



Establishing Visionary Bureaucratic Administration in Implementing Development Policies and Management during Covid-19

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Abstract

The phenomenon used as the object of research was the visionary leadership of the Provincial Banten government. The research objective was to discuss the visionary leadership of the Banten Province Regional Head and to obtain a new concept for the development of science, especially Government Science during Covid-19. The research used qualitative deductive approach. Research informants as many as 6 people consisted of four officials of bureaucracy, a member of the legislature, and a public figure. Determination of research informants used snow ball technique. Secondary data collection used library research, document and observational studies. The collection of primary data used interview techniques. Data processing used descriptive analysis method. Visionary leadership of Banten Province Regional Head was leadership of the government in the Covid-19 pandemic that took place in the implementation of the system of government administration and development management. Visionary Leadership of Banten Province Regional Head actualized as a spokesman, as a direction setter, as a coach and as change agent is an important roles in the leadership of the head region.

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Introduction

Each region in Indonesia is headed by a regional government head called the regional head. The regional head has the duties and authority to lead the implementation of regional government based on policies determined by the local parliament, submit a draft law, establish a regional regulation that has been approved by the local parliament, prepare and submit a draft perda on regional budget to the local parliament to be discussed and jointly determined, seek the implementation of regional obligations, represent the area inside and outside the court, and can appoint a legal representative to represent it in accordance with statutory regulations and carry out other duties and authorities in accordance with statutory regulations. In that context, the implementation of the regional government system will certainly take place effectively and optimally, if directed and controlled by a regional head leadership who has solid integrity, strong commitment and a clear

leadership vision (Grindle, 2007; Wunsch, 2001). The integrity in question is certainly not limited only to the unification of speech with consistent behavior but also includes the expertise and managerial skills needed to streamline the process of implementing policies on the utilization of government administrative resources to carry out all functions of government (Andriansyah, 2015). The intended governmental functions include the function of development, the function of community empowerment and the function of public services which become mandatory affairs of government. A strong commitment is clearly needed to become a reliable and trustworthy regional head in actualizing people's trust and expectations.

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The commitment in question is certainly not limited only in terms of morality and ethics but also includes social behavior and communication that makes a regional head deserve respect and emulation by the community. Meanwhile, a clear vision of leadership is one of the requirements that must be met by someone to appear as regional head. With this vision of leadership, then the abilities and performance of a regional head can be measured (Andriansyah, 2011).

The performance in question is the performance in processing change and improvement of the strategic environment of government and mobilizing all the potential of the community to jointly realize a better future. For this reason, the vision of leadership of a person or pair of participants in the regional head general election is an absolute requirement for anyone who wants to appear as a participant in the post-conflict local election. It is with this vision of leadership that the competency dimension and the weight of one's readiness for a candidate for the regional head and deputy head of the region will be known to have won the election. The vision of leadership of the couple was then used as the basis for the preparation of the Regional Medium-Term Development Plan (RPJMD). This research is deemed worthy of landing on the object of the application of the Government Science function with analysis for how to establish reliable bureaucratic leadership in the effectiveness of implementing policies and activities in government administration and development management with the case study in Banten Province. With a background of extremely complex problems and with the launching of a vision and mission of development, the question is what about the leadership of the Banten Provincial Head if highlighted with the visionary leadership model approach?. The visionary leadership in question is a pattern of leadership based on the vision of the leader. To answer this question factually, a conceptual research approach is needed. For this reason, the research was to examine visionary leadership of Banten Province regional head in organizing government administration and development management systems during Covid-19. The research was chosen on the grounds that the leadership of the Regional Head of Banten Province is the leadership of the government which takes place in the administration of government administration and development management

systems.

Literature Review

In the perspective of the administration of the Indonesian government system, including regional government, the pattern of government leadership is directed to be integrated with the pattern of government administration and the pattern of development management. This development management pattern starts from the implementation of the development planning system that was built by applying the principle of top down planning with the principle of bottom up planning as regulated in Law Number 25 of 2004 concerning the National Development Planning System (Purba, 2011; Manaf et al., 2016). Top down planning, among others, comes from the vision and mission of the regional head leadership. While bottom up planning, among others, originates from the aspirations and needs of the community that are absorbed through the deliberation on development plan mechanism.

The implementation of a decentralized and increasingly democratic system of government certainly not only provides the widest possible opportunity for each region to seize opportunities and support to move forward and develop, but also gives actual challenges to each region (Olowu & Wunsch, 2004; Olowu, 2003). Meanwhile, the actual challenges for the region arise not only from the internal perspective of the government; but it also emerged from an external perspective of the government, namely the dynamics of social political life, socio-cultural life and socioeconomic life of the community (Jütting et al., 2004; Saito, 2012). In that perspective, there are at least three actual challenges that arise from the perspective of the implementation of government functions. The three actual challenges are first, how to increase and expand effective development programs to improve the economy and realize community welfare; second, how to empower a portion of the community members who are still marginalized by conditions of underdevelopment and poverty; and third, how to improve the quality of public services that can meet the expectations of service recipients (Andriansyah et al., 2021). To address, overcome and at the same time anticipate the three actual challenges, the policy of decentralization and regional autonomy becomes a strategic choice to develop a democratic, aspirational, effective,



efficient and accountable government system in carrying out all mandatory government affairs that become the authority and responsibility of the region (Work, 2002; Ahmad & Brosio, 2009).

With this pattern of development planning, naturally in the implementation of the Indonesian Government system a situational obligation is also applied to each prospective leader and deputy government leader called the President and Vice President, the Governor and Deputy Governor, the Regent and Deputy Regent, or the Mayor and Deputy Mayor. The obligation in question is that a Head of State or Regional Head must be a visionary leader. Actualization of this obligation is also stated as part of the administrative requirements for general elections that each pair of participants of the Presidential Election or Regional Head Election must prepare the leadership's vision and mission and promote the leadership's vision and mission to the public.

Referring to such requirements and obligations, it is not wrong if a general perception is raised that the success of a person becomes the Regional Head is not limited only to the success he won the vote in the General Election. The success of winning the post-conflict local election was actually only the first step to appear as a government leadership. The next step, after the post-conflict local election is won is how the regional head is able to respond, overcome and at the same time anticipate so many challenges and demands to be able to successfully appear as government leaders. Therefore, not a few people who at first seemed successful in winning votes in the General Election but later it turned out that he was less successful or might also fail to become a successful government leader directing and controlling the performance of the bureaucracy. Not even a small number of people who managed to become regional heads but later appeared to be defendants in court because they were dragged into the vortex of legal problems he did, namely corruption.

For some people it might not be too difficult to become a regional head. Moreover, if the desire to become a regional head is realized with the support of popular political vehicles and unlimited financial support, then the opportunity to become a regional head is increasingly wide open and offers clearer certainty. However, the success in gaining the opportunity to become a regional head will be less meaningful to the community, if that success is not accompanied by the success of being a regional head who has successfully led the region.

Therefore, after the hustle and bustle of the general election is over, there are so many problems that must be mapped by a regional head along with his representatives. The issues in question include how to create a culture of government organization that is free of corrupt behavior; how to carry out government functions in a professional, effective, efficient and accountable manner; and how to mobilize the potential and participation and cooperation of all elements of government and all elements of society to increase and expand development efforts and community empowerment. These problems clearly require a pattern of government leadership that is reliable and capable of integrating, directing and controlling the mobility of government resources and community resources to become a united movement of development, community empowerment and public services.

Referring to such problems, it seems reasonable enough to raise the issue of government leadership as one of the most actual and strategic issues in examining the perspective of regional government problems. Especially if the government leadership case is lifted from a newly formed region such as Banten Province which is known to have a strong local culture and still highlights a number of traditions that are characteristic of the people of Banten. The government leadership is the object of the form of government science which takes place in the perspective of the implementation of government functions which become the legal objects of government science, namely the implementation of the development function, the function of community empowerment and the function of public services (Hermana & Silfianti, 2011; Bwalya & Mutula, 2014; Wirtz & Kurtz, 2016; Iskandar, 2019; Muljono, 2011; Okunola et al., 2017).

Research Method

The research approach used to uncover and discuss the phenomenon of visionary leadership of the Regional Head of Banten Province is a qualitative research approach that is carried out with descriptive analysis methods. It is interesting and worthy to be raised to the surface of the phenomenon of leadership of the Regional Head of Banten Province which is faced with social dynamics that are extremely dynamic. It is interesting because the figure who led Banten Province not only succeeded in becoming Governor of Banten Province for two periods, after in the



previous period he succeeded in becoming Deputy Governor of Banten Province, but he also succeeded in developing a pattern of government leadership that succeeded in overcoming local cultural constraints, and new regional obstacles still loaded with changes in the strategic environment of government.

Research informants of 6 people were determined based on the consideration that the informant is domiciled and has relevant competencies and understands the various problems that were made into the object of research, and thus is feasible to express research problems. The research informants were determined by that before the research was carried out a communication and observation approach was made to select the appropriate parties to be the research informants, after that the determination of the informants was carried out from one informant to another informant until a number of informants were deemed to have represented problems according to their respective positions.

Data collection techniques used are literature study and interview technique. Literature study is a secondary data collection technique that is done by studying, quoting and juxtaposing various information and writings from various documents and other relevant sources of information. Interview technique is a primary data collection technique conducted with a number of research informants. Interviews are carried out by preparing in advance the interview guidelines that contain the subject of open questions. Lastly, observation or direct observation of the object of research carried out by visiting the research location. The location and research object observed were determined based on the environmental space of the data requirements and data sources.

The study was designed with research stages which include the stages of research planning; and stages of research implementation. After all data has been collected, further data processing is carried out with procedures and techniques which include the determination of data classification, editing and coding of data, presentation and discussion of data, confirmation of data, and interpretation of data into the flow of discussion of research results. The analysis technique was carried out using the triangulation approach according to the evaluation of the regional head, according to regional officials, and according to local community leaders. By determining the elements and the number of research informants, the triangulation approach

used is the triangulation observation approach which was developed with the visionary leadership theory approach of Nanus (1992).

Results

In the perspective of the administration of the regional government system, a government leadership mechanism is established that focuses on the role of the Regional Head as top executive. To actualize the leadership of the Regional Head, a person and his partner when participating in the Regional Head Election must submit their leadership vision and mission. Submission of vision and mission is one of the requirements that must be fulfilled by every prospective partner who wants to participate in the general election. Thus, from the beginning of its appearance, the candidate for the Regional Head had indeed been required to be a visionary leader. Therefore, before and after becoming a Regional Head, one must have a deep and broad consideration of the things that underlie the vision and mission of leadership when becoming the Regional Head.

The vision and mission of the development of Banten Province arranged in the 2007-2012 Medium-term Regional Development Plan of Banten Province are derived from the vision and mission of the leadership of the winner of the 2007 Banten Regional Election. This is based on the vision and mission of leadership which is then actualized into the vision and mission of the development of Banten Province.

From the elaboration of the development vision and mission, it can be seen the success or failure of the Head of Banten Province in leading the administration of government administration and development management systems. In this context it can be stated that the leadership of the government that takes place in the administration of the Indonesian State Government system is visionary leadership. Nanus (1992) suggests four important roles for leaders to develop effective visioner leadership. According to Nanus (1992), there are four important roles of leaders to develop visionary leadership. The four roles are the leader as a spokesperson, the leader as the direction setter, the leader as a coach or guide and the leader as a change agent.

The role of the Regional Head as a spokesperson seems to show the right language and method for each of the groups he faces. In this perspective,



according to Nanus (1992), The leader-as a skilled speaker - is the chief advocate and negotiator for the organization and its vision with outside constituencies. Thus the leader must actualize his role as a supporter and at the same time be a negotiator in socializing his leadership vision to the constituents. According to Nanus (1992), to be an effective spokesperson, a leader must be the main negotiator who talks with other organizations and builds a network of external relations (Gilmore, 2003; Yukl, 1998). Negotiations are needed to develop useful ideas, gather support for resources, or convey various information about the future of the organization. In this context, the development of effective communication functions becomes important in developing visionary leadership. The development of this communication function is very important for regional heads to build a solid bureaucratic work team by making individuals individual in the team (White & Mazur, 1995). In this dimension, functionally, the role of the Regional Head as the actualized spokesperson through the deliberation on development plan forum takes place from the village level to the provincial level even to the national level. Structurally, the role of the Regional Head of Banten Province is actualized through the activities of consolidation, consultation and coordination in the internal environment of the Provincial Government and through the activities of consolidation, consultation and coordination between Governments. In the perspective of the implementation of deliberation on development plan activities as well as such consolidation, consultation and coordination activities the Regional Head actualizes his role as a negotiator as intended by Nanus (1992). The regional head of Banten Province appears to be quite successful in actualizing his role as a negotiator. This success was identified among others by establishing a network of external relations between the Regional Head and the Regional Head of Regency / City and the community. In the relationship, the Regional Head of Banten Province developed various approaches to convey various information about the direction of development policy, raise support for development resources, and integrate and simultaneously harmonize development performance between regencies / cities in the same province, with other regions, and with the government.

It was revealed that there were so many grids about the role of the Regional Head as the direction

setter. Therefore, the Regional Head is not only seen as a top executive but also seen as a top manager. As the top executive, the Regional Head is also an administrator whose role is to direct and control the implementation of administrative policies. As the top manager, the Regional Head also has the role of directing and controlling the implementation of various development policies, programs and strategies. Administrative guidance is given to local government unit leaders in order to realize transparency, effectiveness, efficiency and accountability in the management of administrative resources (Hafit et al., 2018; Mochtar, 2015; Azikin et al., 2015). The administrative resources in question include apparatus resources, budget resources, asset resources and policy resources (Sunarsih, 2019; Kahar& Mahdi, 2018). Officially the directives are issued in the form of, among others, governor regulation, governor decree, or together with the local parliament we issue regional regulations. As for managerial direction, or say how to organize, direct and control development management, managerial direction is more done to coordinate and integrate the translation of strategic programs into activities that are aligned and balanced. Thus the implementation of the medium-term plan becomes aligned and balanced with the support of available resources, especially the support of budget resources. This direction was mainly given to each unit leader at the time of the annual work plan preparation.

It might be a bit strange if the role of the Regional Head is seen as a coach, even though the Regional Head is not a sports coach. But it is not strange if the role of the Regional Head is seen as a leader in the context of his leadership he is able to build a solid and reliable work team to carry out various policies and development activities. That is, the role of the Regional Head as a trainer is intended as a leadership concept aimed at building a special team that is solid and reliable to carry out various policies, especially policies which are the basis of the manifestation of the development vision that is to realize community welfare. It is to and or through this special team that the Regional Head gives policy directions and strategies to optimize development. The role of the Regional Head as an instructed coach in the formation of special teams is tasked with being the expert assistant to the Regional Head. Formally, this team can consist of a number of bureaucratic officials who have certain competencies and work on certain structural positions. While informally, this team can consist of



a number of experts or certain figures who have relevant influence or expertise. According to Nanus (1992), the role of the leader as a team builder must be able to also empower individuals in the organization, and actualize the vision by serving. To be a good coach, Nanus (1992) says a leader must be good at telling or socializing his leadership vision, and also showing what he must do to realize his leadership vision. For that, a leader must have a commitment, and be good at building trust.

The role of the Regional Head as an agent of actualization through the regulation, direction and control of bureaucratic behavior to anticipate changes in the strategic environment of government organizations and develop the role of the Regional Head as a good communicator, as a reliable motivator, and as an inspiration inspector. The changes that are reflected in the leadership of the Regional Head of Banten Province are the changes in the paradigm of the regional government that originated from the vision of the leadership of the Regional Head. Good change is change that takes place gradually and continuously in accordance with the objective conditions of development, needs and characteristics of the problems of the people of Banten. According to Nanus (1992), to be a good agent of change, a leader must be able to anticipate the implications of the development of the organization's external environment. A leader needs to determine the urgency and priorities for change that require vision and promote it. In addition, a leader must be able to empower people to make these changes, and be able to also build organizational flexibility and encourage wise risk taking.

From the deductive analysis of the leadership of the Regional Head of Banten Province, it was found that the role of the Regional Head as the direction setter was the most prominent leadership role among the visionary leadership roles as conceptualized by Nanus (1992). Administratively the role is actualized to become the top executive role that is authorized to issue various Governor Regulations, Governor Decrees and various other policies to realize the performance of the implementation of government functions that are transparent, effective, efficient and accountable. Managerially the role of the Regional Head as the actualized direction as the top manager in implementing various development policies. If the role of the Regional Head as top executive can touch all issues of government administration and can also touch issues of public administration; however, the role

of the Regional Head as a top development manager is limited to the internal environment of the government bureaucracy. However, the two roles remain a unified leadership flow in the Regional Head in carrying out government functions. The role of the Regional Head as the directors is the most important role in the perspective of organizing the government administration system and the development management system. With this role the Regional Head becomes an effective leader based on his ability to establish effective and efficient programs to achieve organizational goals as stated by Nanus (1992).

Conclusions

The results of the research concluded that the visionary leadership of the Regional Head of Banten Province in the administration of government administration and development management systems included the role of the regional head as a spokesperson, the role of the regional head as a managing director, the role of the regional head as a trainer and the role of the regional head as an agent of change. The role of the Regional Head as a spokesperson is functionally actualized through the deliberation on development plan forum which takes place from the village / village level to the provincial level and even to the national level; while structurally the role is actualized through the activities of consolidation, consultation and coordination in the internal environment of the Provincial Government of Banten and through the activities of consolidation, consultation and coordination between Governments. The role of the Regional Head as the governing director is administratively actualized to become the top executive role that is authorized to issue various Governor Regulations, Governor Decrees and various other policies to realize the performance of the implementation of government functions that are transparent, effective, efficient and accountable. Managerially, the role of the Regional Head as the actualized director as the top manager in the implementation of various development policies. The role of the Regional Head as an actualized trainer in the formation of special teams is tasked with being the expert assistant to the Regional Head. Formally, this team can consist of a number of bureaucratic officials who have certain competencies and are attached to certain structural positions. While informally, this team can consist of a number of experts or certain figures who have



relevant influence or expertise. The role of the Regional Head as an agent of actualized change through the regulation, direction and control of bureaucratic behavior to anticipate changes in the organization's strategic environment and the development of the Regional Head's role as a good communicator, as a reliable motivator, and as an inspiration for change. The changes that are reflected in the leadership of the Regional Head of Banten Province are the changes in the paradigm of the regional government that originated from the vision of the leadership of the Regional Head.

The new concept obtained is that the leadership of the Regional Head not only has the ability to determine various policies that are appropriate and careful, but also able to perform various roles in accordance with government and development activities that must be carried out.

With this conclusion theoretical advice is then delivered: It is necessary to develop a model of leadership of the regional head as the top executive in determining appropriate and careful policies to create transparent, effective, efficient and accountable government performance; and the role of regional heads as top managers in coordinating, directing and controlling the implementation of various development policies. Practical advice: It is recommended to the Government of Banten Province, to develop a reliable bureaucratic leadership pattern in implementing policies and activities of government administration and development management. The development of the bureaucratic leadership pattern is carried out through the implementation of the Tiered Leadership Training; Government Administration Training and Training; and Implementation of Development Management Training.

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