

# Effective Leadership in Public Service Perspective

Sudarmi Tajibu

Student of Doctoral Program of Administrative Science, Faculty of Administrative Science, University of Brawijaya, Jalan M.T. Haryono No. 163 Malang, East Java – Indonesia, Postal Code 65145

Lecturer at Faculty of Socio Political Science, Makassar Islamic University, Makassar, South Sulawesi – Indonesia

## Abstract

Quality of public services is one of the strategic issues for civil services to be actualized in terms of gaining public trust. To that end, an effective leader is a significant factor. On discoursing effective leadership, the ideal leadership standard should also be discussed so that the debate on effective leadership will always arise. This research was intended to present the ideal standard of effective leadership more deeply as well as to link the urgency of effective leadership in the public service more specifically. The results of analyses from this research proposed six main points that can be used as an ideal standard of effective leadership, namely: (1) intensive communication, (2) ease of applying influence, (3) promoting role models, (4) involving all members of the organization, (5) providing the motivation, and (6) satisfaction of the subordinates. In applying a variety of strategies to create high quality public service, an effective leader must broaden his/her perspective on the meaning of good public service and be able to build a shared vision of public service. Thus, the principal characteristics can be argued as: always have desire to make improvements to the performance of services, capable of creating the best service standards according to vision, able to organize effective services, able to strengthen relations with the communities served, as well as able to create transparency and accountability in service.

**Keywords:** leadership, effectiveness, public service

## 1. Introduction

Leadership is one of the key factors in the life of the organization, including the public sector. Leadership is always interesting and relevant to discussion, regarding this theory continues to grow and evolve. It is ranging from leadership properties as a gifted talent that have been owned since birth to leadership styles, from leadership types appropriateness on the certain situations to leadership which is seen from how he interacts with other people and be able to bring his subordinates turned up to the change as well as how effective a leader can be (Bolden et al. 2003). Leader and leadership is the need of human nature. It is because of the advantages and disadvantages or limitations inherited by human beings, leaders are need in one hand and in the other hand at a certain time leadership is required. Some experts believe that the issue of leadership comes as the human civilization (Ungirwalu, 2012).

Pessimistic view about the leadership skills have resulted in hundreds of books on leadership. There is advice on who should be replicated? (Attila the Hun), what should be achieved (peace of mind), what is to be learned (failure) , what should be fought of (charisma), whether or not delegation is needed (sometimes), whether or not to collaborate (maybe), secret American leaders (women), the personal qualities of leadership (integrity), how to achieve credibility (trustworthiness), how to become an authentic leader (find the leader in you), and nine law in leadership (do not ask). There are more than 3,000 books which titles contain the word leader (Trout, 2006).

The statements above raise the main question: how is exactly (ideally) ‘the effective leadership’? Usually, the discussions about effective leadership include the discussion about its ideal standard. Leadership standards are as of a dream of all the leaders, even all people on this earth. That is why; a lot of debate about effective leadership arose. In general, an effective leadership can be understood as the leader of the bold to take decisions quickly with the foundation of: dare to always trust, dare to be honest, dare to keep the confidence, dare to be creative and innovative , dare to give solution, dare to be diligent and patient, and dare to work hard (Sujatno, 2012).

Furthermore, the quality of public services is one strategic issue for the civil services to be actualized in terms of gaining public trust. In an attempt to achieve these things, an effective leader is a significant factor (Sanapiah, 2012). Role of an effective leader in building public trust ideally include internal scope relating to the move and make sure all the resources of high-performance apparatus and the scope of the external organizations in an effort to examine people's expectations; good external communication regarding service performance measurement established; the efforts that have been, are being and will be done; and as well as service performance that have been generated. This research was intended to present the ideal standard of effective leadership more deeply and also to link the urgency of effective leadership with public services more specifically.

## 2. Ideal Standard of Effective Leadership

It is important to distinguish between leadership and effective leadership. Winardi (2010) said that basically there is no effective or ineffective leadership. But it is related to the accuracy of one's effectiveness in implementing his leadership in certain circumstances. Effective can be interpreted simply as 'appropriate and well targeted'. Nevertheless, to achieve the level of effective leadership, leaders are required to master several factors that contributed to the effectiveness of leadership. Foster (2005) put the principle of effectiveness in the position that are more fundamental than the principle of efficiency in leadership.

Ideal standard of effective leadership is essentially associated with the effectiveness of the assessment of leadership in an organization, that we should see the results of the leadership itself. Criteria commonly used as a benchmark of effective leadership are the result of cooperation between each unit and performance in an organization he led. A leader who can be said to be effective not only can affect his own subordinates but also can motivate subordinates in order to work with all their abilities and potential for the organization, so as to create a conducive atmosphere and positive work culture.

The general view expressed that effective leadership is needed by an organization to become more advanced and to simultaneously achieve organizational goals. Famous management Guru, Peter Drucker, stated that "the foundation of effective leadership is thinking based on the mission of the organization, define and enforce, clear and real". According to Peter Drucker, how to be an effective leader does not need to be reviewed by a book (Trout, 2003). Effective leadership is a dynamic process, for it takes place in the environment of an organization as a system of human cooperation to achieve certain goals, which are dynamic as well (Nawawi and Hadari, 2012). Effective leadership is a varying process, for it is influenced by the personality of the leader in creating a human connection with the people in his command. In such a process, the leadership will be effective when the leadership functions realized in accordance with the type of leadership that is able to provide opportunities for people who are led to participate in setting and implementing decisions. Thus, any creativity and initiative in his lead must be distributed and utilized.

In the context of the capacity of the leader, effective leadership is always associated with managerial skills in the implementation of employment with or through others. A leader is expected to have technical skills and managerial professionals. Technical skills according to their field are demanding role in managerial skills to lead others. The skills - reflected in actions such as selecting, educating, motivating, developing, and terminating the employment - are needed to lead effectively.

Leader who leads effectively is leadership that provides a model to emulate, which motivates people to control and develop themselves. Leader such as this raises subordinates desire to: cooperate, use sources of influence wisely, be able to steer and communicate, to build and maintain discipline, and be able to motivate and improve morale. In the context of conflict resolution, effective leadership is always associated with the ability of leaders to respect human rights, although it will always bring the leadership in various conflicts. Therefore, effective leadership must be able to resolve every conflict as a part of a dynamic process.

Effective leaders are those with high motivation in directing and controlling an organization. Effective leaders would voluntarily try to achieve the goals and targets by setting high standards of high achievement for them. Effective leaders have an energetic nature, like all things that are challenging and difficult issues like unresolved and appear in the organization's environment. An effective leader will try to change a person's desire to do something to show the direction that must be adopted and foster group members toward the completion of the work group. Thus, "effective" - if it is associated with leadership – is related to the things to be accomplished.

According Gostik (2008), there are at least four things that underlie effective leadership namely: (1) goal setting, (2) communication, (3) trust, and (4) accountability. *Firstly*, the determination of purpose a.k.a. goal setting. A leader must make sure from the beginning that all team members understand the goals and objectives of the organization. What is the vision and mission of the organization must be internalized within each member. To that end, we often see the "Vision, Mission, and the organization's Quality Policy" hanged on the walls of every office. Therefore, top management want all those involved in the organization know the direction and objectives of the organization. Team will not be losing sight of the organization with the spur wheel phase at the beginning of goal setting. This is a fundamental phase in the organization and effective leaders should always be accustomed to carry it out.

*Secondly*, communication. All policies, decisions, and news or information made by top management related to the goodness of the organization should be communicated clearly to all organization members. A lot of media can be used to deliver it. The team leader must have been accustomed to using email, notes, office memos, chat - group, or other internal communication tools to communicate something. For effective leaders, those kinds of media are not yet enough. There are many reasons why: one of it is, not all of the employees in his team want to read. By reading, some people will have different understanding with same object/topic. Therefore, an effective leader will make way communication more intimate or man to man communication. Leaders will meet immediately to make sure every member of his team and they understand what had been communicated.

*Thirdly*, trust. Effective communication is based on the lack of mutual trust between the parties involved in the communication. In this case, it is between the leader and his subordinates. Determination has been made toward the goals of the organization and then communicated. The communication should be built on trust. How can subordinates accept and follow their superiors' instructions when they do not trust their leader. This principle must be well understood by effective leaders.

*Fourthly*, accountability. Many leaders who ultimately failed to carry out some work for the neglect of this basic of accountability. It is not intended to find out who is to be blame for the failure of the organization, but is intended to demanding accountability from everyone involved in the organization. This principle raises rules of check -list or monitoring. All employees or subordinates will feel to be watched all the time so that they are encouraged to give their best. Even if one day they 'might' feel unmonitored, their performance will still be on the best because they also would account for the work to his superiors at the end of the job.

The characteristics of effective leadership, suggested by Keith Davis, must have four things: (1) high intelligence. A leader must have a higher level of intelligence than his subordinates; (2) social maturity and breadth. A leader usually has the feeling of maturity and has interest and considerable attention to his subordinates; (3) inner motivation and achievement drives. The leader always wants everything to be cleared of duties and responsibilities; and (4) human relations attires. Leaders must be able to work effectively with other people or with subordinates (Nawawi and Hadari, 2012).

Referring to the above four underlying effective leadership characteristics, it can be said that an effective leader is someone who can create a situation that inspires his followers to achieve a better and higher than the current situation. Indeed, in fact, an effective leader is one who is able to read the situation, solve problems, be responsible, willing to develop followers, and most importantly, have integrity and good ethics because he had to draw example(s) or act as a role model for his followers. Whether leaders are situational or structural, formal or informal, they are always expected to have the characteristics of 'effective leadership' that can bring the organization to a better situation, achieve the desired results, put the interests of the organization above personal interests, always be on controlled state even in the worst situation. In the other hand or vice versa, if the leader cannot be or unable to show the characteristics of effective leadership, the organization cannot effectively reach the desired results or even the leader will be replaced by other.

Further development of the theory of transformational leadership is offered by Hooper and Potter. They identified two core competencies of 'transcendent leaders' which are (1) the leader who is able to bind emotional support from his followers and (2) the leader who is able to effectively make changes to the transcendent (Bolden et al., 2003). Both of these lead to effective leadership with characteristics such as setting goals, giving examples, communications, harmonizing, putting out the best of his ability, being agents of change, and providing decision at the critical time and confusion.

Generic model for managers and effective leadership based on a meta analysis of the behavior of the leadership and management of public sector organizations are divided into positive and negative indicators (Hamlin, 2007 and Bolden et al., 2003). Positive indicators are: (1) the ability to organize effective management and planning, (2) participatory and supportive leadership - a proactive team leadership, (3) empowerment and delegation, (4) taking into account circumstances and needs of its members as well as staff development, (5) an open and personal approach to management - a shared decision-making, and (6) communicate and consult with all parties. The negative indicators are: (1) not paying attention to the opinion of others - an autocratic management style, (2) not paying attention to other people, not serving, intimidating behavior, (3) tolerate poor performance and low standards - ignorance behavior, (4) submit a role and responsibility to others, and (5) refuse the new ideas. Thus, the effective leadership generally has characteristics that can be grouped and identified into two different poles. From the above discussions, there are at least six main points that can be used as an ideal standard of effective leadership, namely: (1) the fabric of intensive communication between leaders and subordinates, co-workers and overall organizational environment; (2) the leader had no difficulty in applying the effect to all components of the organization, (3) the leader of a symbol that can serve as a role model to all components of the organization, (4) leaders are not positioned themselves as a "one man show" but the whole members involved in the organization, (5) leaders provide motivation - material and non material - to every employee, either with reward or punishment and as a whole to function normally, and (6) from the perspective of subordinates, all subordinates are satisfied to be led by the certain leaders. Each does not have barrier in dealing with the leader.

### **3. Urgency Effective Leadership in Public Services**

In the perspective of public services, the urgency of an effective leader is that a leader must be able to bring a public organization to provide excellent public service. Since public organization is essentially to provide services to the community. Tangkilisan (2009) argued that the public organization is said to be effective when in reality its implementation bureaucracy (especially the head of the organization) can function to serve in accordance with the needs of the community (client), meaning that there are no obstacles that occurred in the

service, fast and precise in giving service and be able to solve the phenomenon that stands out due to the rapid social changes of external factors.

Effectiveness of public organizations is a product of a system that one of the elements is the human resources personnel. As part of a system, the increasing professionalism of human resources is an automatic apparatus to increase the performance of public organizations. When the apparatus has a professional human resources, but are not supported by other sub-systems such as institution, failure, adequate facilities and infrastructure, as well as the effective leader, undoubtedly the performance of public organizations will not be able to reach the optimal level of employment.

Nevertheless, professional human resource become determinant factors and also to make other sub-systems to be good and ultimately the performance of public organizations as well. The success of an organization depends on the performance of its human resources, i.e. employee in the various strata of a pyramid organization which is basically the employee's work requires effective leaders who can lead them working. Therefore, leadership as part of the sub-systems of human resource is crucial passage of the entire sub-systems, interrelated and integrated with a system which capable to run the organization effectively and efficiently. Without effective leadership, it would be difficult for a public organization to achieve its objectives, namely to meet the demands of the tasks and functions which are as of its public services.

According to Goleman, the task of a leader is to create what he called a resonance which is able to create a positive atmosphere around the human resources within the organization continue to be committed and contribute the best for the organization in carrying out public services (Mileham and Spacie, 2006). Schein stated that leaders have a major influence on the success of the organization in the face of emerging challenges including the public service to meet the demands of higher quality (Surpriatna, 2008).

Demand for effective leadership in governance emerged and continue to increase. It had already become a patron and future leaders in bringing a change in the organization, motivate members to achieve organizational goals, as well as encourage those public services that suit the demands of the general public served. The basis of effective leadership in human resource management is expected not only on operational aspect (e.g. establishing the quality of work life) but also on the strategic aspects (i.e. underlying the formation of the working conditions of life for the purpose of excellent service to the community).

Thus, effective leadership has a major role to maximize the organization's work in providing a quality service. In this regard, the evidence from countries in Asia showed that effective leadership is the key rule to changes. The success of Malaysia and Singapore, for instance, as a country that is able to provide quality public services was mainly because of the effective leadership that possessed by both countries. Leadership is a social phenomenon, which means that the practice of leadership influenced the values (value-driven). In the public service, the values that underlie an effective leader is customer satisfaction and struggle in social values that are the responsibility of the state. As a consequence, the development of a variety of public service systems focused on service delivery that is easy, inexpensive, accurate and simple. The impact of social phenomena was not only on shared values but also on an effective leader who should believe in others and dare to challenge and empower (Sanapiah, 2012). A leader must be able to foster creativity and do not turn off the various strategies that were developed based on subordinates' technical competence under their control.

In serving people, it is still frequently encountered; a public servant (bureaucrat) had not been able to carry out his duties as a public servant. Bureaucracy still has some character that causes 'the allergy' when dealing with bureaucracy (Siagian, 2004), namely: (1) apathy, which is indifferent to the service user. The apparatus/bureaucracy often see that people as those who need so it is them who have to follow the wishes of bureaucrats, (2) brush off, which is trying to hold or even not dealing with service user, (3) coldness, namely the lack of hospitality in providing services, (4) condescension, which treats service users as people who know nothing so settling affairs apparatus according to desire, (5) robotism, which works mechanically and treat service users with the same voice and monotone, (6) role book, which is strictly on the procedures and regulations laid upon satisfaction of service users, and (7) round-around, which is to complete an errand the service user should contact various parties. Then, to explain the relationship between the factors of effective leadership and the quality of public services, it can be expressed opinion of Katz and Kahn in Richard M. Steer (Tangkilisan, 2009), who mentioned that effective leadership in a variety of forms show the difference between an organization that is able to achieve the goals and which one is not. It is said that effective leadership can fill some important functions necessary for the organization to achieve its objectives, such as the fulfillment of the purpose of quality public services.

In the above context, it plays a role in maintaining a stable arrangement of members is to satisfactorily meet the needs of members. Public organizations to succeed in carrying out its duties and functions, leaders and staff need to think about the welfare of the employees, whether physical, spiritual, and other satisfactions that a measure of its own employees. If these conditions are met, it is not difficult for public organizations to carry out the tasks assigned to him. In realizing public service excellence, an effective leader must be bold to make changes. Therefore, the required effective leadership, leadership that is able to be agents of change. Various

changes may get challenges and obstacles , both from within and outside the organization , however, an effective leader must have the courage to face the complexity , ambiguity , and uncertainty by preparing the best strategy related to the duties of public service .

The changes that can be made by an effective leader for improving the quality of public services, are: (1) cut the various bureaucracies that are not relevant, (2) apply contestability (compare the organizational unit of services performed by other organizations to look at the efficiency and effectiveness), even develop a contract with the private sector (if this is the most effective and the most efficient path to be followed), (3) using a variety of new technologies to improve the quality of public services, and (4) develop public policies oriented to customers.

According to Sanapiah (2012), the steps that can be taken by a leader who is effective in moving the organization to create an excellent service, are: (1) develop the call centers in the various services provided by public organizations; (2) resource sharing or involving the private sector in the provision of public services. Even for local governments, it is needed to develop a system of cooperation with a nearby area to achieve effectiveness and efficiency in one type (or few) services to the public; and (3) citizen consultation in developing systems or policies relating to the public service.

In applying the adopted services strategy, we need to pay attention to the importance of discretion at the level of the apparatus that directly related to people (street level bureaucrats). It should be limited to the norms of that discretion so this discretion would be responsible. A variety of strategies can create excellent service as mentioned above. Effective leader must broaden their perspective on the meaning of public service. It is necessary for effective leadership that the leader is able to build a shared vision in the public service, with the following characteristics: (1) always unsatisfied, an effective leader is a leader who always had a desire to make improvements. A leader who maintains the same old methods to run backwards because the method is not necessarily in accordance with ever-changing environment, (2) able to create the best standard according to his vision, to get the best performance of a public leader it must develop a strategic vision in the areas of service that reflects culture, aspirations and values of the organization, (3) ability to effectively organize the delivery of services, an effective leader knows that a policy can be said effective when the policy is implemented and achieve the desired goals. Organizing this means that the leader must be able to move the top-down and horizontal organizational structure well, (4) ability to strengthen ties with the community, using the latest technology to maximize online services, (5) having a strong desire to always learn, kind of success in service organizations as well as learning from their mistakes, and (6) ability to create transparency and accountability in service, including the accountability and transparency as multiple governmental organizations.

These characteristics are the basis and meant to build good relationships and foster public confidence in the services provided by the public sector. On the basis of credibility rooted in honesty, high commitment, dedication and passion in performing a variety of leadership roles, effective leadership can be expected to realize the maximum performance in establishing excellent services.

#### **4. Summary**

Effectiveness is associated with the effects or consequences. An effective leader can be measured by the increase in the quality of overall organizational performance in all facets of the organization. It can also be measured by how the effectiveness of the relationship of each member in the organization at some point influenced the development of an organization. To run leadership effectively with so many roles and responsibilities comprehensively, a leader is preferably required not only to have intellectual, but also emotional intelligence, as well as spiritual intelligence.

Effective leadership is the culmination of a person's success in carrying out the task of leadership. Effective leadership is needed by every organization for it can guarantee several benefits, such as: the ability to influence subordinates and motivate them to work with all their best to reach up the organizational goals with in turn will bring conducive and positive working environment. The important substance of an effective leader is not only his/her power but also intelligence quotients and individual personality. An effective leader will always fix his/her error before fixing his/her subordinates. The word 'leader' not only comes after a position or job but also grows and emerges within oneself. Leadership itself is an internal process within a human being. In another word, it can be said that leadership is from the inside out.

Thus, the demand to better quality public service has been becoming the main agenda of governmental annual activities. The urgency of effective leadership lies on the need for leader of change, the one who is capable of encountering challenges towards reaching the systematic and measurable changes. Nevertheless, the internal reform should also be balanced with external reform by developing strategic vision in reaching organizational goals. This vision should be steered towards enhancing 'good organizational images' and 'quality public services'. Beside that, an effective leader in various strata of organizational pyramidal structure should maintain his/her commitment and support to dedicated and loyal subordinates whom had giving their best on providing good public services to people and increasing organizational performances. In providing quality public

services, the presence of effective leader(s) should also be granted with rules and norms, i.e. being honest and hospitality, fulfillment of the promises to people, high level of integrity and fair in delivering services to everybody in the community.

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