.

The Case Study's Focal System

The Ministry of Culture and Fine Arts of Cambodia was chosen as for the exploratory case study focuses on behavior-changed initiatives: civil servant-citizen relationship to become socially responsible servant leadership.

Figure 3

Focal Organization System Chart of the Ministry of Culture and Fine Arts
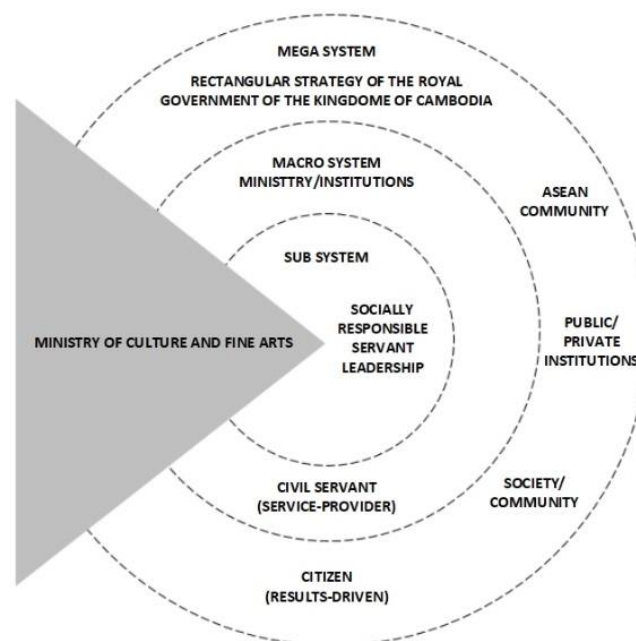
Note. This figure was developed by Min C., in 2022 for the purpose of this research.

The focal system focuses on civil servant-citizen relationship and servant leadership initiatives from the mega system, macro system, and to the sub system. The employees are the civil servants. The products and services are civil services of public and private enterprises to become socially responsible public servants. To understand the focal system in the present study, a SWOT situational analysis was done to understand the strengths, weaknesses, opportunities, and threat of the MCFA.

SWOT Situational Analysis
Internal Factor: Strengths

Reform public officials' mindset and operating practices, customer-oriented given to the social aspects by asking: What do you value most about being a civil servant?

- Promote servant-leaders characteristics
- Promote citizen-civil servant relationship
- Promote people-oriented leadership styles
- Embrace values that transcend self-interest
- Instill trust and honesty rather than fear or insecurity
- Serving people is serving the nation

Internal Factor: Weaknesses

Challenges include globalization, changing work habits, government-people incongruity, and servant attitude deficiency by asking: What are your attitudes toward change initiatives?

- Lack of servant attitude and service minded
- Delegating task and responsibility
- Administrator of people attitude
- Low self-esteem
- Lack of change initiatives
- Change resistance factors
- Political interference
- Lack of recognition
- Lack of professional conscience / professionalism
- No Job Functional Analysis

External Factor: Opportunities

Adopting international standards of good governance, accountability, establishing accountable institutions by asking: How do you earn respect and appreciation for your service?

- Promote servant leadership training
- Promote service culture in society
- Emerging new technologies
- Shift from a traditional bureaucratic norm to the New Public Management (NPM)

External Factor: Threats

Changes in the external environment impacts an organization by asking: What problems do we need to change to make public administration better?

- "I" vs. "Them" attitudes and behaviors toward to citizens
- Reduce patron-client networks

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- Reduce political interference
- Prevalence of corruption, and nepotism
- Lack service transparency
- Lack of serving culture
- Lack of civil servants-citizen-relationship
- Managing change resistance
- Lack of Key Performance Indicator (KPI)

The Need for Action Research and Statement of the Research Problem

The current mindsets of the civil servants are perceived as administrator of the people. This is because the civil servant is associated with the social hierarchy and authority challenges have made the Cambodian public servant to be perceived as "administrator" rather than civil servant to serve people. The study aimed to establish the change of behavior of the civil servants, addressing the role of Servant Leadership transformation with OD intervention that focuses on: (i) the historical context of Cambodia, documents (secondary data), political culture and responsible institutions, and government-civil servants-citizen-relationship; (ii) analyzing Khmer vocabulary on servant leadership based on data obtained from Servant Leadership Scale, and (iii) interview data with the key stakeholders in organizations.

Definition of Terms in the Cambodian Context

Civil Servant-មន្ត្រីរាជការ, are public servants and serve the public. Civil servants are service providers, not administrators of the people. Having a servant attitude, accepting and delegating responsibility, serving a higher purpose, leading with moral authority, maintaining respect and integrity, demonstrating humility, and inspiring trust in team and communities.

In this study, *civil servants* refer to the employees of the Ministry of Culture and Fine Arts.

Research Objectives

The objectives of the study were to promote change of behaviors of the Cambodian civil servants and the impact of Self-Interest and Servant Attitude on Servant Leadership through OD intervention. The key objectives are: (i) to examine the current situation of Cambodian Civil Servants' Self-Interest, Servant Attitude, and Servant Leadership, (ii) to examine the differences in Self-Interest, Servant Attitude, and Servant Leadership before and after ODI, and (iii) to examine the impact of Self-Interest and Self-Interest on Servant Leadership, identifying factors for accepting and resisting change through OD Intervention.

Research Questions

RQ1. What are civil servants' current situations of Self-Interest, Servant Attitude, and Servant Leadership?

RQ2. What are the differences between pre- and post-OD Interventions on Self-Interest, the Servant Attitude, and Servant Leadership?

RQ3. What are the impacts of ODI, on Self-Interest, Servant Attitude, and Servant Leadership?

Significance of the Study

Servant leadership in public service is a relatively new concept in Cambodia. The study is of academic significance because it will determine whether the concepts of servant leadership characteristics can be used to promote positive behavioral change in Cambodian civil servants by addressing the role of civil servants, responsibility, and accountability framework in the public service. The findings will improve the knowledge and understanding of servant leadership to serve people better.

Literature Review

Leadership Theory and Change Models
Servant Leadership

The servant leadership framework was chosen for this study. Based on the literature and research findings, it is possible to conclude that the problems with Cambodian public administration at the organizational/institutional level and issues related to civil servants at the group and individual levels. The literature review was guided by the central question: How can servant leadership be enhanced in an era of accountability? Servant leadership, a philosophy by Robert Greenleaf who initially introduced it as a metaphor, referred to the idea that a leader should serve others for the greater good rather than self-interest (Greenleaf, 1995; Northouse, 2019). Servant leadership is "relationship" oriented. The leader considers the needs of the follower(s). Therefore, the leader is follower(s) oriented. Greenleaf described leadership as people who serve others while they follow them (Bennis & Nanus, 1997). Laub (2004) noted that servant leadership required a shift of mind, a paradigm shift that differed from other competing leadership attitudes toward the leader and followers. Based on the Greenleaf concept, Spears (1995) identified ten characteristics widely recognized as key elements of servant leadership: listening, empathy, compassion, understanding, persuasion, conceptualization, foresight, stewardship, engagement, and community building. Good morals, integrity, and compassion are the basis for leadership. Successful leaders are individuals with strong ethical values and people of honesty who know what they stand for. A good leader can motivate people far beyond what they could ever believe was possible to inspire them to succeed (Lin, 2004). Therefore, an integrative leadership model for positive change must clarify the following elements of effective leadership practice: vision, principles, honesty, confidence, encouragement, and inspiration.

In this model, van Dierendonck (2011) depicted three independent variables: culture, need to serve and motivation to lead, and individual characteristics, as keys to the development of the servant leadership characteristics, which include six domains that will lead to the high-quality leader-follower relationship and positive psychological climate.

Servant leadership is a theoretical framework change agent, the goal of which is to transform traditional culture and conventional perspectives to change of mindset and attitude of the civil servants from "Administrator to Service Provider" to "Serving People Better" – *Readiness-Adoption-Institutionalization*. Therefore, culture cannot be forced to change but should be nurtured. Thus, changing the mindset of the civil servants is necessary.

Figure 4

Conceptual Model of Servant Leadership as Personal Transformation and Change Agent

Servant Leadership as Personal Transformation and Change Agent
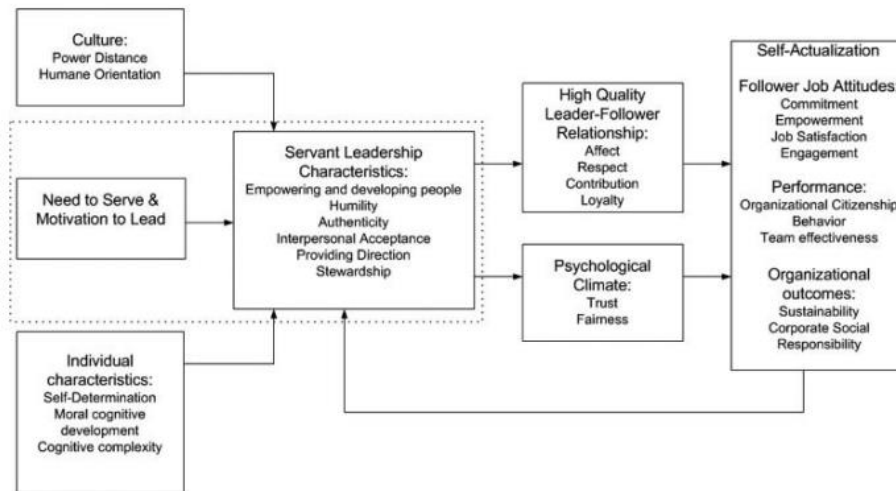
Kurt Lewin's Three-Step Change Theory (Model)

Kurt Lewin (1951) identified three transformational phrases still commonly used today: unfreeze, transfer, and refreeze. It involves accepting that change is necessary and preparing to leave the current comfort zone. Lewin's (1951) Three-Step Change Model of Readiness-Adoption-Institutionalization can be achieved only when change starts building positive civil servant's attitudes and beliefs between adoption and institutionalization.

Figure 5

Kurt Lewin's Three-Step Model of Organizational Change-unfreezing, change (movement or transformation) and refreezing.

Integrated Kurt Lewin's (1951) Three-Step Change Model and John Kotter's (1996) Eight-Step Change Model

Kotter's (1996) Eight-Step Change Model is transformational. The Eight-Step change process focuses on the change of attitude and behavior of the Cambodian civil servants, from the administrator of people to the service provider. Kotter (1990) stated that leadership is a collective action to vitalize changes. In the case of Cambodia, changes of attitude and mindset will be exponentially more effective when it starts with a responsible individual within the organization.

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Unfreezing: Create Urgency and Form Change Coalition. Resistance to change is addressed in the unfreezing stage. It is replaced by a motivation to change to eliminate the resistance to change by addressing the fears and anxieties, and raising awareness that the status quo is unacceptable and needs change.

Change: Building Change Initiatives-Implementing Changes-Empower Change Actions (movement or transformation). A departure from the status quo could involve technology, people, products, services, management policies, and management where new ways could be initialized. Knowledge and training are part of change initiatives and coaching.

Refreezing: Promote Short-term Wins, Reinforce, and Change-Institutionalizing: the refreezing stage would be supported by coaching, training, and effective reward systems. New management strategies have been refreezing, and workplace habits have become part of civil servants' daily tasks, as shown in Table 2.

Table 2

Integrated Kurt Lewin's (1951) Three-Step Change Model and John Kotter's (1996) Eight-Step Change Model Comparison

Kurt Lewin's (1951) Three-Step Change Model	John Kotter's (1996) Eight-Step Change Model
Unfreezing: (1-4) • Establish a Sense of Urgency for change. • Reject old habits and adopt new norms and routines behavioral-related. • Motivate to change the status quo. • Eliminate change resistance. • Addressing the fears and anxieties • Raise awareness that the status quo is unacceptable and needed change. • Communicate to motivate change. *Change: (5-7)* • Provide knowledge and training as change initiatives (training workshops and coaching). • Adopt and learn the new behavioral-related. • Improve systems and structures. *Refreezing: (8)* • This stage is where the change is institutionalized and reinforced through feedback and organizational rewards for demonstrating the desired behavior. • Supported by coaching and training. • Reward systems and new management strategies are introduced as part of daily tasks. • Change organizational culture, norms, policies, and practices.	1. *Establish a Sense of Urgency:* imbed a sense of urgency for change in the organization and explain why the change is needed. 2. *Forming Change Coalition:* Encourage the group to work together as a team. 3. *Building Change Initiatives:* Create a vision and develop strategies for achieving that vision to help direct the change effort. 4. *Implementing Change:* Adopt new behavioral-related and lead by the example 5. *Empowering Change Action:* Remove obstacles to change. Change systems or structures that undermine the vision. Encourage risk-taking and nontraditional ideas activities, and actions. 6. *Promoting Short-term Wins:* Planning for visible performance improvements. Recognize and reward employees involved in the improvements. 7. *Reinforcing Change:* Generate more changes to get more people involved in the change process. Proved leadership to facilitate change in the short-long-term. Change systems, structures, and policies that don't fit the vision. Hire, promote, and develop change agents. 8. *Institutionalizing Change:* Embed new change as part of the organization's culture.

Note. Adapted and modified from "Harvard Business Review: Leading Change, Why Transformation Efforts Fail" by J. P. Kotter, 2007.

Theoretical Framework

Servant leadership flips the paradigm by inverting the relationship between "Administrators" and "Civil Servants." The OD interventions of Readiness-Adoption-Institutionalization are (i) Unfreezing-Change-Readiness (pre-ODI) is to create a sense of urgency to change underlying the cognitive state is attained towards behavioral change; (ii)

Change-Adoption (ODI) is to overcome change resistance, attitudes and behaviors, (iii) Refreezing-institutionalization (post-ODI) is when the change is reinforced, and change becomes institutionalized to serve people better, as shown in Figure 6.

Figure 6

Theoretical Framework
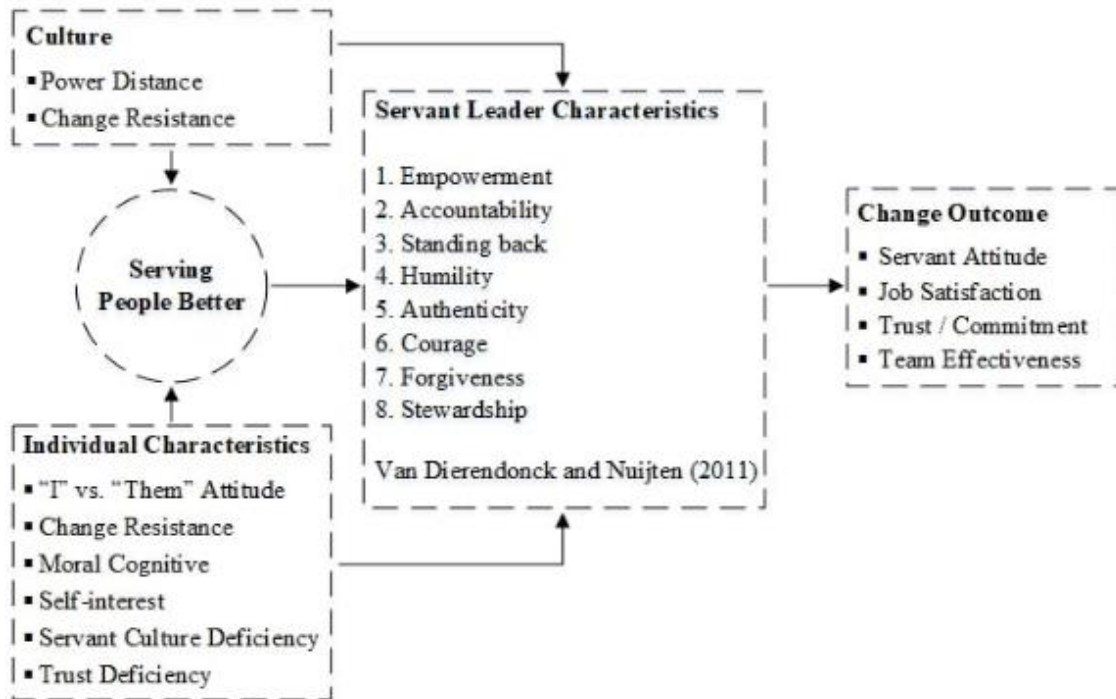
Note. Adapted from "Servant Leadership: A Review and Synthesis" by D. van Dierendonck, 2011, *Journal of Management, 37*(4), pp. 1228-1261, Copyrighted 2011 by Erasmus University. doi: 10.1177/ 0149206310380462.

Serving People Better. Adapted from Rectangular Strategy of the Royal Government of Cambodia for Growth, Employment, Equity and Efficiency, National Program for Administrative Reform Serving People Better (NPAR 2018-2023), *Cambodia Civil Servant Handbook* (p.60), 2010.

Conceptual Framework

Conceptual Model of Servant Leadership is Personal Transformation and Change Agent. The goal is to transform public servants into servant leadership. Civil Servant-មន្ត្រីរាជការ - According to the public perception, "civil servant" is associated with the social hierarchy and in the authority of the people and traditionally civil servants perceive themselves as "administrators" not "public servants." The dependent variables included the change outcomes at three levels: individual level, team level, and organizational level of the servant leadership. The independent variables which were the forces for change, including antecedent-conditions. OD intervention is variables which further promotes the characteristics of servant leadership before and after the OD Intervention, as shown in Figure 7. Therefore, the following hypotheses are developed.

H1a. There is a significant difference in Cambodian civil servants' Self-Interest,
Servant Attitude, and Servant Leadership before and after ODI.

H2a. Servant Attitude has a significant impact on Servant Leadership.

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H3a. Self-interest has a significant impact on Servant Leadership.

Figure 7

Conceptual Framework.
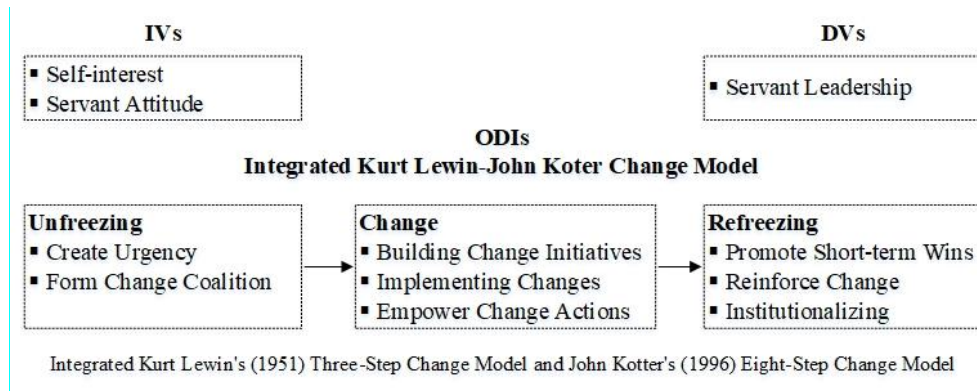
Note. Adapted and modified from Kurt Lewin's (1951) Three-Step Change Model and John Kotter's (1996) Eight-Step Change Model.

Action Research Framework

Action Research Framework focuses on (i) change readiness (ii) change resistance, and (iii) managing change. Qualitative and quantitative research are conducted before and after OD interventions. Pre-ODI was to determine the perceived reasons behind the current self-interest and servant attitude of the civil servants towards serving the public using survey questionnaires, interviews, and SWOT analysis. OD training workshop focuses on change of behavior of the civil servants, addressing the role of Servant Leadership transformation framework on characteristics aspects: responsibility, accountability and commitment, and servant leadership. The outcomes are positive psychological and service-oriented behavior and to become servant role model and lead by example.

Figure 8

Action Research Framework

Note. This figure was developed by Min C., in 2022 for the purpose of this research.

Research Design

The present study adopted both qualitative and quantitative methods in data collection and analysis. Four survey questionnaires were used for data collection. An Exploratory Study of Behavior Change of Civil Servants at Ministry of Culture and Fine Arts of Cambodia: (i)

Servant Leadership Survey with 30 items, (ii) Commitment to Change Efforts with 13 items, (iii) Job Satisfaction Survey with 15 items, and (iv) Public Service Experience Survey Question, with 39 items. Survey questionnaires were distributed to random sample of seventy (n=70) from 289 civil servants in management levels with selected criteria (i) Upper Management, and Advisors (ii) Department of Administration, and (iii) Department of International Cultural Cooperation and ASEAN Affairs as case study participants employing at the Ministry of Culture and Fine Arts who have worked for at three years at any hierarchical level or job title and were in their normal day-to-day organizational environment. Thirty-two (32) civil servants were selected for semi-structured interview. Participants were asked with open-ended questions and to answer in writing based on their perceived opinions. The study used the results from the experimental group to measure the effects of the OD intervention between pre-ODI and post-ODI.

Leadership Survey of van Dierendonck and Nuijten (2011) was used to evaluate eight characteristics of servant leadership behavior with 30 items measuring the perception of servant leadership characteristics attributes, namely authenticity, humility, forgiveness, accountability, courage, standing back, empowerment, and stewardship. Commitment to Change Efforts (Meyer & Allen, 1991) used to measure expectation and perception to change efforts, with the main focus on the contribution of work relationships and job satisfaction on an individuals' commitment to organizational change with 13 items to measure expectation and perception to change efforts. Job Satisfactions Survey (Schroder, 2003) with 15 items of questionnaires to measure both intrinsic and extrinsic characteristics of the job satisfaction. Participants were asked to measure their perceptions on a five-point Likert scale, ranging from 1 (strongly disagree) to 5 (strongly agree). Open-Ended Interview Questions Public Service Experience. The question surveyed the current psychological states of civil servants. Thirty-two (32) civil servants were selected for semi-structured interview. Participants were asked with open-ended questions and to answer in writing based on their perceived opinions. The study used the results from the experimental group to measure the effects of the OD intervention between pre-ODI and post-ODI.

Data Collection

The study sample included 35 participants from the Control Group and 35 participants from the Experimental Group in (i) management levels and Advisors (ii) Department of Administration, and (iii) Department of International Cultural Cooperation and ASEAN Affairs, and 32 interviews. Semi-structured interviews and open-ended questions were asked in a logical order with the follow-up questions to allow respondents to provide full and detailed answers. Interviews varied in length from forty-five minutes to an hour. Interviews were recorded and notes taken. Due to the COVID-19 pandemic and lockdown during the ODI intervention between the month of March 2021 and August of 2021. Seven interviews were conducted via Zoom video conferences. Cambodian language was used for the interviews. Interview excerpts were later translated into English by the researcher.

Pre-ODI/Post-ODI Analysis of Findings

Research Instrument for the Quantitative Data

The purpose of this study was to examine factors impacting public civil leadership development at the Ministry of Culture and Fine Arts in Cambodia. Questionnaires were distributed in paper format to the civil servants in person. Civil servants were asked to complete four questionnaires, using the latest Servant Leadership Survey (SLS) by van Dierendonck and Nuijten (2011), which measured eight servant leadership attributes, namely (1) authenticity, (2) humility, (3) forgiveness, (4) accountability, (5) courage, (6) standing back, (7) empowerment, and (8) stewardship. The outcome links to servant leadership in three categories were studied: (i) Individual outcomes, (ii) Team outcomes, and (iii) Organizational Outcomes.

Research Instrument for the Qualitative Data

The primary data was collected in two ways: (i) survey questionnaires and (ii) interviews with selected groups of civil servants at the Ministry of Culture and Fine Arts for 45 minutes. The survey questionnaires were used to measure the civil servant engagement level after the OD intervention. Semi-structured interview is a systematic approach to evaluate organizational culture, work habits, and barriers to change as service providers, and the answers were based on the perception as members of the public administration as service providers.

Instrument Triangulation

The results were based on empirical data. Semi-structured interviews can increase the flexibility and likelihood of relevant responses to research questions (Creswell, 2013). Open-ended interviews provided personal perceptions and insights into what respondents considered to affect their attitudes and behaviors. Qualitative data was subjective because participants answered basic open-ended and closed questions over the conversation in both introversion and extroversion and written questionnaires. The methodology triangulation and correlations between the data collected to evaluate the consistency and reliability of the answers provided during interviews to ensure validity and strengthen the reliability of the findings.

Instrument Reliability

Findings were self-reporting, opinion and perception, observation, and informal conversation. The degree of subjectivity and response bias was high, making analysis and conclusions credibility difficult. All items used a five-point Likert scale ranging from 1 to 5 and validation based on the scores obtained from the survey instruments related to the theoretical framework for each variable measured. The Item-Objective Congruence (IOC) was used to evaluate the survey questionnaire items based on the score range from -1 to +1, and 0 was uncertain whether it measured the attribute by five experts of more than ten years of experience in Ph.D. field of Anthropology, Social Science and Management, Political Science, Laws and Economics, International Relations, Archaeology, and Financial and Management Accounting.

Table 3

Item-Objective Congruence (IOC)

Items	Items	IOC Rating
Servant Leadership Survey	21	0.88
Commitment to Change Efforts	15	0.84
Job Satisfaction Survey	22	0.76
Open-Ended Interview Questions Public Service Experience	40	0.92

Table 4

Instrument Reliability Statistics

Items	Items	Cronbach's Alpha
Servant Attitude	21	.868
Self-interest	15	.829
Servant Leadership	22	.848

The OD Intervention Workshop

ODI interventions were essential for the subsequent analysis and to answer RQ2. What are the differences in Self-Interest, the Servant Attitude, and Servant Leadership before and after the ODI intervention. RQ3. What are the impacts, of ODI, on Self-Interest, Servant Attitude, and Servant Leadership? ODI used Servant Leadership and Appreciative Inquiry Workshop.

The Servant Leadership Workshop aimed to improve trust-building, emotional intelligence, and personal character on how to use influence instead of title, status, or role to inspire others, cultivate trust, and build an organizational culture where people flourish and grow collectively. Appreciative Inquiry Workshop was to help organizational members to have a positive vision by focusing on best practices, accomplishments, and values (Cooperrider & Whitney, 2005). Experimental group improved after OD treatment comparing to the control group without OD treatment.

Table 5

OD training Intervention

Intervention Date	ODI Interventions	Experimental Group
March 19, 2021 Time: Three-Hour PPT Presentation Group Interaction	Appreciative Inquiry Workshop Conducted by: Researcher and Director of Department of Personnel Introduction to: • Discovery -*what is* • Dream -*what could be* • Design -*what should be* • Destiny -*what will be*	9 Secretary of State 6 Under Secretary of State 15 Ministry Advisor 3 Director-General 1 Rector of University 1 Director of Fine Arts School

April 23, 2021	Servant Leadership Workshop	9 Secretary of State
Time: Three-Hour	Conducted by: Researcher	6 Under Secretary of State
PPT Presentation	and Director of Department of Personnel	15 Ministry Advisor
Group Interaction	Introduction to:	3 Director-General
	• Servant Leadership	1 Rector of University
		1 Director of Fine Arts School

Note. This table was developed by Min, C., 2022 for the purpose of this research.

Random Sampling Process

The Control Group consisted of thirty-five (*n*=35) civil servants from the (i) Department of Administration and (ii) Department of International Cultural Cooperation and ASEAN Affairs. In OD Intervention, thirty-five (*n*=35) civil servants were selected for the Experimental Group, including Office of the Cabinet of Minister, Secretaries of State, Under Secretaries of State, and Advisors who understand Public Administrative Policy, Civil Servant Common Statutes, and Administrative Reform Initiatives to provide reliable answers to research questions. The study participants in the training workshop were selected according to the following criteria: (i) full-time civil servants who had served the ministry for at least three years and hold academic degrees regardless of the subject of their studies, (ii) had experienced and understanding of Public Administrative Law, Civil Servant Common Statutes, and Administrative Reform Initiatives, (iii) management or leadership roles involving processes and intellectual contributions, and (iv) those who were and are in the Cabinet of the Minister.

Figure 9

Control Group vs. Experimental Group

Note. Adapted and modified from pre-test/post-test control group, by Field & Hole 2003, p.78.

In pre-ODI stage, the survey questionnaires and interviews are pre-tested. Information is collected from survey questionnaires and interviews with sample civil servants. Thirty-two (n=32) civil servants are selected for semi-structured interviews. Participants were asked with

open-ended questions and to answer in writing based on their perceived opinions. The study used the results from the experimental group to measure the effects of the OD intervention between pre-ODI and post-ODI, as shown in figure 9.

Quantitative and Qualitative Data Analysis Process

Findings are qualitative in nature, thus, more descriptive in nature. Multiple testing methods were used, such as asking the same question twice but in a different way, asking the question at one point and then asking the opposite question, and repeating what the participant said to verify the responses to test the consistency and reliability of the answers given during interviews. The qualitative data analysis was the outcome of the interviews. Survey questionnaires were the product of pre-and post-ODI survey questionnaires as the variables for comparing mean and mean differences. The initial phases involved a descriptive analysis of the control and experimental groups to answer the three research questions (i) What are civil servants' current situations of Self-Interest, Servant Attitude, and Servant Leadership? (ii) Are there any differences between Pre- and Post-OD Interventions on Self-Interest, Servant Attitude and Servant Leadership? And, (iii) Are there any impacts, by ODI, on Self-Interest, Servant Attitude, and Servant Leadership? Quantitative data were analyzed by paired sample *t*-test and multiple linear regression. Content analysis was used for qualitative data analysis obtained from interviews between pre- and post-ODI, as show in Figure 10.

Figure 10

Quantitative and Qualitative Data Analysis Process
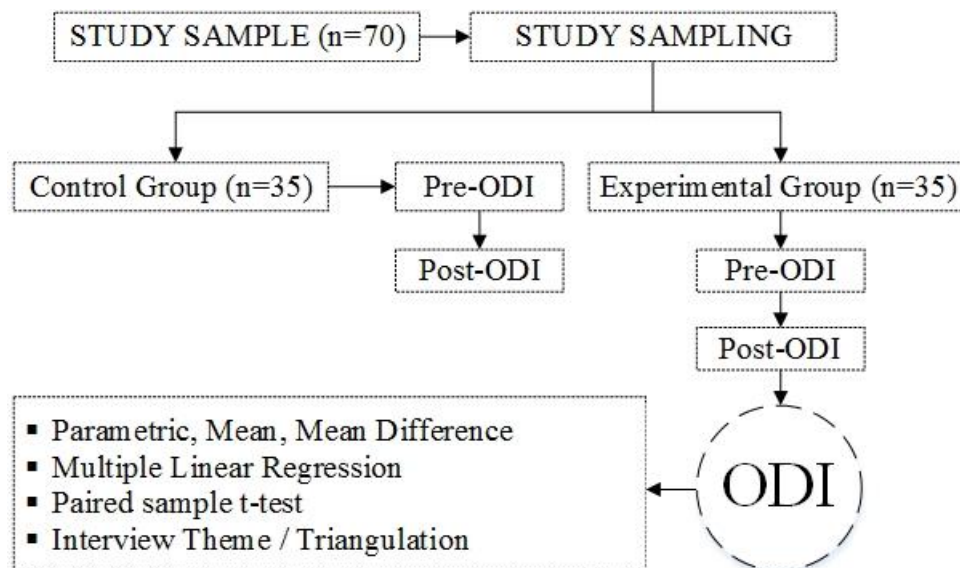
Note. This figure was developed by Min C., in 2022 for the purpose of this research.

Qualitative Data Analysis Results

The finding revealed that there were civil servant-related problems and public administration bureaucracy-related problems. "I" vs. "Them" Attitude accounted for 87.5 % and social status with 56.2 %, political influences, and nation-building efforts at 65.6%. The second most common theme, accounting for 31% related to job security, and factors influencing patron-client-relation accounted for 21%. There were suggestions and perceived

opinions about change priorities. Based on the findings, there were factors that attribute to resistance to change. Cultural change accounted for 59% of respondents interviewed. Majority of respondents stated that many civil servants resisted change because changing things contradict with their own interest(s), while the rest were stated their personal opinions that the best way to change the attitude and mindset of people is by coercion and enforcement and strict rules, since the gradual introduction of change through talking and convincing usually resulted in high resistance.

Pre-ODI Findings

Servant leadership intervention with 30 items measuring the perception of servant leadership 8 characteristics attributes. The resulting variable was calculated by averaging the response to all items. Each statement was positively worded and the highest score indicating a high perception of the construct measured.

Post-ODI Findings

The same set of pre- and post-ODI of questionnaires was used to measure the civil servant engagement level as the desired outcome of the intervention. The case study approach is a systematic approach to evaluate the subject in terms of culture, work, improvement efforts, and barriers to change initiatives. The study of the officials' verbal and nonverbal communications are emphasized because public service communication is an important element in organizational culture to raise awareness of reform initiatives among civil service organizations and develop organizational and individual solutions to change readiness adoption.

Quantitative Data Analysis Results

The study used multiple linear regression to test individual hypothesis (H2-H3) with varying adjusted R-squared values = 0.81 calculated in SPSS. The Adjusted R Square = 0.81, which signifies that 81% of the variance in the dependent variable (Servant Leadership) can be explained by Servant Attitude and Self-interest. The ANOVA indicated that there is a statistically significant with strong effect size between experimental groups and the control group in the variable of the eight constructs of servant leadership allowing to reject the null hypothesis. There was a significant difference $p < .05$ in the variable of the eight constructs of servant leadership. The F value is 74.7 which is greater than ANOVA F table value at 0.05, $F_{(2, 32)} = 3.31$. The perceptions of experimental group about servant leadership were overall positive, and there was significant between commitment to change efforts and job satisfaction. The ANOVA indicated that there is a statistically significant with strong effect size between experimental groups and the control group in the variable of the eight constructs of servant leadership allowing to reject the null hypothesis. There was a significant difference $p < .05$ in the variable of the eight constructs of servant leadership. Eighty-two percent (82%) of variance change can be explained by independent variables. Therefore, the null hypotheses were rejected.

Table 6

Durbin-Watson Test

Model Summary[b]					
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.908[a]	0.82	0.81	0.15	2.09

a. Predictors: (Constant), Post_SI, Post_SA
b. Dependent Variable: Post_SL

Table 7

ANOVA Analysis of Variance

ANOVA[a]						
	Model	Sum of Squares	df	Mean Square	F	Sig.
1	Regression	3.33	2	1.7	74.7	.000[b]
	Residual	0.71	32	0.02		
	Total	4.05	34			

a. Dependent Variable: Post_SL
b. Predictors: (Constant), Post_SI, Post_SA

Table 8

Coefficients[a]

	Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Correlations			Collinearity Statistics	
		B	Std. Error	Beta			Zero-order	Partial	Part	Tolerance	VIF
1	(Constant)	0.54	0.31		1.72	0.10					
	Post_SA	0.56	0.10	0.59	5.78	0.00	0.86	0.72	0.43	0.52	1.92
	Post_SI	0.32	0.09	0.39	3.78	0.00	0.80	0.56	0.28	0.52	1.92

a. Dependent Variable: Post_SL

Qualitative Data Analysis Results

The interview sample size was thirty-two. However, the number of answers and statements for each question exceeded the number of respondents due to the multiple answers, comments, and opinions given to the same question. There were repeated statements and recurring themes ranging from (375-425) because of the repeated responses and statements. The empirical data collected from the interviews were classified into three themes: (i) Reasons to be Civil Servant, (ii) Change Resistance Factors, and (iii) Change Readiness Adoption, under the following themes:

> *Civil servant culture; "I" vs. "Them" attitude; social status and prestige; contribution to nation-building efforts; political influence; professional development;*

job security; lifelong career; family protection; recognition/promotion/ achievement; autocratic-led; corrupted practice; patron-client relationship and nepotism; reasons to be in government; perceptions and definitions of public administration (bureaucracy); change-resistant factor; top-down hierarchy, dictating change; and cultural change.

The findings revealed a link between civil servant-related problems "I" vs. "Them" Attitude at 87.5% and social status accounted for 56.2% related to self-interest. Administration bureaucracy-related problems related to job security was at 31%, political influence at 65.6%. For a change readiness adoption, cultural change accounted for 59% of the responses of respondents interviewed, top-down hierarchy was at 10% and dictating change at 28%. The following are a few excerpts from personal interviews:

- *On leadership. "There is a need to change the civil servant ethics. Prime Mister Hun Sen said repeatedly that 'civil servants are the servants of the people, they are not the boss of the people', so the civil servant needs to change the mindset, attitude and behavior to become a service provider." Serving is not only duty as civil servant but a part of a nation-building efforts."*
- *On becoming civil servant. "Everyone knows that getting a job in government is not easy with limited career prospects. Being a civil servant can offer future financial benefits and a respectable social standing in society. Twenty to thirty years employment is a long-time investment that's why people want to be in government."*
- *On political culture. "Politicization of the civil service is linked to patron-client networks. Loyalty and trust are values and obligations to patrons for political gain. Everything is about power and influence over politics. Civil servants consider themselves political operatives representing a political party. I think every civil servant works for or belong to a political party."*
- *On patron-client relationship. In reciprocity society and political culture like Cambodia, patron-client relationship is synonymous with the social debts. People are indebted to one another in some ways, tying them to a system where they are expected to fulfill their obligations."*
- *On social values. There is a common shared value in Cambodia that "it's not what you know; it's who you know that counts'; boss is never at fault', and subordinate just follow orders. Trust between civil servants is a major issue associated with nepotism, patron-client relationships and political factions to protect their interests."*
- *On corruption. "Civil servants are experts at complicating the matters as to extract money from citizens that they are supposed to serve. Subsistence salary and underpaid, civil servants rationalized the corruption (bribe or unofficial fee) to render the service as a win-win for service-seeker and service-provider.*
- *On politics. "Political cynicism is institutionalized in Khmer society. Politicization-public administration-civil service is linked to patron-client networks and politics. Civil servants consider themselves political operatives.*

Every civil servant works or belongs to a political party abusing their official duties of serving the public."

- *On change adoption. "Change is always resisted so change must be dictated. In Khmer, the house is swept from the top to bottom not bottom up, so change rests with the political leadership. They have anti-change attitude and mentality. The historical experience proved that dictatorship is the best way to introduce change because civil servants do not understand the communication through convincing."*

Perceived Reasons to Be in Government

The findings showed that the personal preferences of civil servants stem from individualism, thinking about their individual needs and ambitions with little respect, whether it conflicts with the overall organizational well-being and policy objectives. The findings indicated similarities within social and historical characteristics such as nepotism, lack of team spirit, uncooperativeness, corruption, and organizational culture characterized by individualism. The quantitative part supported the findings. However, qualitative part contradicted civil servant's political aligned self-interest. According to the findings, many civil servants resisted change because change contradicts their interests; promotions are associated with patron-client-relation, job security, and political interference within the Cambodian Public Administration.

Figure 11

Perceived Reasons to Be in Government
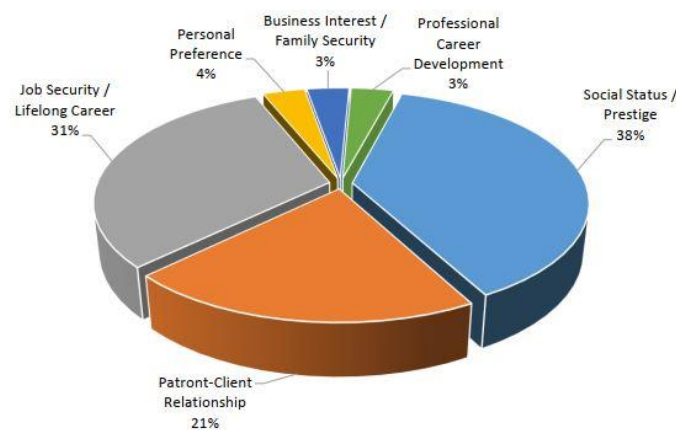
Summary, Conclusion and Recommendations

Discussion

General public perceives Civil servants negatively as unaccountable, unhelpful, rude, arrogant, technocrat-like, lazy, and corrupt-driven. In the traditional patron-client culture, the "I" vs. "Them" and "give-and-take self-serving attitude" and the client-patron relationship between an organization and civil servants may also shape the commitment toward that change. Cambodians perceive civil servants differently. Politics was found to have a significant impact and influence on the behavior of civil servants and the career of civil servants pursuing political

interests, and the patron's influence on whether or not they were in the national interest as service providers not the administrators of people. The fundamental question is why civil servants behave the way they do; this has not been seriously addressed and remained typically Cambodian because of ─organizational culture, political influence, and interference and the lack of reward and punishment.

Cultural Implications

Authoritarian and patrimonial social-hierarchical governing systems are coexisting in Cambodia. In Khmer, "Civil Servant-មន្ត្រីរាជការ" is a direct translation and connotation of "civil servant" uses in Khmer conveys a negative connotation of the subject of "servant" it intends to convey in nature of a servant to serve people. The idea that a leader should serve his followers contradicts the traditional leadership concept in Khmer because the civil servant is associated with the social hierarchy and authority challenges distinguished in characteristics that have made Cambodians perceive the Cambodian public servant or administration as an "administrator" rather than an effective administrative tool or civil servant to serve people.

Civil Servant Characteristics

It is important to understand how the problems originated in practices. There are Khmer proverbs and historical expressions that are both literally and figuratively relevant to a variety of cultural characteristics which they think contribute to the overall problem like organizational culture, "I" vs. "Them" attitudes and behaviors, engaging in day-to-day politics, organizational gossip, tendency to hide the know-how from others, and corrupted practices.

**Figure 12**

Civil Servant Characteristics
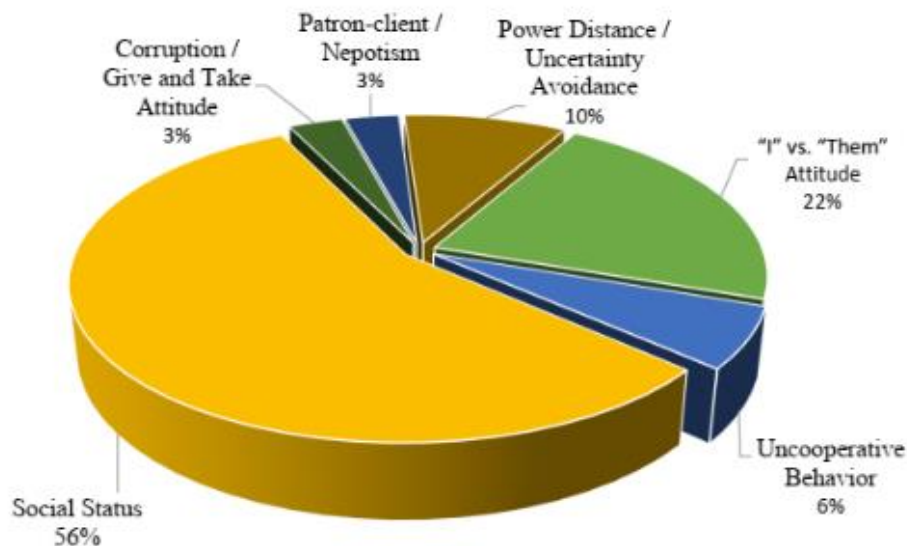
Change Readiness Adoption

Resistance to change is a multi-factor facing Cambodian Public Administration. One major change-resistance is a threat to the status quo and institutionalized privileges. Commitment to change efforts is considered one of the most important factors for the successful implementation of change initiatives. Prime Minister Hun Sen (2018), stated that to

become a serving culture in public administration is to serve the nation. The fundamental question to ask is whether or not the change of behaviors of servant servants is necessary. There is, however, a psychological threat to taking a neutral stance, which is neither supporting nor opposing change. Some favors the change, while others are opposed to it to preserve the status quo. Some believe that serving the bosses is a moral obligation and a personal commitment. Cultural change accounted for 60% of respondents interviewed. Most respondents stated that many civil servants resisted change because changes contradicted their interests (s). In contrast, the rest stated their personal opinions that change the attitude and mindset of people is by coercion and enforcement, with strict rules, since the gradual introduction of change through talking and convincing resulted in high resistance. Based on the findings suggested that radical change was necessary. Out of twenty-five, sixteen (64%) respondents stated that in order to successfully implement change it needs to be enforced top-down organizational hierarchy. Sixteen (55.17%) respondents suggested the implement change with benefits and rewards and punishment whereas twenty-two (75.86%) suggested that cultural change. 'Road Safety Campaign 2020' and the COVID-19 (3-Do's and Don'ts) preventive measures reflected on change resistant attitudes and behaviors that reinforcement is confused with punishment is encouraged positive change. Dictating to change and reinforcement theory provided a partial explanation of motivation and behavior change conforming to group behaviors.

Figure 13

Change Readiness Adoption
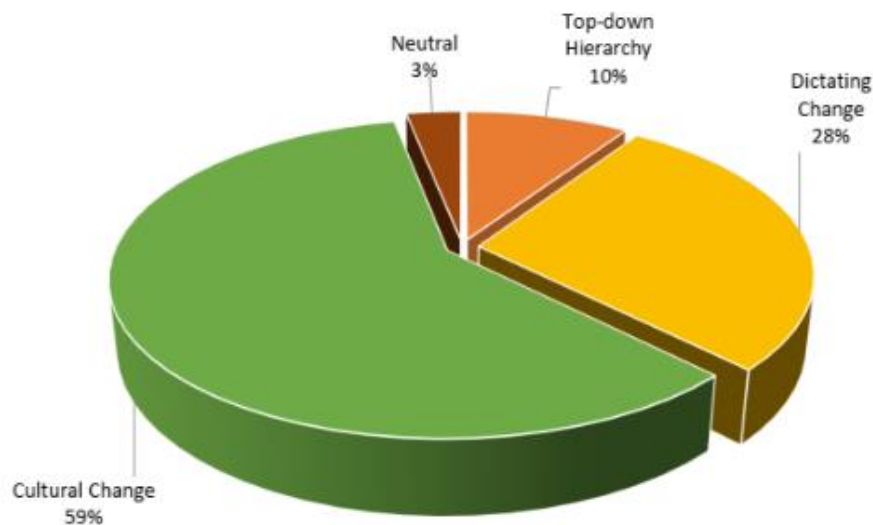
Managing Change Resistance

Managing change resistance is critical in the change process to reverse negative attitudes and behaviors into a positive mindset that supports civil servants' commitment toward change. Based on the findings, it may be assumed that the most effective way(s) of managing change is either to (a) Instituting a Sense of Readiness for Change, by including civil servants in the change processes with a positive influence that change is made for them and by them before dictating a change in the form of laws and orders. The rationale behind a sense of readiness for change is to make civil servants be change agents rather than just recipients of

change. (b) Cambodia is known to be top-down autocratic-led change enforcement that can be effective when change is dictated with reward and punishment. In readiness-to-adoption-to-institutionalization from *Service Administrator-to, Service Provider* calls for long-term perspectives and attention to be implemented successfully. Managing change resistance is critical in the change process to reverse negative attitudes and behaviors into positive mindset that supports civil servants' commitment toward change. Change of mindsets and attitudes are key to this. Without a transition to a service culture, it would be difficult to adopt and implement the New Public Management (NPM).

Recommendations for Change

Transitioning from a self-serving organization to a servant organization, the organization needs to promote servant leadership within public administration and must commit to the citizenry while improving effective institutional capacities by the following recommendations: (i) the change of attitudes and behavior of the civil servants, "I" vs. "Them" attitudes and behaviors, and (ii) "Cultural Change" from the administrator of the people to Service Provider as the necessary solution to the first problem. Developing civil servants' commitment to change can be achieved by including civil servants in the change process and carefully selecting change agents in two areas. *"I" vs. "Them" Attitude*–Working on changing the individuals' attitudes and behavior of the civil servants are preconditions. "I" vs. "Them" attitude has become institutionalized in public administration. This study has revealed the clear division between the "civil servants" and "citizens." There is a need for cultural change from Administrator of people to Service Provider. Individual readiness for change is working on changing the individual "I" vs. "Them" attitudes and behavior of the civil servants by promoting servant leadership practices in public administration, at school, and in communities.

Recommendations for Further Studies

The findings revealed that Cambodia's public administration is highly centralized and politically driven. There were two major issues with (i) civil servant-related problems and (ii) administration bureaucracy-related problems. There is a divide between "service providers" (civil servants) and "service receivers" (citizens). "I" vs. "Them" attitudes are the change resistant factors affecting the servant leadership. Future research should focus on the current results to accurately interpret the hypothesis and their implications. There are additional studies that can be implemented in the future:

- To include other civil servant units in the Ministries.
- To extend the ODI period. To test whether multiple ODI periods will have effects on the three hypotheses proposed in the present study.
- To test whether the impact of the "new normal" due to COVID 19 will affect civil servants' self-interest.
- Significant factors relating to job satisfaction and organizational commitment may be explored further by comparing servant leadership and traditional Cambodian leadership.
- To test whether the broader democratization and modernization processes in Cambodia will have impact on self-interest and servant attitude among civil servants. A longitudinal study, instead of a single point study needs to be applied.

Conclusions

The findings provided a critical review of current state of Cambodian civil servants, focusing on the change of attitudes and behaviors of the civil servants as service providers. Cambodian Public administration is highly centralized and political as the major source of behavioral influence on civil servants and in public administration organizational culture. Civil servants are both politically-aligned and state political bureaucrats. The findings indicated that the attitudes and behaviors influence the psychological state of the civil servants the way they are. "I" vs. "Them" become institutionalized and continue unheeded within the public administration. Cambodians, in general, perceive "public administration-bureaucracy" as (undemocratic bureaucracy-ការិយាល័យធិកេយ្យ. Change calls for a fundamental shift from a traditional bureaucratic norm to the New Public Management (NPM). The results of this study indicate that servant leadership behaviors influence the psychological state of engagement with civil servants, leading to an increase in job satisfaction. Significant factors relating to job satisfaction and organizational commitment may be explored further by comparing servant leadership and traditional Cambodian leadership. The findings also add value to the organizational culture, including leadership change from an administrator of people to serving people better.

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