The Role of Leadership in Bureaucracy Reform

Muh Azis Muslim  
*Department of Administration Sciences, Faculty of Social and Political Sciences, Universitas Indonesia, Depok, Indonesia*

Desy Hariyati  
*Department of Administration Sciences, Faculty of Social and Political Sciences, Universitas Indonesia, Depok, Indonesia*

Follow this and additional works at: https://scholarhub.ui.ac.id/jbb

**Recommended Citation**

DOI: 10.20476/jbb.v19i2.1882  
Available at: https://scholarhub.ui.ac.id/jbb/vol19/iss2/2

This Article is brought to you for free and open access by the Faculty of Administrative Science at UI Scholars Hub. It has been accepted for inclusion in BISNIS & BIROKRASI: Jurnal Ilmu Administrasi dan Organisasi by an authorized editor of UI Scholars Hub.
The Role Of Leadership in Bureaucracy Reform

MUH. AZIS MUSLIM AND DESY HARIYATI
Department of Administration Sciences, Faculty of Social and Political Sciences, Universitas Indonesia, Depok, Indonesia
muhazis@ui.ac.id

Abstract. Leadership refers to one’s capacity to change another party’s behavior as he wishes. Regional leadership has significant influence to build a better quality regional bureaucracy. Bureaucracy reform is a demand that needs to be met to improve bureaucracy’s quality and performance which from time to time suffers stigma from the public. This research applies qualitative data collection through in-depth interview with local government, parliament (DPRD), NGO, business people, and public leaders. The result in general indicates that HarryZudianto’s leadership role as seen from Mintzberg theory has been performed well, particularly as seen from dimension of interpersonal roles, informational roles, and decisional roles.

Keywords: leader, leadership role, bureaucracy reform

INTRODUCTION

In post-reform era, democracy in Indonesia has undergone a very rapid development. Enhancement of public participation in nation’s and state life is channeled through the arrangement of mechanism that reflects more the principles of openness and equality for all citizens, including in local head election. Local head election brings prospect for the enhancement of public service if it manages to raise local head figure that has vision and in favor of the people and his regional progress (Prasojo et all, 2007). In several researches conducted by Prasojo, et all, (2011) it is also concluded that the progress in some innovative regions are actually triggered by the local head’s commitment in implementing development in his region.

The process conducted in the direct local election is expected to give the people the best candidate for local head. Several local elections that have been held have managed to get the best candidates: local head figures that will bring about change. Nevertheless, many regions failed to get their future leader due to various illegal practices committed during the local election. The presence of local heads is the best choice for the people, and they are certainly expected to bring progress and prosperity for the local people.

Local head’s leadership is a highly determining factor for the region’s success in the future. An uneasy responsibility will be carried out by the local heads directly elected in the election. Numerous regional problems passed on by previous regional head and various programs promoted during the campaign will definitely become uneasy targets to achieve. To meet those targets, a leadership capable of bringing improvement in various governance aspects is needed, and the agenda to improve governance may be carried out, among others, through regional bureaucracy reform.

Yukl (2005) defines leadership as the process to influence other people to understand and agree on what needs to be done and how such a task is done effectively, and the process to facilitate individual and collective efforts to achieve common goal (Yukl, 2005). Local head’s leadership is a highly determining factor for the region’s success in the future. Mintzberg (1970) and
Luthans (1995) in their studies divide the role of leadership into three: interpersonal function, informational function, and decision making function. Interpersonal Roles can be enhanced through formal position at which a leader stands and between leader with other person. This function is divided into 3 (three): as the organization symbol (figurehead), leader, and liaison. Informational Roles relates with the fact that many times leader should spend more time in receiving and disseminating information. Leader has three functions in this context, namely as supervisor (monitor), disseminator, and spokesperson. In the function of decision making (Decisional Roles), there are four leader’s function that are related to decision, namely entrepreneurial, disturbance handler, resource allocator, and negotiator.

Reform is a renewal process undertaken in gradual and sustainable manner, so that it does not include any effort and/or action that is radical and revolutionary. However, problems that still occur frequently comprise: corruption, collusion and nepotism (KKN) which is still rampant until today; poor public service quality that cannot yet meet public’s expectation; efficiency, effectiveness and productivity levels that are not optimal by the government bureaucracy; the remaining poor level of bureaucracy’s transparency and accountability; poor employee’s discipline and work ethic; and not yet effective functional monitoring and internal monitoring by the government bureaucracy.

The government has announced the ranks of best performing provincial, district and city governments nationally for the work year of 2009. The assessment refers to the Government Regulation No.6/2008 on the evaluation guidance for local government. The best provincial governments nationally are consecutively the Provincial Government of North Sulawesi, South Sulawesi, and Central Java. Ten best performing districts (kabupaten) nationally are Jombang, Bojonegoro, Sragen, Pacitan, Boalemo, Enrekang, Buleleng, North Luwu, Karanganyar, and KulonProgo. Ten best performing cities consecutively are Surakarta, Semarang, Banjar, Yogyakarta, Cimahi, Sawahlunto, Probolinggo, Mojokerto, Sukabumi and Bogor. These regions can have highly achieving governments because they are supported by competent local bureaucracy, and definitely also strongly linked to the local leader’s quality, in this regard, the local head, who carries out his roles and responsibilities properly. Out of those highly achieving regions, one region that becomes the center of attention for its achievement and its head is the Yogyakarta Municipality.

Yogyakarta’s achievement as best performing region is strongly related to its mayor’s leadership. The achievements include: award from Tempo Magazine which was published in form of cover story of Special 2008 Year End Edition Number3744, published on 22-28 December 2008 as the “10 Figures 2008: They Work by Heart to Move Their Regions”, and also an award for Henry Zudianto named Bung Hatta Anti Corruption Award (BHACA) 2010.

Based on the above elaboration, the problem raised in this research is: “How is the role of regional leadership in Bureaucracy Reform Implementation in the City of Yogyakarta Government’s Role?” Thus, the purpose of this research is to get description on the role of regional leadership in implementing bureaucracy reform in local government of Yogyakarta.

**RESEARCH METHODS**

This research can be categorized as descriptive research. Descriptive research is a research conducted to provide more detail picture of one symptom or phenomenon (Prasetyo and Jannah, 2005) which aims to describe in detail certain social phenomenon and study the Role of Local Leader in Bureaucracy Reform in the Yogyakarta Municipality.

Data collection technique is done by using qualitative method through in-depth interview with parties related to local bureaucracy implementation, such as local government, parliament (DPRD), relevant NGO, business people, and local public leader. In-depth interview refers to unstructured interview, semi-structured interview, and occasionally narrative or life story interview (Bryman, 2001).

The research strategy to be used goes on the following order: First, research is done through document study (desk research) to analyze the existing leadership indicators. Second, research is done by collecting quantitative data depicting the achievements of local heads during their service term. Third, in-depth interview with relevant parties. The outcome of this research will be published in accredited national journal or international journal to disseminate understanding to wider audience.

The selection of informant is done by using purposive sampling in order to get more information from the right person/party. By this technique, it is expected that the researcher can get the appropriate informant, and, as mentioned by Neuman, informant must blend into the culture related to the phenomenon studied, and must be directly involved with the studied phenomenon, willing to spend some time to give information, and not an individual giving analytical answer.

Interpersonal Role, or in Indonesian, inter-individual relations role is related with the role between leaders with the people surrounding him, comprising the role of leader
as symbol or figurehead (figurehead role), role as leader (leader role), and liaison role. Figurehead role raises due to one’s position as head or chairman in an organization, so that every leader has the obligation to implement ceremonial activities or in any issues arising formally, such as giving opening remark, welcoming guest, visiting unit under the organization, and even attending wedding ceremonies of his colleagues from inside and outside of the organization he leads. Even though ceremonial in nature, this activity is important to be performed due to the figure involved. In many cases, even though he might not represent his organization, leader’s presence in delivering opening speech or taking picture can serve as effective communication instrument.

RESULT AND DISCUSSION

Yogyakarta is known as a city of tourism that relies on local culture strength and advantage, which significantly influences people’s action and interpretation of the Yogyakarta’s culture: a philosophy strongly based upon the concept of *Hamemayuhayuningbawana*. *Hamemayuhayuningbawana* is interpreted as the obligation to protect, preserve and develop safety in this life and prioritizes contribution toward society rather than fulfilling personal ambition (See Governor Regulation Number 72/2008 on Governance Culture in Special Region of Yogyakarta). The manifestation of this philosophy is reflected, among others, by the frequent cases where the mayor is invited to attend non-government ceremonial events, such as health walk, or wedding ceremony of commoners.

The role as leader is reflected from the responsible attitude over the works of the people in the organization unit under his lead. A leader conducts interpersonal relations with the people he leads, and performs his main functions, including leading, motivating, developing, and controlling. Other activities that are directly related to this matter involve recruitment process and training for his staff, while those indirectly connected include his duty to motivate and encourage his subordinates. Formal authority does give a leader a big potential power, but it is the leadership that truly determines to which extent such potential can be realized.

As notes, there are over 80 awards both at national and international levels have been attained by HZ for his success. This award is a recognition that the government of the City of Yogyakarta is already on the right track. HZ always reminds his colleagues and subordinates about the importance of understanding philosophy of “working by heart”. He makes the municipal office as part of a “place of worship” in the sense that it does not only function as a place to do works *per se*, but the work should also be perceived as an act of worship to God. HZ also serves the people by upholding the spirit of “people first, make service easy, prioritize achievement for Indonesia”. There are 11 awards he achieved in health sector, 5 in education, 12 in environment, 5 in tourism, 12 in city facility and infrastructures, and 12 in governance and public service.

The people of Yogyakarta who know HZ personally also never hesitate to remind him that he is the leader who is responsible to be exemplary for his people. Smoking habit, for instance, is considered as bad influence and this later on inspired a movement made by the local people under the name of ‘Movement to Support Herry Zudianto to Stop Smoking by making Facebook account named “EmohRokok” (Say No to Cigarette). (“Only Pak Herry Knows the Answer”, in Ismawati Retno, Herry Zudianto: the Big Headed Mayor, Yogyakarta: (Gear Publisher, 2011).

In his role as liaison, leader interacts with colleagues, staff, and other people outside his organization to get information. He interacts a lot with a number of individuals and certain groups outside his organization. As consequence, the role as liaison is frequently aimed to develop his external information system that is informal, private, verbal, yet effective. His program, *WalikotaMenyapa* (Mayor Says Hello), which is an interactive dialogue with the people directly through four radio stations in Yogyakarta – RRI, UNISI, SONORA, and MBS- became one of his options to interact and connect with his constituents. Through this program, people can deliver to him their aspiration, critics, and recommendation directly, and the mayor can respond it in real time as well. This session is held twice a week, namely every Monday on 7.30-8 AM and Thursday on 9-9.30 AM (Kardi, et al., H. Herry Zudianto: The Head of Public Servant of Yogyakarta, 2001-2011, Yogyakarta: PohonCahaya Publisher, 2011).

A well-developed information system is made to ensure nobody feel marginalized. Segoro Amarto, an acronym for Semangat Gotong Royong Agawe Majuning Ngayogyokarto (The Spirit of Cooperation to Develop Yogyakarta) is made as slogan, hoping that the four pillars of self-reliance, discipline, care, and cooperation can be manifested in this city. Another form of good communication is also manifested by HZ by forming UPIK (Information and Complaint Service Unit), which aims to create proximity and closeness between the people and city government, and this makes the Municipal Government – whether voluntarily or not- must be willing to have dialogue with the people. (Kardi, et al., H. Herry Zudianto: Head of Public Servant of Yogyakarta 2001-2011, Yogyakarta: PohonCahaya Publisher, 2011).
The second dimension proposed by Mintzberg is leader as information processor. Three aspects are included as indicators of this dimension. First, a leader must be able to find actual information as reference in making his policy and decision. Leader should also be actively and continuously seeking information from various sources including through memo report, attending meeting and briefing and direct on-site observation. In every chance, a leader shall monitor all information that can be used as reference in making his program/activity. Leader’s role as information processor mentioned therein is alike with one proposed by Drucker (2004) who argued that to be an effective leader, one must communicate and hold productive meetings.

With regard to HZ’s leadership during his service term as mayor of Yogyakarta, he proves to be a leader who has performed his role as information seeker in order to really know the need of his people. In every opportunity, HZ comes directly to meet his people to figure out by himself what the people need, just as mentioned in the interview with the chief editor of Kedaulatan Rakyat (People Sovereignty) newspaper.

“He attempts to get close with the neighborhood and ward head (RT & RW), because he believes that development starts from the lowest level, i.e. neighborhood and ward. He frequently invites RT & RW heads to his official residence to have a chat, and also other community and youth groups” (interview with Octo, Chief Editor of Kedaulatan Rakyat).

HZ’s habit to seek information and problems arise by meeting directly the people makes him a leader who is close to his people. This becomes a distinctive advantage for him since this habit makes all policy and program he made always supported by all levels of society. Various communication channels are done, from direct dialogue, interview on the radio as well as through gathering or discussion in a meeting.

In carrying out his mandate as mayor, HZ also does some information seeking by commissioning his subordinates in Yogyakarta municipal government. When preparing a policy, HZ will hold coordination meetings with his subordinates both formally and non-formally. An effective leader should ensure that action plan and information needed can be understood by others. This shows the importance of leader informing a plan and asking comments from various parties, such as subordinates and work colleague (Drucker, 2004).

HZ’s habit to dig out information from meetings with his subordinates also changed the organization’s culture in Yogyakarta municipal government. This is thanks to his habit of always asking for a perfect answer for the question raised so that he can find solution for the problems occur in the society. Civil servants attending meeting with HZ are demanded to work hard to elaborate a program properly. The high expectation he harbors to his subordinates also plays role in changing Yogyakarta municipal civil servants’ mindset. Civil servant must think fast, creatively and be able to make a good plan so the implementation of a program/policy can be done well and be beneficial to the people.

“HZ is truly democratic, discipline. I have had several meetings with him. He always wants things to be perfect. Otherwise, he will be upset. He wants everything perfect, just meeting his standards, including when it comes to this pole. These days, this pole is used by the youth to hang out, and not the lower class youth that I’m talking here. After the evening work, HZ will try to slow down the traffic with pavement block. There is a plan to cover this in news and make the pedestrian (interview with Octo, Chief Editor of Kedaulatan Rakyat Newspaper).

One of the tourism icons of Yogyakarta these days is actually the fruit of HZ’s initiative, which inspiration he got after seeking information in Petro Science Museum in Kuala Lumpur, Malaysia. HZ is capable to transform the information he obtained from the comparative study into creative idea which he applies to strengthen Yogyakarta’s image as student city by building Taman Pintar Yogyakarta (Yogyakarta’s Smart Park).

However, there is still some disadvantages when a leader goes down directly to the people and seeks information over the problem occurs. This happens for example when Yogyakarta was struck by earthquake. At that time, he led all the SKPD (work units) of the municipality to launch emergency response for the victims. Due to his proximity with some elements of society, people often forced HZ to distribute aid quickly, while there is procedure to comply with, which specifies that distribution should go through the RT and RW (neighborhood and ward) heads up until subdistrict level. This makes the elements below this administrative area, particularly below subdistrict, finds difficulty to make administrative report as deviation often appears in implementing the aid distribution procedure made.

The second dimension of a leader’s role as information processor is his role as disseminator. Leader has special access to source person who can provide him with factual information that can influence the decision making process both for superior and subordinate. The leader then will pass on the information to his subordinates whether in exactly the same manner or in paraphrased manner.

During his service period as mayor, HZ always acts as disseminator in introducing a plan, idea and program to the apparatus of Yogyakarta municipality. This function is carried out so as to make the information distributed...
to the subordinates not distorted so that the information itself can be properly understood. In addition, his vision as regional head is also implemented by making masterplan or city Mid-Term Development Plan (RPJM).

“Back then when he was just inaugurated, he explained to us that he had already had his own master plan.” (interview with Hani, KR journalist).

More or less, this habit is influenced by his background prior to his service period as mayor: businessman. HZ is not bureaucrat. He is a businessman. As typical businessman, all ideas appear in his head are directly informed to his subordinates so that it can be followed up immediately. The active and responsive work rhyme has changed the work culture of Yogyakarta municipal government civil servant. Managerial practice in private sector, which is through clear and explicit instruction to subordinate is applied by HZ during his term. He tried to change the stigma engulfing civil servant as slow worker by work faster. This is also aimed at creating professional work culture in Yogyakarta municipal government.

“If you want to give strict instruction, be like a boss, like a businessman to his subordinate. You must apply this ‘boss’ system. But that is what made him successful. In the past our bureaucrats worked so slowly. That’s Yogya’s characteristic. He is also very kind to the people, he often give charity with his own money, and he also does other things.” (interview with Subdistrict Office Secretary).

HZ’s ability to be the disseminator in delegating various thoughts and ideas to be implemented by his subordinates have proven to help Yogyakarta achieve various awards.

The third dimension of a leader’s role in processing information is as spokesperson. Leader directly informs all information to the people. In addition, leader also plays role to conduct lobby done to various parties to make the policy set up successful. During his service term, HZ often goes to meet the public to have dialogue while also acted as spokesperson for various programs and policies made by the Yogyakarta municipal government. As mentioned in the in-depth interview with Octolampito, the chief editor of Kedaulatan Rakyat newspaper, HZ did negotiate by himself to persuade street vendor to be relocated. The goal was to create order in public space as well as to preserve the aesthetics aspect of Yogyakarta and make it a neat, tidy and well-organized city.

One of the currently popular activities among Yogyakarta youth is night cycling. Knowing this, HZ communicates directly with Yogyakarta youths and supports them for cycling campaign to live a healthier lifestyle. The activity, named “sego segawe”, becomes a breakthrough aiming at improving the physical condition of Yogyakarta youth. Sego Segawe also stands for “sepedakanggosekolahlanyambutgawe” (bicycle to go to school and work), which is one of the strongest icons of the 10 year term of HZ term as mayor. Launched in October 2008, Sego Segawecausd the growth of bicycle community; a positive appreciation from Yogyakarta citizen. Bicycle transportation mode becomes short-distance alternative transport solution for students and workers (Retno, 2011). This shows that HZ as a figure is accepted by all elements of society, and hence he hardly finds any problem in communicating anything to the society. Furthermore, to emphasize further what he says to the people, he never hesitates to really apply whatever already proposed by the Municipal government.

People’s acceptance to HZ proved to be very good. This makes all information related to policy, program and activity campaigned by the Municipal Government of Yogyakarta become easy to communicate to the people without substantial friction or rejection. Another thing that also affects people’s acceptance to HZ is his non-formal communication style, without any entourage as usually someone in his position would have. His down-to-earth lifestyle also serves as his advantage and let him dialogue with his people easier.

Decisional Roles have to do with how a leader uses information in decision making, which comprises entrepreneur, disturbance handler, resources allocator, and negotiator. Simon (1960) argued that there are several steps of decision making, and he mentioned that there are four decision making processes: (1) Intelligence: collecting information to identify problem. (2) Design: designing solution in form of problem solution alternative. (3) Choice: selecting solution from the provided alternatives. (4) Implementation: implementing decision and report the outcome.

HZ’s presence as mayor during reform era is a momentum that also contributes to his success in leading Yogyakarta. Various innovative programs are done based on the real condition and need of the Yogyakarta people. HZ is renowned for being innovative for numerous ideas he proposed for better Yogyakarta.

Most of the innovative ideas come from HZ himself, which is then discussed with his subordinates. Thanks to his innovativeness, HZ is known as a smart mayor and is highly influential in making Yogyakarta’s improved image as being clean and innovative.

There are several prominent programs offered by HZ during his term. In bureaucracy, the one door service program is done by forming the so-called One Window Integrated Service Unit (UPTSA) for all kinds of licensing. This makes it easier for the people to process any license they need. For spatial hygiene and aesthetic, HZ has succeeded in making the city’s public space greener, cleaner and neater. Despite some critics on the physical
design, the optimal use of public green space has brought about new and more comfortable atmosphere to public space. Another interesting program is the implementation of the Public Private Partnership (PPP) concept as part of optimizing the Municipal Government asset in conducting public service facility procurement. HZ with his experience as businessman is capable of being a reliable leader for Yogyakarta Municipal Government PPP team in directing several cooperation with private party. One of the most phenomenal examples of this is the construction of Smart Park (Taman Pintar) which shows further his concern in strengthening Yogyakarta image as the City of Education. Yogyakarta Smart Park has become the new icon for this city. Furthermore, the Smart Park has even been used as example for similar programs in some other regions in the country. Some notes discussing about Smart Park management indicates that the General Service Office Model (Badan Layanan Umum/BLU) might be better option to be delegated with this task, since the management of such a place needs agility and non-bureaucratic space to work properly. There is also relocation and rejuvenation programs for Klithikan Market, Animal and Decoration Plan Market, Jogja Fish Market, which despite all constraints and challenges, have grown and developed into one of the centers of economy of the people of Yogyakarta.

In education, HZ makes education free for students of Yogyakarta. The granting of special quota for poor-card (KMS – literally means Toward Prosperity Card) holder family to access education, improvement and modernization of regional library system and make it a more attractive learning facility for students reflect a pro-people policy in education sector. Another no less extraordinary point is the Sego Segawe program. HZ through this program has managed to interpret the concept of energy-saving, carbon emission reduction caused by motorcycle emission into concrete action, while integrating it with sport, through the ‘cheerful cycling program’ to school and work every Friday. During his term, HZ is a type of leader with solid character in decision making. Even though he frequently involves his subordinates in making policy, the final decision is still on his hand. The acting regional secretary of Yogyakarta, for instance, mentioned the following:

“Mostly by discussion, but in the end, final decision is on his hand. As I said, sometimes policy contradicts with our conscience. Sometimes, when our opinion was asked, we actually do not agree with a particular policy, but as it has already been decided by our head, we will obey.” (Interview with Temporary Regional Secretary of Yogyakarta).

HZ’s decision making character is considered by some as authoritarian. However, it doesn’t mean that all decisions were made by himself because parties outside the government also acknowledged that there is still substantial discussion and compromise space provided by HZ in decision making. Moreover, HZ’s authoritarian character is also considered as having positive aspect as it is very needed to lead the bureaucrats in Yogyakarta. As revealed by the Kedaulatan Rakyat journalist:

“Being authoritarian for a program is a must. Civil servant tends to be too relax, so if they are not governed strictly, no program will work.” (Interview with Kedaulatan Rakyat journalist)

Similar opinion is also expressed by public leader from Muhammadiyah (prominent Islamic organization) and local member parliament of Yogyakarta who consider HZ as having firm character in giving instruction and decision making. The informant further said that this character can be considered as a “boss” character, which is in fact HZ’s background before becoming mayor. However, this character of decision making is deemed fit for Yogyakarta bureaucracy.

In obtaining his subordinates opinion, HZ is renowned for his dislike of “raw” idea. Every idea proposed to him must be “half-done” and its technical implementation should be clear. Decision making to receive or denounce an idea/input from subordinates are highly determined by that criteria. A journalist from Kedaulatan Rakyat mentioned the following:

“MR. HZ is someone who dislikes raw idea. Anyone coming to him and propose an idea must propose a half-done material. His subordinates must translate at least 50% of the idea, and Mr. HZ will just finalize and give some touch to it.”

The clearness of idea offered by the subordinates support the society’s assessment that HZ is indeed a perfectionist. HZ is known as not willing to take any decision on any idea that is not yet perfect, still has some shortages both in substance and technical aspects. This is stated by informant from Kedaulatan Rakyat newspaper as follows:

“HZ is democratic and discipline. I attended several meetings with him, and he is really perfectionist. If something is not perfect, it will upset him. Everything must be perfect and meet his standard.”

HZ’s background as businessman contributes much to his success in leading the City of Yogyakarta. This background, according to Mintzberg theory, puts HZ as leader with entrepreneur characteristics. This embedded characteristic affects the speed of decision making and discipline in carrying out every plan that has been set up. HZ is known as very sensitive and quick in capturing and understanding an issue and problem both those in internal
bureaucracy as well as the setting place in the society. This fairly quick response is balanced with the speedy attempt to find solution and making decision over the existing problem.

HZ’s speed in making decision is not only done through official forums, but frequently also through informal ones whether with the civil servants and the society alike. Despite so, any decision taken in informal forum is responded and followed-up immediately and eventually endorsed by HZ in official forum. Decision making in informal forum is done considering its speedy response to an arising issue and also the engagement of the public in finding solution for such an issue.

Informal mechanism is also often used by HZ to get people’s aspiration related to certain policy that is to be taken. Various dialogues taking place directly and indirectly for that purpose. People can be involved both as individual and group through, for instance, mass organization. This way it is expected that the policy implemented will be able to accommodate all interests. A leader from Muhammadiyah organization stated the following:

“People are actively involved, and Mr. HZ also comes directly to meet them. He has dialogue on air in radio. He is really proactive. Occasionally he engages mass organizations.”

The above statement shows that HZ has role as negotiator in leading his administration. Various discussions/negotiations are often done in decision making, although the final decision lies on his hand as mayor. His success in leading Yogyakarta is to some extent supported by his capability in making policy that fits with the problems and needs of the people, so that all policies taken tend to be supported and can be properly implemented. This is further strengthened by his excellent public communication skills which succeed to convince bureaucrats and the people on the programs he offered. All decisions and policies made by HZ during his term are deemed fit well with the public need.

Various successes in his two-period term in Yogyakarta do not prevent him from criticism by some, who consider there are still shortages and weaknesses in his leadership. One of these critics points out the lack of policy to respond some occurring problems. Despite all the shortages, generally HZ is considered as a man of commitment and of superior competence as compared to other local heads. Another critics mentioned about the lack of policy to respond non-basic problems, which, among others, expressed by WahyudiKumorotomo, an academe from UGM (GadjahMada University).

During his service term, not all problems were solved. For instance, in parking issue, he still did not manage to break up the parking mafia, which controls the business and hence causing substantial reduction to the parking levy the government is supposed to receive. He failed to solve that, and also many other things. However, if you compare him with other local heads, which lead to worsen situation after they are in position, of course HZ performs much better.”

CONCLUSION

Herry Zudianto as the mayor of Yogyakarta for 2001-2011 (2 terms) has sufficient leadership characteristics and has contributed substantially to the implementation of local government bureaucracy reform. Referring to Mintzberg theory, the role of Herry Zudianto’s leadership in general has already met the three roles: inter-individual relations role, information processor role, and decision maker role. It is these factors that make innovation and reform can run well.

REFERENCES


