Democracy leadership (study approach of bureaucrats leadership at sub bagian tata usaha badan perencanaan pembangunan daerah, East Java province)

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Abstract. The main key to organizational success depends on the success of a leadership. Each organization's progress will require the ability of a leader to transformed the organization. The emergence of the democratic-leadership is one of the most humane style of leadership. Democratic leadership positioned people as the most important factor in the leadership exercised by the orientation and emphasis on relationships with members of the organization. This study raised that the democratic-leadership in government agencies to study the leadership approach of bureaucrats at Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah East Java Province. The data collection techniques used descriptive research with qualitative approach, then the techniques were interviews, observation and documentation. While, the research data analysis used interactive analysis model approach of Miles and Huberman, which includes: (1) data reduction; (2) the presentation of the data; and (3) conclusion. Based on Nawawi theory’s [1], this study showed that (1) Leaders are very obedient to the rules/procedures work, (2) Leaders look more autocratic, (3) leaders make familiarity with subordinates, (4) leaders develop kinship situation and teamwork, (5) the leaders seem monotonous work and do not like a modification, (6) Leaders seem slow in decision making, and (7) leaders are accustomed to low-risk jobs with less survival trends.

1. Introduction

Leadership has the important role to achieve an organization goal, so succeed or unsucceed the organization is coursed by the leadership, a leader can be succeed to lead an organization if he or she doesn’t have a skill of leadership. A leader is phenomenon who always needed to unite, Richards and Eagle said a leadership is an articulation vision way, bring into reality to value, and give a good atmosphere to get a goal [1]. George R. Terry formulate that leadership is an activity to influence people to achieve the organization [2].

Agree with Thoha’s opinion but in other meaning by Maxwell explain the success of leader depends on their ability to build the confidence of the people around them and how the leader create his environment. Mawell said the success of organization depend on the people potential [3].

Every style of leadership has its own characteristic for influencing the others. The success of a leader when he leads them staff become better and better and get organization goal [4]. One of the solutions to realize a good leadership is bureaucrat leadership.
The democratic leadership style puts people as the most important factor in leadership, when it is oriented toward relationships between members of the organization [5]. White and Lippit defines democratic leadership is emphasize group participation, discussion, and group decisions encouraged by the leader [6]. Leaders who apply a comfortable leadership style to their subordinates will make the atmosphere in the organization more comfortable and able to make their subordinates familiar and well adapted in the organization environment.

Every organization included public bureaucrat, a leader keeps a strategy role in their position. A public bureaucratic or public organization can work or not, depending on ability and expertise what the leadership has [7]. Then See Choi defines democratic leaders are constrained by other bodies (such as parliaments) which ensure that the interests of citizens and powerful organizations are taken into account [8].

Not much discussion about democratic is always related to the government. The democracy usually focus on institutions, such as a foundational constitutions, the entrenchment of rule of law, representation based on one-person-one-vote and regular, free, and fair election [9]. Beside that, democracies are also defined in terms of what they protect and secure, notably freedom and speech, the rights of minorities, and human rights.

A democratic work environment will be realized when democratic leadership is in it. The analysis of democratic leadership can be dissected using various leadership theories, including the theory of democratic leadership in Nawawi thinking. There are 5 styles or democratic leadership styles according to Nawawi [10], among others (1) Bureaucratic Leadership Style; (2) Leadership Style of Developers and Organizational Builders; (3) Executive Leadership Style; (4) Organizational Leadership Styles and Administrators; and (5) Official Leadership Style. It becomes an interesting thing when democracy is applied to government institutions. Therefore, this study is interested in looking at democratic leadership in the study of bureaucratic leadership approaches at government institutions. The study took place at Badan Perencanaan Pembangunan Daerah (Bappeda) of East Java Province.

2. Methodology
This research type of Democracy Leadership is descriptive research with qualitative approach. The focus of this research is to look at democratic leadership with the study of bureaucratic leadership approaches as outlined by Nawawi, especially on the sphere of government institutions. Furthermore, by adopting Arikunto thinking [11], while the data collection techniques used are interview techniques, observation, and documentation. The analyzing of research data is done by using interactive analysis model approach from Miles and Hubberman [12], which include: (1) data reduction; (2) data presentation; and (3) drawing conclusions.

3. Result and Discussion
The following is the result of research about Democratic Leadership Style with case studies at Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province. The study examines Democratic Leadership with a Bureaucratic Leadership Approach study as told by Nawawi.

3.1. Leaders prioritize compliance with rules, procedures, and mechanisms of work/activities that have been determined. Agreeing with Nawawi, Saebani says that one characteristic of democratic leadership is to make decisions based on organizational goals [13]. Furthermore Ordway Tead reveals that leaders must have an awareness of the goals and direction of the organization [14]. A leader is expected to have a firm belief in the truth and usefulness of all behaviors that are done. Leaders are most aware of the direction of the organization and the benefits that will be obtained both for themselves and the group that led. In the government organization the direction and objectives of the organization are transparent in the rules, procedures, and mechanisms of work/activities that have been determined. Based on the research data obtained hypothesis while that in carrying out the task/job and make decisions both leadership and staff can not be separated from existing regulations. In government agencies or organizations, the existence of the rules becomes the basis of a particular
3.2. A higher leader demands lower leader obedience within an organizational structure. At Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province, both the leader and staff work according to what is ordered by the higher leadership, in accordance with existing regulations. Delegation of authority and execution of authority over the duties received as one form of obedience of staff or employees to higher employees.

The concept of democratic leadership in the study of bureaucratic leadership approaches as expressed by Nawawi agrees with the concept of autocratic leadership as revealed by Siagian. In the concept of Siagian [15] an autocratic leader is a very selfish person and will translate the high work discipline shown by his subordinates as the embodiment of the loyalty of the subordinates to the leadership.

3.3. Leaders seek to develop informal relationships in order to compensate for static and rigid formal working relationships, even though they are outside the main task. The informal relationship between the leader or employee can be exemplified by the sharing of experiences related to both occupational and non-work issues. Familiarity is established between the leadership and staff through joint dining activities, either just lunch at the office until the discussion outside office hours. The familiarity and comfort of the employees become the leadership of Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province in establishing good relations between the two.

3.4. Leaders in realizing and fostering cooperation is done with orientation on position and position of members. The concept of democratic leadership in the thought of Syafi'ie [16] that one characteristic of the democratic leadership style in governmental organization is the division of duty to all subordinates that is done equally and fairly. Where the fair concept is also must be in line with the main task and function of each employee. Delegation of tasks / jobs in accordance with the main tasks and functions (tupoksi) is a characteristic of democratic leadership in Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah East Java Province. Implementation of duties/work was carried out by prioritizing cooperation between staff and staff with the leadership. The creation of cooperation or teamwork encourages the realization of a family atmosphere in the work environment. The importance of the concept of cooperation in the working environment is in line with Kartono's opinion [17] which says that in order to strengthen the sense of unity of the group, the leader must have the nature of loyalty and cohesiveness to maintain a sense of unity of the group. The leadership effort in Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province in creating family atmosphere in work environment is as one of effort to realize intimacy among employees, so that there is cooperation or solidarity in work environment.

3.5. Less active leaders in creating and developing organizational activities, as they tend to dislike changes and developments. The tendency to perform tasks / jobs in accordance with the main tasks and functions (tupoksi) impact on reduced creativity and leadership initiatives in making changes and development of the organization. It is no longer a secret thing, when government organizations are identified with rigid and static organizations. Organizational development will occur if there is a basic policy or regulation underlying it.

3.6. Leaders are slow in making decisions based on working relationships as a standardized work process or in accordance with standard procedures and mechanisms. When the creativity and initiative of the leader is limited to existing rules or working procedures, then the slowness of a leader in decision-making will certainly happen. With other languages that the existence of rules and working
procedures in government organizations tend to have an impact on the narrower and often cannot even turn off the space for leadership in conducting activities. According to Nawawi democratic leadership in the bureaucratic approach provides a picture of a sluggish leader in decision-making as a result of standardized work processes or procedures and mechanisms. This is in line with the results of research as illustrated in Sub Bagian Tata Usaha Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province. But Siagian provides different reasons for the slowness of democratic leaders in decision-making. According to Siagian [18] the slowness of democratic leaders in decision-making as a consequence of the involvement of subordinates or employees in the decision-making process.

3.7. Leaders prefer static and low-risk routine jobs, rather than challenging jobs for organizational progress and development. Often public institutions (government agencies) are terminated with patterns of work habits that tend to seek secure positions. Routine jobs and low-risk occupations are identical to those conditions. Similarly, in this study, leaders only carry out routine work as has been instructed in the rules and work procedures that exist. Modification or work creativity is rarely found in the work environment. In a slightly different language from the language used by Nawawi, Siagian reveals that in the leadership of laissez faire leaders tend to have a passive role and let the organization run according to its own tempo without much interference in how it should be executed and mobilized [19]. Both in Nawawi and Siagian's thinking can be drawn the conclusion that the type of leader in the thinking of the two opinions is the same type of leader who is passive towards the progress and development of the organization.

4. Conclusions
The conclusions that can be drawn from the research of Democratic Leadership with the study of Bureaucratic Leadership Approach at Badan Perencanaan Pembangunan Daerah (Bappeda) East Java Province, among others: (1) the observance of the leadership on the rules, procedures, and work mechanisms/activities that have been determined facilitate the achievement of organizational goals; (2) the higher leader's prosecution of lower leader obedience looks more like autocratic leadership; (3) leaders develop informal relationships by establishing familiarity with subordinates in order to compensate for a static and rigid formal working relationship; (4) leaders foster cooperation by fostering a sense of kinship and cohesiveness of work by sticking to the basic tasks and functions of each employee; (5) Bureaucrat leaders tend to work based on procedures and restrictive rules, so leaders appear to work monotonically and dislike change; (6) Leaders seem slow in making decisions, because of procedures and work rules that force leaders to think long in making decisions; and (7) Procedural risks and sanctions create leaders who favor low-risk job routines and less survival trends.

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