

CHALLENGES AND DEVELOPMENT OF PUBLIC ADMINISTRATION IN LEADERSHIP APPARATUS

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ABSTRACT

The challenge of leadership today is how to be an effective leader. The era in which leaders are expected to emerge with a new paradigm in public administration and management, has the ability to manage information, productive, and science and technology. The problem that confronts almost every leader in the future is how to develop their organization's social architecture, so that it is truly capable of creating intellectual capital. In most organizations, including government organizations, there is no way to measure what is called intellectual capital. The leader's ship of the new paradigm of government apparatus are transformational, transactional, resonant, serving the public, and have a vision. Each leadership model requires a change in mental attitude rather than just structural change. Leaders must set aside their egos and embrace deeply the belief that people will do their best in an atmosphere of freedom and trust. Most important is a leader with self-esteem that values success and prosperity.

Keywords: Public Administration, Leaderships, Apparatus.

INTRODUCTION

Leadership is not something new but it remains relevant and important to be studied by theorists, practitioners, politicians and even by society at large. The number of attention to leadership, given the strategic role in the organization of good state / government, business and community organizations. In the context of the state administration system, the role of leadership of the state apparatus becomes very important, because it is believed to be the determining factor of the course of a nation (Apriani, 2015).

In addition to these strategic roles, there are other considerations of the transformation process in various aspects of multidimensional life taking place in the system and through the process of public administration (Basuki, 2007). Therefore, it is reasonable and it is the intellectual and moral responsibility of all administrative theorists and practitioners of any organization to provide answers to the various problems and development challenges facing our nation and country. Then the reform of public administration that has been done only directed to the problem of human resources apparatus, institutions and systems and management was not able to contribute significantly. Service model that only emphasize on system and technical aspect of service with target on service officer, also have not given satisfactory result. If traced the cause, one of them due to lack of attention to the reform of the leadership aspects of the state apparatus (Hamid, 2010). So called, according to the rules

of the leaders are super-men who have advantages of others, strong, persistent, eager and know everything.

Leaders are also human beings who are small, but its role in the organization is a determinant of success of organizational goals to be achieved. In the history of human civilization, the motion of life and the dynamics of the organization depends somewhat on a small group of organizational organizers. It can even be said that human progress comes from a small number of special people who come forward to bring the group or nation towards a goal to be achieved. These people are pioneers, thinkers, creators and organizational experts. This group of privileged people is called the leader.

Furthermore, from the perspective of public administration, that the challenges of the 21st Century demand a new paradigm of management, leaders of change and the ability to manage information and employee productivity based on science. This demand as a logical consequence of the public demand for the government that tends to be higher both in quantity and quality.

This tendency should be followed by a service of the state apparatus that the more qualified. The old paradigm that puts the people who serve the state apparatus must be fundamentally and thoroughly changed. Leaders in the state apparatus who are essentially lead actors and role models must make changes especially in the mindset. (Mustopadidjaja, 2003).

According to Ginandjar Kartasamita in (Ismanto, 2012), the great challenge facing public administration in almost all countries is the prevalence of bureaucratic pathology, self-serving, maintaining the status quo and resistant to change, tend to be centralized, and with great authority often utilizing the authority for its own sake. As an interdisciplinary science, the challenges of public administration touch almost all aspects of organizational life that are economic, social, cultural, political and ethical and moral. Given the wide area of problems encountered, on this occasion only a few are revealed which are primarily relevant to the focus of discussion.

Related to this, based on the results of the review (Peters, 2001), found that organizational reform and improvement have a significant correlation with the leadership and competence of leaders of government organizations and businesses. The challenge of public administration as the impact of globalization is the occurrence of cultural clashes and the decline of local values that lead to the leadership of public administration is required to be able to continually adjust to changes that occur. Based on the results of the analysis, the consequences of the changes that occur, should be followed by a paradigm shift in the implementation of state governance, including changes in the mindset to play a conducive role (Larasati, 2015), today the workload and government activities have been so great, what is needed is not a minimum government, but a limited governmental framework with a positive responsibility agenda.

CHALLENGES OF PUBLIC ADMINISTRATION

The public administration challenge that also needs attention is related to the nation's competitiveness. The competitiveness indicator can be seen from education, health and welfare. Based on the Central Bureau of Statistics (BPS), the number of poor people (population with per capita expenditure per month below the Poverty Line) in Indonesia as of September 2016 reached 27.76 million people (10.70 percent)

In the education sector, UNICEF Data of 2016 as many as 2.5 million children of Indonesia can not enjoy further education that is as many as 600 thousand elementary school children (SD) and 1.9 million children of Junior High School (SMP). Educational indicators become important in the context of leadership discussions, because education is basically the main instrument in the framework of leadership cadre of a nation. In some developed countries such as Singapore, for example, leaders who now hold the reins of government are the result of regeneration in the 1960s and 1970s. Furthermore, judging by the limited employment opportunities, causing the unemployment rate to increase.

It seems the government needs a more serious effort in dealing with unemployment issues. Failure in handling will result in increasing unemployment and negative social impacts of society. Another problem encountered in the workforce is relatively small wages and low productivity.

The impact of the low level of education and employment is a serious challenge in terms of public administration. Various government efforts through public policy have been enacted, but in its implementation has not been touched substantially. Even the BLT program (Direct Cash Transfer) is in fact a "Live Direct Assistance (done)". On the other hand, small and medium enterprises that reach 99.9 percent have not been able to move the populist economy, the causes include difficulty obtaining loans from banks and business management capabilities.

The development of public administration also affects regional governments (provinces, districts and municipalities) in the form of opportunities to establish direct economic relations with the global economy. As an illustration, since the enactment of regional autonomy, the administrative territory of the Republic of Indonesia has increased to 33 new provinces. As a result of the expansion of this region, the number of administrative areas at lower levels also increased, each becoming 349 districts, 91 municipalities, 5,641 sub-districts and 71,555 villages.

However, additional administrative areas have not been able to reduce socio-economic problems and 6 improvement of the quality of services to the community. The aforementioned reviews illustrate that the challenges of public administration are complex, and certainly require a breakthrough if we want to get out of the multidimensional crisis immediately. Viewed from the perspective of public administration, the essence of the existence of a nation state is for the improvement of the welfare of all its citizens.

DIRECTION OF PUBLIC ADMINISTRATION

In the new paradigm of Public Administration Sciences is required to develop his theory so that Public Administration Sciences can maintain the scientific validity and policy relevance. More specifically, the configuration changes should trigger the development of theories in Public Administration Science. But because the phenomenon of globalization and the 21st century is a multifaceted phenomenon, the variant of public administration theory that develops to respond to challenges is also diverse.

One manifestation of these developments is the development of theories about a forward-focused organization (Harper, 2001). The underlying assumptions are the often rapidly evolving principal changes requiring visionary leadership, capable of viewing change as an opportunity and not a threat, being able to see the need for change as its position within the

temporal dimension is still in the present moment, creating a climate in which his subordinates will be able to accept change as something natural. In other words, this theory argues that it takes a leadership figure that can bring the organization to change, which is able to create a future for the organization he leads. Although these theories about the future focused organization are not yet fully developed, it is the organization's demand in facing the process of globalization.

Thus, the process of globalization should not be narrowly defined only in terms of the economy, but also includes the spread of political values that are considered universally applicable, such as respect for human rights, democratization, good values of government, etc. This changes the power relations between the state and civil society towards a more symmetrical relationship between the state and civil society. Born new theories (rebalance) between the existing power structures in society by making the actions and policies of the bureaucracy more accountable, participatory and transparent, by increasing the power of civil society in managing their interests and by making the market / private (corporate business) have more social responsibility. In theory, the function of the bureaucracy must be able to bridge between civil society that represents special interests in society, with the state which is a representation of the public interest. The task of the bureaucracy is to create an enabling social setting for civil society so that they can do self-empowering. Conventional public administration theories may not yet accommodate this configurative development. Another thing to note, that the process of globalization demands changes in mindset and kemampuan by Moran and Moran (1993), referred to as global competencies. According to Tjokroamidjojo (2011), the inability of bureaucrats and the pillars of good governance to understand the new configuration will create a capacity gap that can lead to each pillar being dysfunctional.

NEW PARADIGM OF LEADERSHIP

Based on the flow of thought, the background of the challenges and the direction of development of public administration appears to be the trace between phenomena, one of the core problems is the "new paradigm of leadership" that public administration experts agree that leadership is the core of administration and management. as a core that has a central role, shows that leadership is positioned at the organizational level in a highly strategic position. Leaders are trusted, able to guide the organization's journey towards a predetermined goal.

The role of leaders in motivating, empowering, encouraging, inspiring becomes very important. The role of leadership in the face of the 21st Century challenge, is not only at the top of the organization but also under the joint of all the organizational resources moving forward. In line with this, (Morgan et.al, 2005) a President of the Leadership Research Institute and Senior Consultant of the International Development Dimensions argues, a leader must have high involvement. Roles that help leadership with high involvement are designed for an organization, built for speed, flexibility, quality, and service, which are vital to global competition.

According to Bennis (1998), the challenge of the public leader is his ability to develop the social architecture of their organization, thus having the ability to create intellectual capital. What leaders need to learn to do is encourage very intelligent people and most have ego and high motivation to work successfully together, and take advantage of their own creativity.

We need to start a leadership campaign in order to empower people in order to make a difference. In the present day, public administration is also faced with an urgent need for clear strategies, because if we do not have a clear vision of how we present ourselves uniquely and differently from each other, we will be swallowed alive by increasingly fierce competition.

This warning is true and the reality shows that quite a lot of business organizations and even governments are experiencing significant setbacks and experiencing a multi-dimensional crisis that is prolonged. Nevertheless, leadership is not only required in crisis conditions experienced by an organization, but under any circumstances. This proves, the existence of a leader in every organization is very important. More importantly in an era of uncertainty and turmoil, it requires a leader who not only has managerial capabilities but also a leader who can lead others to lead himself.

Leadership must be broad and deep, spread to every function and department at all levels. In the 21st century, superleaders are also needed to help their followers become leaders for themselves, and not those who rule, are charismatic and single reinforcement. Ronald R. Fogleman in (Shelton, 2002) believes that because leaders work with the same basic resources, good and bad leaders are distinguished by their courage and determination, their framework for making decisions, loyalty and commitment to their followers (people), who have resonance character and leadership.

In the arena of leadership, character has value. The noble mission of a leader should not be an excuse to justify any means. Therefore, according to Bennis (1998), leaders must have integrity. There are three things of integrity that is; self-knowledge, sincerity, and maturity. The leadership that has resonance according to Goleman et.al. (2006) is an emotionally intelligent leadership that is able to strengthen and lengthen the echo of the tone and the emotional impact of his leadership enters all the members of the organization. The new paradigm of leadership thus demands a transformation that touches the various dimensions of leadership. In this regard, Warren Bennis (Shelton, 2002), states that leaders may only survive in this present era, if they evolve over time. The 21st century, demanding a new leadership paradigm, which follows the peak of change, is not oscillated in change. Manz and Sims (Shafi'i, 2012), add that superleadership is not the type of "commanding, charismatic and single reinforcement", they are leaders who help their followers become leaders for themselves.

Senge, in his book "Fifth Discipline" (1990), suggests leadership in learner organizations centered on more important and sharp tasks. In learning organizations, leaders are designers, ministers and teachers. They are responsible for building organizations, where people continually improve their ability to know complexity, gain clear vision, improve common mental models, and mean they are responsible for learning. This new view is vital and important for building a new paradigm of leadership.

When carefully examined, in terms of leadership theory what experts say, that leadership theories try to explain two things namely, the factors involved in the emergence of leadership and the nature of leadership. Research on these two issues is more satisfying than the theory itself. However, leadership theorists are quite interesting, because theories help a great deal in defining and determining research problems. Some theorists develop a view of the emergence of great leaders is the result of time, place and situation for a moment. Two hypotheses are developed about leadership, namely (1) the quality of leaders and leadership dependent on the

group situation, and (2) the quality of the individual in dealing with the momentary situation is the result of a successful past leadership in overcoming the same situation (Hocking and Boggardus, 1994). House in 1970 developed a Motivational Leadership Theory. The function of motivation according to this theory is to increase the association between certain ways of positive value in achieving the goals with the expected behavior and increase the subordinate appreciation of the work that leads to the goal. In the same year Fiedler developed the Theory of Effective Leadership.

It is argued that the effectiveness of the leader's behavior patterns depends on the outcomes determined by the particular situation. Work-oriented leaders tend to be more effective in many situations. The more socially compatible the leader's conformity, the higher the level of leadership effectiveness. The next leadership theory is the Humanistic Theory with the pioneers Argyris, Blake and Mouton, Rensis Likert, and Douglas McGregor. This theory generally argues, human nature is "motivated organism". The organization has certain structure and control system. Leadership serves to modify the organization so that individuals are free to realize their motivational potential in meeting their needs and at the same time in line with the direction of group goals.

Blanchard, et.al. (2001), even asserting, leadership is not something you do to others, but something you do with others. Another leadership theory, which needs to be addressed is Leadership Behavior Theory. This theory emphasizes what a leader does.

Argued, there are behaviors that distinguish leaders from non-leaders. If a study succeeds in finding a typical behavior that demonstrates a leader's success, then the implication is that one can essentially be educated and trained to be an effective leader. This theory at once answers the opinion, the leader is not only born to be a leader but can also appear as a result of a learning process.

In addition to the theories of leadership that have been put forward, in recent developments the attention of experts and practitioners, namely, patterns of transformational leadership, transactional leadership, and primal leadership. The pattern of transformational leadership and transactional, is based on the results of a study of a political scientist named Burns (1978), in his book entitled "Leadership". Furthermore, Bass (1993), examines and examines the two patterns of leadership and then officially announces the theory, complete with its models and measurements.

The primal leadership was developed by Goleman, Boyatzis and McKee (2002) in his work "Primal Leadership: Realizing the Power of Emotional Intelligence", the basic idea of David McClelland. Then there is the earliest concept of transformational leadership has been formulated by Burns (1978) from descriptive research on leaders of political leaders. Burns, explains that transformational leadership as a process of "leaders and followers mutually elevates themselves to higher levels of morality and motivation," such as freedom, justice, and humanity, rather than on emotions such as greed, social jealousy or hatred (Burns, 1978).

Conceptually, transformational leadership is defined (Bass, 1993), as the ability of leaders to change the work environment, work motivation, and work patterns, and the perceived work values of subordinates so that they are better able to optimize performance to achieve organizational goals. This means that a transformational process takes place in a leadership relationship when the leader builds

In addition there is transactional leadership. According to Bass (1985), a number of steps in the transactional process namely; introduces what the subordinate wants from his job and tries to figure out what his subordinates will gain if their work is in line with the transaction. The leader promises rewards for the effort achieved, and the leader responds to the personal interests of his subordinates when he is satisfied with his performance. Basically, the primal or principal leadership is a resonant leadership. According to Goleman et al. (2006), resonance is the amplification or elongation of sound through reflection or through a harmonized vibration. A harmonious human vibration analogy occurs when two people are emotionally at the same wavelength. One sign of a resonant leader is the presence of a group of followers who vibrate with the spirit energy and leader's enthusiasm. The hallmark of primal leadership is a resonant leadership that serves to strengthen and lengthen the tone of the emotional impact of leadership. The higher the resonance level, the less static motion noise in their interactions.

Resonance can basically reduce noise in a system. A business mantra states, "a team means more signal, less noise". The glue that attaches people to a team and that binds people to an organization is the emotion they feel. How well leaders manage and direct those feelings, to help the group achieve its goals will depend largely on the level of emotional intelligence. For an emotionally intelligent leader, resonance occurs naturally. Their passion and enthusiastic energy will echo or resonate throughout the group.

However, if necessary, such leaders can sometimes project a serious mood with the emotional atmosphere felt by the people they lead. Under the guidance of an emotionally intelligent leader, members of the organization will experience a level of mutual comfort. They share ideas, and learn from each other, make decisions together and complete tasks together. They form emotional bonds that help them stay focused, even in the midst of major changes and uncertainties.

Emotional attachment also makes the work feel more meaningful. On the other hand, if the leader does not resonate, it may be that people / employees are just doing a "good enough job" but not giving the "best". Without an adequate heart a leader is able to "manage" but not lead. Thus resonance is not only rooted in a good mood or a leader's ability to say things correctly, but also to a set of coordinated activities covered in a particular style of leadership. Typically the best and most effective leader and act on one of the six leadership approaches and skillfully change the style. These six styles, namely visionary, mentor, affiliative, democratic, pacesetter, and commanding style.

Then in Leadership-Based Marketplace Services, Heskett, Groon-ros, Normann and other service management experts, who developed a quality service model in (Peters, 2006), found leadership to be a dominant factor in service management. From the concepts developed, the involvement of leaders is very high and determines the success of the service the organization does. Even in the model of service it develops, it emphatically places leadership as a key factor in the quality of service management. the leadership factor of the government apparatus becomes the variable that needs to be taken into account in the service (Mulyono, 2014). Then the results of Marsuq (2017), showed that leaders can directly supervise the spaciousness to control administrative services this is a form of accountability.

At the local level, it shows that the areas are superior and growing rapidly, because the area is led by leaders who have excellent service intelligence. Some areas that can be mentioned, among others, Gorontalo Province, Sragen regency, Solok regency, Karangayar regency,

Tarakan municipality, and Jembrana district, and other areas with typical service type of each region. The progress that each region achieves when examined is more due to the leadership role of the ministry.

Leadership in a democratic political system, its essence is leadership that has participative skills, multi-cultural and social intelligence and even spiritual intelligence. Participatory ability is interpreted, as a leadership attitude that always hear the complaints and needs of the community and not just want to hear it. Multicultural intelligence as a basic concept of governance leadership, with the basic assumption that successful leadership is leadership that recognizes, understands, deepens and appreciates the cultural values that grow and develop in society.

Furthermore, the concept of social intelligence as a service leadership concept refers to a leader's ability to the aspirations of the society served. As for spiritual intelligence as the basis and foundation of the leadership of service, that is believed spiritual touch will be more effective than other approaches.

Spiritual touch is not a religious issue, but rather a model of service that has always been linked to the power of the Most High God. All the basic concepts of service-based leadership show that a process long enough to prepare. As already noted, Singaporeans need more than 40 years to produce service-based leadership. Singapore with no abundant natural resources can survive and have high competitiveness, this is because the leaders of the state apparatus have high competitiveness in the field of service-based leadership. Thus, the model of serving leadership requires a change in mental attitude rather than a structural change. To operate within this model, leaders must set aside their egos and embrace deeply the belief that people will do their best in an atmosphere of freedom and trust.

CONCLUSION

The key to the new paradigm of leadership of the state apparatus is, transformational, transactional, resonant leadership and having a service soul to society and courage to live by a strong vision. The problem that confronts almost every leader in the future is how to develop their organization's social architecture, so that it is truly capable of creating intellectual capital. In most organizations, including government organizations, there is no way to measure what is called intellectual capital. the leadership model that serves requires a change in mental attitude rather than just a structural change. To operate within this model, leaders must set aside their egos and embrace deeply the belief that people will do their best in an atmosphere of freedom and trust. To be able to be in the ranks of cadre leaders of reliable and reliable nation, there are a number of other requirements of leadership competence of the state apparatus besides various professional skills such as knowledge, technical know-how, and managerial know-how, ie consistency of behavior in the form of commitment and ability to translate the philosophy of life of the country the nation becomes an attitude of life and individual way of life, as well as institutional policies in systems, processes, and policies of government and development, in the struggle to realize the ideals and goals of the nation and state.

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