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Leadership character values for realizing good governance in Bekasi City

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ABSTRACT: Good leadership values are reflected in the vision and mission of the reformed government. The multiplicity of phenomena of money politics in the system of leadership and public services are the background of this research problem. The research objectives are to formulate a model of Good Governance leadership in public service, and to find the factors which become the affordances and constraints in the implementation of Good Governance leadership in Bekasi City according to the perspective of General Education, by using the *kualitatif* method and phenomenological-hermeneutic analysis. Findings and conclusions of this research are generally that the quality of leadership in public service is relatively good. However, there are still some weaknesses in terms of less responsiveness. Some efforts made by the Office of Investment and One Stop Service of Bekasi City leadership in responding to the needs of the community to obtain a fast and transparent permit service shows the implementation of the values of transformational leadership character that is needed and must be developed in order to implement the principles of Good Governance in public service.

1 INTRODUCTION

Leadership becomes the gateway to achieving the goals of an organization. Good leadership is reflected in the personalities of its leaders as well as their impact on the working climate, in order to accomplish the organization's vision and mission. In relation to government organizations, good leadership will lead to the achievement of the country's objectives.

In the Reformation Era, one of the main objectives of the state administration includes addressing the problems of corruption occurring in public service activities through bureaucratic reform. Therefore, ethical standards of public service are required as a guide leader in carrying out tasks of leadership.

The success of a leader in managing the government and the private sector including through the organization of public services to the community, the best behaved well, dedicated and trial on community interests (Sinambela, 2006). Therefore, ethical standards of public service are required as a guide leader in carrying out tasks of leadership.

Keban, (2004) asserts that the basic values (core values) that became standards of public administration are: freedom, equality, justice, truth, kindness and beauty.

In this case, good leadership is needed in order to implement the principles of 'Good Governance' (UNDP, 1997). Such principles are reflected in the values of leadership character, in line with the vision and mission of the reformed government to create a clean government, free of corruption, collusion and nepotism.

Since the enactment of Law Number 32 Year 2004 (2004) regarding regional government, some changes have been made in terms of leadership style and system; they have become more democratic, and are no longer top-down and centralized like the ones during the New Order era. However, in practice it is still difficult to implement the principles of Good Governance. This is evidenced by numerous phenomena of corruption cases and money politics in the sectors of public services involving a number of government officials, both at the central and regional government levels.

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Moreover, the opinions of the public concerning public services in general suggest that the services are still convoluted and time-consuming. In addition, some public service costs are considered to be less transparent.

The main theory used as the foundation of analysis in this study consists of several theories that essentially support the efforts for implementing Good Governance in Indonesia, especially in the sector of public services. Such theories include leadership theory, concept of government ethics, Good Governance concept, organizational behavior theory, and the concept of value/character education.

One of the definitions of leadership, among others, is suggested by Danim (2012). He states that 'leadership is any action taken by an individual or group to coordinate or give direction to another individual or group incorporated in a particular container to achieve previously defined objectives'. Danim also cites other definitions of leadership as follows.

According to McFarland, 'leadership is a process in which leaders are seen as figures who give command, influence, or guidance, or a process which affects the work of others in choosing and achieving the established goals. Pfiffner suggests that leadership is the art of coordinating and giving direction to individuals or groups to achieve desired goals. Sutisna argues that leadership is the ability to take initiative in social situations to create new forms and procedures, to design and organize deeds, and in doing so it evokes cooperation towards the achievement of goals' (Danim, 2012, p. 6).

Based on the definitions of leadership above, it can be concluded that leadership is the ability of individuals (leaders) to influence others through guidance, direction, coordination and cooperation, in a job or relationship with other individuals (groups) to achieve certain goals. According to Sutisna, it can be concluded that leadership is the art of creating/designing actions that can motivate others to attain particular goals.

When it comes to the definition of leadership, numerous leadership theories come to light, among which are 'eight types of leadership theory'. The eight genres of leadership theory are presented as follows:

1. The genetic theory (great man theory); this assumes that a leader is born, not formed. A leader is a 'big man', born because he/she is needed as a hero, and is prepared to rise to leadership.
2. The trait theory; this is similar to the genetic theory and suggests that leaders possess the traits/characteristics required for leadership.
3. Contingency theory; this emphasizes the relationship between environment and leadership style appropriate for a particular situation.
4. Situational theory; this points out the need for the action of leaders in accordance with certain situations.
5. Behavioral theory; this is contrary to the assumption in the genetic theory. This theory postulates that a leader is the result of formation or process of learning/observation, not merely because of being born.
6. Participative theory; this states that an ideal leadership style is concerned with the involvement/contribution of others, and the encouragement of members to participate in decision-making.
7. Transactional theory (management theory); this focuses on the role of supervision, organization and group performance, and the need for rewards and punishment systems.
8. Transformational theory/relational theory; this focuses on good cooperation between leaders and followers in the completion of basic tasks and functions, based on ethics and high moral standards (Danim, 2012, p. 8–9).

Each theory of leadership in its implementation shows different leadership styles. In general, the leadership theories considered ideal are the Transactional and Transformational theories (Bernard & Avolio, 2003).

In connection with the background of the problems mentioned above, in order to achieve the goal of reformed government free of corruption, collusion and nepotism, it is necessary to implement

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the values of both types of leadership in accordance with the situation, and condition in the field based on government ethics (Ndraha, 2003) and the principles of Good Governance (UNDP, 1997).

Good leadership in public services is needed to achieve the goals of reformed government through the implementation of values of leadership character, based on government ethical standards and the principles of Good Governance. According to The Liang Gie (1994), the ethical principles of government administration comprise of six basic principles: Responsibility, Dedication, Loyalty, Sensitivity, Equality, and Equity.

According to the UNDP concept, the principles of Good Governance consist of five aspects: *Legitimacy, Direction, Performance, Accountability, and Fairness*. The five principles have their own indicators. Legitimacy is based on the principle of participation and orientation to mutual agreement. Leadership requires a good Direction, from a strategic and visionary leader. The Performance aspect emphasizes the principle of responsiveness and the principle of Effectiveness and Efficiency. The responsive attitude of the institution and its processes manage to serve all stakeholders. The principle of Effectiveness and Efficiency emphasizes the processes and outcomes of institutions that meet the priority needs and use the best resources. The Accountability aspect involves decision makers in government, private sectors, and civil society organizations that are publicly accountable, as well as external or internal stakeholders, based on the transparency principle in accordance with the freedom to obtain accurate information. The Fairness aspect emphasizes the principle of equality in human rights for all people, men and women (UNDP, 1997). The UNDP Principles of Good Governance are translated by The National Development Planning Agency of Indonesia (2007) into 14 principles with their respective indicators, as shown in the Table below.

Table 1. Principles of Good Governance (UNDP, 1997) are translated by The National Development Planning Agency of Indonesia (2007).

No	Principles of <i>Good Governance</i>	Minimum indicator
1	Foresight	– Forward planning with vision and strategy – Clarity of objectives in any policy and program – Support from the Individual to actualize the vision
2	Openness and transparency	– Availability of adequate information on each process of formulation and implementation of public policy – Access to information that is ready, easy to reach, free to obtain, and on time
3	Society participation	– Understanding of the state administrators regarding participatory process/method – Decision-making based on mutual consensus
4	Accountability	– Congruence between implementation and its standard procedures – Sanction imposed on mistake/negligence in the execution of activities – Measurable outputs and outcomes
5	The supremacy of law	– The presence of firm and consistent legislation – Fair and non-discriminatory law enforcement – Lawsuit against any offender – Awareness and obedience to the law
6	Democracy	– The existence of people's basic rights such as the right to gather, associate and express opinions – Equality before the law – Equal opportunity to participate in decision-making of public policy – Equal opportunity to gain public information – Equal opportunity to try and achieve something – Equal opportunity to be innovative, creative, and productive

(Continued)

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Table 1. (Continued)

No	Principles of Good Governance	Minimum indicator
7	Professionalism	– High performing – Principle abiding – Creative and innovative – Qualified in their field
8	Responsiveness	– The availability of complaints services, in the form of crisis centers, Community Service Units (UPM), suggestion boxes, and readers' letters that are easily accessible to the public – Standards and procedures in following up on reports and complaints
9	Effectiveness and Efficiency	– Quality and right-on-target public administration with optimal use of resources – Monitoring and evaluation for improvement – Reduction of overlapping organizational functions/work units
10	Decentralization	– Clarity of divisions of tasks and authorities between levels of government and inter-level positions in the region in accordance with the government Regulation on Division of Affairs, the revised version No. 25 of 2000 – Clarity of support provision for community services
11	Partnership with private businesses and society	– The understanding of the government apparatus about partnership patterns – The existence of a conducive environment for people with disabilities – Open opportunities for the community/business community to play a role in the provision of public services – The empowerment of local economic institutions, and micro, small and medium enterprises
12	Commitment to gap reduction	– The policies which are oriented to meet the needs of society in a balanced manner (cross subsidies, affirmative action) – The availability of special services/facilities for poor people – Equality and gender equity – Empowerment of disadvantaged areas
13	Commitment to the environment	– Regulations and policies to protect and conserve natural resources and the environment – Reduced levels of pollution and environmental damage
14	Commitment to a fair market	– Development of society's economy – Guarantee of a healthy competition climate

To implement the principles of Good Governance, in the perspective of the theory of organizational behavior, a social learning process is required to bring changes to the behavior of individuals in groups (social) or organizations. The definition of learning according to Robbins is 'any relatively permanent change of behavior that occurs as a result of experience'. Any behavioral change is the result of learning, and learning is a behavioral change (Robbins, 1996). According to Robbins, there are patterns of individual behavior in a particular organization, namely: classical conditioning, operant conditioning (effective operant), and social learning (Robbins, 1996). The conditioning theory can be applied in efforts to change the system of public service leadership in a better direction through bureaucratic reform.

The problems that arise in the field related to the implementation of the principles of Good Governance in public services are analyzed integrally and holistically, based on the concept

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of leadership and the theory of *General Education Model* by Hanstedt (2012), and *primarily the six basic meanings* according to Phenix (1964, p. 6–8), that apply in human life, namely:

1. The Empiric Meaning; the ability to understand things through the process of investigation and empirical analysis.
2. The Symbolic Meaning; the ability to communicate/use language and numeracy.
3. The Aesthetic Meaning; the ability to capture the beauty of visual arts and natural phenomena.
4. The Synnoetic Meaning; the ability to decide if an action is appropriate based on consideration of emotion (psychological) and thought/ratio.
5. The Ethic Meaning; the ability to distinguish moral behavior (good and bad).
6. The Synoptic Meaning; the ability to give meaning to history, religion and philosophy.

The concept becomes the basis for formulating a good leadership model in accordance with the vision and mission of reformed government, as well as the principles of Good Governance in public service. In this case, the necessity of the implementation of the values of transactional and transformational leadership character, in accordance with the situation and conditions in the field, which enables the individual to cultivate self-potential, is derived from those six types of values/basic meanings.

2 RESEARCH METHOD

Using the qualitative method and phenomenological-hermeneutic analysis, Kuswara's study (2009) holistically aims to find the phenomenon behind the factors that become the affordances and constraints in the implementation of good leadership values in public services, based on the perspective of General Education/Values and Character/General and Character Education.

The data was obtained through direct observation process and in-depth/intensive interviews with six officials at the Office of Investment and One Stop Service of Bekasi City and 25 community members, as the public service users. Through rigorous scientific reduction of phenomenologist-hermeneutics (interpretation), this research is conducted to uncover the essence of various meanings related to the affordances and constraints of Good Governance implementation in public services in Bekasi City. Data analysis is done according to Character Education perspective.

3 FINDINGS & DISCUSSIONS

The result of this qualitative research and analysis of phenomenology-hermeneutics on the phenomenon of the implementation of Good Governance principles from the aspect of leadership in the public service sectors in Bekasi City can be seen implicitly from the interview result with six government officials at the Office of Investment and One Stop Service, Bekasi City, including the Head of Planning Subdivision and the Head of General and Personnel Subdivision, as shown below (Table 2).

Based on the data recapitulation in Table 1.b above regarding the implementation of Good Governance leadership values in the Office of Kota Bekasi, it is generally considered good. As for the participation of the community, it is of fair quality.

The quality of public services at the Office of Investment and One Stop Service of Bekasi City can be seen from the data of Satisfaction Indicators in Table 3 below.

Based on Table 2 above, it can generally be concluded that the quality of service is relatively good. However, there are still some weaknesses in terms of certainty of time, clarity of procedures and details of service/ licensing fees, and completeness of facilities. Based on the results of intensive interviews during the study, there are factors that arise from the problems of individual characters of the leaders of state apparatus, as well as the culture of the community as public service users.

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Table 2. Implementation of Good Governance principles from the aspect of leadership in Bekasi City.

No	<i>Good Governance</i> values	The rating on the implementation of <i>Good Governance</i> values			
		Poor	Fair	Good	Excellent
1	Foresight	0	1	5	0
2	Openness and transparency	0	2	4	0
3	Society participation	0	4	2	0
4	Accountability	1	1	4	0
5	The supremacy of the law	0	2	4	0
6	Democracy	0	2	4	0
7	Professionalism	0	2	4	0
8	Responsiveness	0	2	4	0
9	Efficiency and effectiveness	0	2	4	0
10	Decentralization	0	0	6	0
11	Partnership with private business world and society	0	1	5	0
12	Commitment to gap reduction	0	2	4	0
13	Commitment to the environment	1	0	5	0
14	Commitment to a fair market	0	2	4	0

Source: Research data after being processed, 2017.

Therefore, the Office of Investment and One Stop Service of Bekasi City continuously strives to improve the quality and capacity of leadership and staff/technical performance by providing technical guidance in accordance with the needs, and makes a breakthrough (innovation) to respond to the needs of public service users in order to get faster and more transparent services through simplification (public service through an online system). This is intended to minimize the possibility of a case of 'illegal charges', which has put public services in a bad light (Jeremy, 2003) due to their slow process. As a consequence, public services are taken advantage of by panders. According to the results of interview with some officials of the Office of Investment and One Stop Service and some public service users concerning the lack of maximum implementation of the principles of Good Governance in public services, in addition to factors caused by facilities and infrastructure, there are also character factors (Character Matters) (Lickona, 2012) of individual employees or character of leadership.

It can be anticipated if there is good coordination and cooperation, and increase the awareness and responsiveness of leadership toward the needs of the public users of public services who want to get the services as soon as possible. Responsiveness can be developed by cultivating a sense of empathy, which is a social and moral value that is very important for the state apparatus in serving the interests of society.

Transparent leadership character in serving the public interest can be enhanced by referring to the standard operating procedure and the mental guidance of the state apparatus continuously and incidentally.

Some efforts made by the Office of Investment and One Stop Service of Bekasi City leadership in responding to the needs of the community to obtain a fast and transparent permit service shows the implementation of the values of transformational leadership character that is needed and must be developed in order to implement the principles of Good Governance in public service. On the other hand, discipline enforcement for employees who violate the ethics of public service is the implementation of transactional leadership (Danim, 2012) in carrying out the duties and responsibilities of leadership in order to achieve the objectives of the organization (Kumorotomo, 1999). In addition, a remuneration system is required as a strategy to improve productivity and employee performance. Thus, both leadership characters (transactional and transformational) are needed in the leadership of public services for the implementation of Good Governance in accordance with the objectives of the reformed government.

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Table 3. Quality of public service implementation at the Office of Investment and One Stop Service, Bekasi City Based on public service principles (Minister for the Utilization of the State Apparatus Decree Number 63/2004) N = 25.

No	Principles of public service	Public assessment on the quality of the implementation of public service principles			
		Poor (%)	Fair (%)	Good (%)	Excellent (%)
1	Simplicity (not complicated: one door/one roof service, or still separated between different work units)	4/25 = (16%)	8/25 = (32%)	12/25 = (48%)	1/25 = (4%)
2	Clarity in terms of: A) technical and administrative requirements/public service procedures; B) officials responsible for public service and problem solving C) details of public service fees and payment procedures	1/25 = (4%)	8/25 = (32%)	14/25 = (56%)	2/25 = (8%)
		3/25 = (12%)	7/25 = (28%)	13/25 = (52%)	2/25 = (8%)
		3/25 = (12%)	6/25 = (24%)	16/25 = (64%)	0/25 = (0%)
3	Certainty of time (time required in accordance with the Standard Operational Procedures (SOP) of public service)	2/25 = (8%)	11/25 = (44%)	10/25 = (40%)	2/25 = (8%)
4	Accuracy: public service products are received correctly, accurately and legitimately	0/25 = (0%)	10/25 = (40%)	14/25 = (56%)	1/25 = (4%)
5	Security (processes and products of public services provide a sense of security and legal certainty)	2/25 = (8%)	7/25 = (28%)	15/25 = (60%)	1/25 = (4%)
6	Responsibility (service that can be accountable in accordance with the rules and legislation)	2/25 = (8%)	6/25 = (24%)	14/25 = (56%)	3/25 = (12%)
7	Completeness of facilities and infrastructure (adequate facilities in the activities of public service delivery)	5/25 = (20%)	8/25 = (32%)	10/25 = (40%)	2/25 = (8%)
8	Ease of access (ease of place/location and use of facilities in public service procedures)	8/25 = (32%)	3/25 = (12%)	12/25 = (48%)	2/25 = (8%)
9	Discipline, courtesy (disciplined attitude and polite public service apparatus)	3/25 = (12%)	2/25 = (4%)	17/25 = (68%)	3/25 = (12%)
10	Comfort (convenience of situation and condition of indoor/public service process environment)	1/25 = (4%)	5/25 = (20%)	16/25 = (64%)	3/25 = (12%)

Source: Research data after being processed, 2017.

4 CONCLUSION

Based on the background of the problems and discussion above, in order to improve the quality of public service at the Office of Investment and One Stop Service, Bekasi City, the development of values of leadership character, especially the value of community participation, responsiveness, and visionary is needed to improve the quality of public services to meet the needs of public service users.

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Referring to Phenix's (2012) suggestion about the six basic values, good leaders must maximize their own potential that comes from the six basic values/meanings in human life.

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