

Erni Zuhriyati

Lecturer in the Department of Governmental Science, University of Muhammadiyah Yogyakarta, E-mail: ernizuhriyati@yahoo.com

Dian Eka Rahmawati

Lecturer in the Department of Governmental Science, University of Muhammadiyah Yogyakarta, S3 Program Student Political Science, University of Gadjah Mada, E-mail: dian_e_rahmawati@yahoo.com

Transformational Leadership in the City of Yogyakarta During Herry Zudianto's Era

<http://dx.doi.org/10.18196/jgp.2014.0014>

ABSTRACT

Political and governmental transformation that took place after the 1998 reformation brought the necessity for the bureaucracy to make self improvement. Bureaucratic performance in providing public services became the main focus. In this framework, leadership is the significant factor in performing a series of government innovation. This study aims to describe the implementation of transformational leadership to create an innovative government in Yogyakarta during Herry Zudianto's Era. The category of this study is a qualitative research. The data used is primary data that was obtained by interview, questionnaire, and observation, and secondary data obtained with the technique of data collection documentation. The results showed that Herry Zudianto has the criteria of transformative leadership in doing government innovation with characteristics of the four dimensions, namely idealized influence, inspirational motivation, intellectual stimulation and individualized consideration. Transformational leadership by contextual style according to the demands of the contemporary socio-politics has implications for the occurrence of a change of two organizational entities, namely organizational culture and innovation in policy implementation.

Keywords: transformational leadership, government's innovation, governments of Yogyakarta

INTRODUCTION

Political and governmental transformation that occurred after the 1998 reformation brought the necessity for the bureaucracy to make self improvement. The paradigm of

bureaucracy and public services have been amended where the performance of bureaucracy in providing services to the community became the main focus. These demands should carry implications for the reformation of bureaucratic performance, which promote optimum and maximum service for the community. However, what happened in Indonesia is that the paradigm of the government apparatus itself is not yet shifted. The old paradigm that puts the government as the ruler still leaves the problem of bureaucracy in which their performance is still difficult to develop, as well as still following the old patterns and ways of working that have been institutionalized for many years called comfort zone. The changes in the structure of government organizations are only done unsystematically without prior work of feasibility study as well as is formally done only to meet the demands of the performance report. Meanwhile, the behavior and work patterns have not changed much. The services that seem complicated, not transparent, and uncertain are the old pattern of the performance of the Indonesian bureaucracy. As a result, the performance of regional governments still seems to be in a stagnant condition. There is no new breakthroughs considered as problem solving, not just the realization of operational and technical guidelines of the supervisor alone. In this context, leadership is a significant factor in conducting a series of government innovation.

The experience of bureaucratic reformation in Indonesia shows that a leader plays an important role in changing the behavior of the bureaucracy. Paternalistic society needs a figure who is able to conduct an effective method towards the creation of a more effective government. That kind of leader in the community is the one who is able to understand the changing of the dynamics of the socio-political context around him/her, where bureaucracy and society at large have not understood comprehensively. This community leader must also be able to create pioneering steps, systems, and to formulate a new paradigm that is more relevant. Bureaucracy and society depend on the leadership patterns, and tend not to have the initiative to change unless is based on the direction of leaders and the breakthrough change he/she has

done. In many cases of the success of the performance of local government in Indonesia in the reformation era, the leader is the main factor in the success of government transformation towards a more effective, democratic, transparent and accountable government. The leadership of a regional head is a vital instrument to encourage the bureaucracy to immediately make improvement.

The decentralization policy as outlined in the Law No. 32 of 2004 provides ample room for the district and the municipality to manage their resources. The regions are required to provide public services to optimize and maximize the resources that they have. At this point, an innovative leader is required. There are several districts and cities that have managed to do government reformation process and received awards from the central government, including the Government of the City of Yogyakarta. Under the leadership of Herry Zudianto, the Government of the City of Yogyakarta has taken various government innovations such as Integrated One-Stop Service Unit (UPTSA), *Taman Pintar*, *Walikota Menyapa* (Greeting from the Mayor), and Information and Complaints Services Unit (UPIK). The public service innovation can cover the needs of the community and able to serve for the maximum with the resources owned by the City of Yogyakarta.

The leadership which could encourage the emergence of innovation governance is transformative leadership model. The Borin research result in 217 states in the United States and Canada indicates that transformative leadership has become one of the critical factors for the success of local government in building innovation governance (Nurmandi, 2006: 141). Bernard M. Bass and Bruce J. Avolio suggested that transformational leadership has four dimensions which he called as the Four I's, which are idealized influence dimension, inspirational motivation dimension, intellectual stimulation dimension, and individualized consideration. Therefore, this research aims to describe the implementation of transformational leadership to create an innovative government in Yogyakarta in the era of Herry Zudianto using a four-dimensional perspective of transformational leadership.

THEORETICAL FRAMEWORK

Leadership is a process of giving influence in determining the organization's goals, motivating followers' behaviors to achieve goals, and affecting to improve the

group and its culture. Leadership is also a process of giving influence to the followers' interpretations on events, organizing and activities to achieve targets, maintaining support and cooperation from people outside the group or organization (Rival, 2007: 3).

A leader has a strategic role in optimizing the organization by making decisions and strategic plans to achieve the organization's goals. The power of the leader to influence the performance of members of the organization results into a central position in decision-making. Policy-making also allows a leader to conduct a performance evaluation to each problem and its solution in an organization. An ideal leader is demanded to know the context and challenges of organizational change. Therefore, it is necessary for a leader to have an ability to capture the socio-cultural phenomenon around him/her. As a result, the changes that should be made in the organization will soon be able to be carried out (Dewi, 2014: 3)

A leader must also be able to motivate the actors to work under his leadership. Motivation is the desire to work to achieve a goal, in which the goal can encourage members to do the work or can lead to the onset of working mobility. The indicator of motivation is sincerity and seriousness in doing the job, responsibility for oneself, supervisor and fellow members, fortitude on honesty in work, and tenacity or concerns to failure (Maryanto et al, 2004: 4).

Burns (1978) is credited with revolutionizing scholars and practitioner's view of leadership. He was the first to conceptualize leadership as a social process that involves both leaders and followers interacting and working together to achieve common interest and goals. His theory clearly elevated the significance of followers and the leader-followers relationship in the leadership equation. Burns defined "transforming leadership" as occurring when one or more persons engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality.

The power of transforming leadership comes by recognizing the varying needs and motives of potential followers and elevating them to transcend personal self-interest. This leadership is a moral process because leaders engage with followers base on shared motives, values, and goals. Burns asserts that only followers can ultimately define their true needs. So, the followers must maintain freedom of choice between real alternatives.

Nonetheless, transforming leadership is grounded in conflict. Conflict is often compelling because it galvanizes and motivates people. Leaders are able to discern sign of dissatisfaction among followers and take the initiative to make connections with followers. In this transforming leadership theory, leaders play a major role in shaping the relationship with followers.

Bass' research, (1985, 1996) built upon Burns's (1978), examined the theory and called his revised theory "transformational leadership". There is an important distinction in that, whereas Burns's theory focuses more on social reform by moral elevation of followers's values and needs, Bass's transformational leadership focuses more on attaining practical organizational objectives.

The work of Bass and others also refined Burns's concept of leadership and differentiated "transactional leadership" from "transformational leadership". Transactional leadership behavior refers to activities that help clarify expectations for direct reports, help direct reports achieve desired rewards and avoid punishment, and help facilitate desired outcomes. Transactional leader behaviors commonly comprise three categories: contingent reward, management by exception-active, and management of exception-passive.

Bass asserted that leaders demonstrating transformational leadership typically engage in several categories of behaviors. These behaviours typically enhance followers' motivation and performance. Transformational leaders are able to achieve three things: make followers aware of the importance of task outcomes, induce followers to transcend personal interest for the sake of the team or organization, and move followers toward higher order needs.

Burns stated that transformational leadership model essentially emphasizes that a leader must be able to motivate his/her members to carry out their responsibilities more than they are expected, to be able to define, communicate, and articulate the organization's vision, and his/her staffs must recognize it. Transformational leaders also have the ability to unify the vision and the future of the organization along with the members, as well as increasing the needs of the members at a higher level than they need (Krishnan and Srinivas, 1998: 4).

According to Yammarino and Bass (1990) transformational leader must be able to persuade his/her members to perform their tasks exceeding their own interests for the organization's larger interests. Transformational leader-

ship articulates its realistic vision of the future of the organization, stimulates its members intellectually, and pays attention to differences owned by its members. Thus, as expressed Tichy and Devanna (1990), the presence of transformational leaders has a transformation impact both on the organizational level or at the individual level.

Although numerous dimensions of transformational leadership have been theorized and researched, it is commonly accepted that transformational leaders' behaviours comprise of four categories called the Four I's by Bass and Avolio:

1. The dimension of idealized influence. The first dimension is described as the leader's behaviours that make his/her followers admire, respect and trust him/her as well.
2. The dimension of inspirational motivation. In this dimension, a transformational leader is described as a leader who can articulate a clear expectation on the performance of his/her members, demonstrates his/her commitment towards all of the organization's goals, and is able to inspire the team spirit within the organization by growing enthusiasm and optimism.
3. The dimension of intellectual stimulation. A transformational leader must be able to foster new ideas and provide creative solutions to problems faced by his/her members, and motivates his/her members to look for new approaches in carrying out organizational tasks.
4. The dimension of individualized consideration. In this dimension, a transformational leader is described as a leader who will listen attentively to inputs from his/her members and specifically has willingness to pay attention to the needs of his/her members (Stewart, 2006: 12).

Furthermore, a transformational leadership model could encourage the formation of innovation that has certain components. James P. Andrew, senior partner and managing director in the office of Chicago Boston Consulting Group (BCG) suggest that there are seven components in the innovation summarized in seven roots of innovation (www.america.gov), specifically: strengthening human resources, improving payback, protecting intellectual property, being consistent, easing access to innovations, promoting and developing cluster, leading by real example.

TABLE 1 TRANSACTIONAL LEADERSHIP AND TRANSFORMATIONAL LEADERSHIP MODELS

TRANSACTIONAL LEADERSHIP	
Dimensions	Leaders Behavior
Contingent reward	Leaders offer followers reward in exchange for desired efforts. Behaviors in this category revolve around clarifying expectations and exchanging promises
Management by exception-active	Leaders observe followers behavior and take corrective action when followers deviate from expected performance
Management by exception-passive	Leaders choose not to intervene until a problem becomes serious. In essence leaders do not intervene until a problem is brought to their attention.
TRANSFORMATIONAL LEADERSHIP	
Dimensions	Leaders Behavior
Idealized influence	Leaders serve as outstanding role models for their followers. They display conviction, emphasize important personal values, and connect those values with organizational goals and ethical consequences of decisions.
Inspirational motivation	Leaders articulate an appealing vision of the future and challenge followers's high standards and high expectations. Leaders provide encouragement, optimism, and purpose for what needs to be done.
Intellectual stimulation	Leaders question old assumption and stimulate new perspectives and innovative ways of doing things. They encourage followers to think creatively to address current and future challenges.
Individualized consideration	Leaders provide a supportive environment and carefully listen to followers's needs. Leaders advise, teach, coach their followers with the intention of advancing followers development.

Source: Brent J Goertzen, *Contemporary Theories of Leadership*.

Transactional leadership and transformational leadership constitute the most widely researched models of leadership. They have been extensively studied in many different organizational contexts and cultures. For example, corporations, militaries, government agencies, schools, universities (Lowe, Kroecek, 1996), United State, Mexico, China, Japan, Indonesia, and Germany (Bass, 1997).

RESEARCH METHOD

This study is included in the category of qualitative research in which more data is in the form of narratives, descriptions, stories, written, and not written documentation. Qualitative research seeks to understand social

phenomena through a holistic picture of the object of study in a natural specific context (Moleong, 2005: 6). This study seeks to understand social phenomena, the implementation of transformational leadership to create an innovative government in the City of Yogyakarta in the era of Herry Zudianto. The type of data required is the primary data and secondary data. Primary data were obtained through interviews, questionnaires and observation techniques. Interviews were conducted to severalheads of Local Government Units (SKPD), the director of *Taman Pintar*, NGOs, and some traders around the tourist spots. The questionnaires were distributed to 41 people of Yogyakarta with accidental sampling technique while the secondary data was obtained by using the

documentation technique.

Data analysis was done by qualitative data analysis technique. Data analysis is the process of organizing and sorting data into patterns, categories, and basic unit of description so that a theme can be found. The analysis process will be carried out by following the interactive cycles performed since the beginning of data collection. Interpretation of data is done through several stages: first, data reduction is aimed at selecting, sorting, selecting, and organizing data into patterns, categories, and specific themes. Secondly, data display presents data in the form of sketches, synopsis, and a matrix. Thirdly, the concluding stage is presented

RESULTS AND ANALYSIS



First, Herry Zudianto believed that the change of local government perform can be built with Human Resources Fondation. He built it by taking the fondation in mindset of work and the mindset is called Wakaf Paradigm, which provides implications to the behavior of his leadership and his staff of bureaucracy.

His transformative leadership carries implications for the growth of innovation in the Municipality of Yogyakarta. The Municipal of Yogyakarta received many awards from the central government and from NGOs such an innovative award from Government Science Society of Indonesia, Bung Hatta Anti-Corruption Award, and Transparency International Indonesia in 2009 as the government's cleanest and the most committed to the eradication of corruption.

A. THE INPUT OF HUMAN RESOURCES

The governance innovation becomes a prerequisite for the successful performance of successful governance reformation. However, the new paradigm developed by the Municipality of Yogyakarta is in the search of a new paradigm in carrying out its policies. The new paradigm is the paradigm of *wakaf* with the three pillars of the paradigm, which are the horizontal power, the government as a public servant and working as doing good deed (Zuhriyati, 2011: 56-70).

This paradigm is a new paradigm that has implications of a shift in perspective, the spirit and meaning in

the implementation of its performance. The pillar of the horizontal power brings implications of organizational culture in which the character of bureaucracy has horizontal relationships. Mayor Herry Zudianto develops an egalitarian culture in which he used to communicate with the elements of society, directly visiting the citizens, establishing communication with the media, the legislatives, or building a model that emphasizes the internal sharing of ideas in the government bureaucracy (Interview with staff of the Department of Tourism and Culture, Government of Special District of Yogyakarta, January 14, 2012).

The pillar of government as public servant brings the implications of changes in the interpretation of the implementation of the performance. Herry Zudianto, on his first day in office, told the government officials in Yogyakarta that he was not a Mayor but only the head of public servant. With this paradigm, a government institution became a public servant and should make an effort to serve the community as well as possible. The third pillar, working is doing a good deed. With this pillar, Herry always put in his staff's minds that the motivation to work in the City of Yogyakarta is solely for worshipping Allah by making the commitment of jihad that is totality, integrity, and loyalty in running their performance. With this commitment, the perspective in understanding performance will be more qualified (Zuhriyati, 2011: 69).

The paradigms above bring implications to the creation of two entities of innovation in the Municipality of Yogyakarta, namely:

1. ORGANIZATIONAL CULTURE

Organizational culture is a set of behaviors system, which are then socialized in an organization. A government that is open, transparent started with the hard work and continued with the construction of a strong cooperation in team work of bureaucracy staffs to achieve a shared commitment (interview with Nur Pireno, the Head of Information and Complaint Service Unit/UPIK and his staff, namely Bob Rinaldi, Bayu Wijayanto and Teddy Syafarillah, December 29, 2011).

In the era of Herry Zudianto leadership, the developed organizational culture is the relation between governance structure and its horizontal apparatus. He, as much as he could, did the lobbying process so that the relationship between the executive and legislative goes well. In addition, he was accustomed to share ideas with

his staff and looked for an alternative to the implementation of ongoing policies, not just to implement the duties, but searched for the root of the problems of government and found solutions.

2. STRENGTHENING OF HUMAN RESOURCES

Licensing Agency is an innovative policy implementation made by the central government, which requires local government in Indonesia to establish Integrated Service Unit for Local Licensing. The implementation has succeeded in realizing the first root of innovation. In the Licensing Agency, Mayor Herry Zudianto delegated his best personnel in the front office area through strict selection for front office is the part of the office which directly serves the public. Not only had the staffs have fine physical performance, but they also astute and well-trained in giving service. A human resources delegation should be in line with the personnel's background knowledge (interview with the Head of Data and Information Section, License Office of Yogyakarta Municipality at 23 December 2011).

To improve the human resources, most of the personnel who used to handle licensing in technical agency are transferred as Licensing Agency officials. The coordinator and secretary posts were handled by non-structural officials and all of them worked in the Licensing Agency wearing their own uniforms. With only 91 officials (68 civil servants and 23 contract workers) and 129 assistants, personnel management were conducted via:

1. Internal routine meeting, every morning, after morning ceremony
2. In-house training, in the first six months, once a week, every Tuesday
3. Training conducted by related agencies
4. Outbound
5. Training for operators on SIM HO, SIUP, TDP, Research Permit, and IMBB applications
6. Training for touch screen administrator on touch screen applications
7. Training for a queue guide on queue applications
8. Training for registration officials on licensing service application
9. Introduction to and training for structural staff and field officers of Licensing Agency on the touch screen, queue, and licensing service application.
10. Training for Information System staff on computer mechanic and web programmer.
11. Training for Licensing Agency officials on Prime Service, in cooperation with *Daya Procurement Mandiri* and the Asia Foundation (SINTAP UPTSA Establishment Document/License Office in Yogyakarta and its Implementations).

For managing the personnel, the office won 5th World's Best Front Office award. When we came to the office, we would experience the prime service. The office was equipped with air conditioner, well-managed landscape, well-ordered queue, and friendly staffs. It could be concluded that the service was equal to a private bank standard, which put forward customer satisfaction as its main goal (interview with Drs. Herman Sulistio, M.Si, the Head of Public Relation and Information Office).

B. TRANSFORMATIVE LEADERSHIP DIMENSIONS OF HERRY ZUDIANTO: A CONTEXTUAL LEADERSHIP MODEL

Based on the results of data analysis has been done, the leadership of Mayor Herry Zudianto meets four criteria based on the theory of transformative leadership of Bernard M. Bass and Bruce J. Avolio.

B.1. THE DIMENSIONS OF IDEALIZED INFLUENCE

Leaders serve as outstanding role models for their followers. They display conviction, emphasize important personal values, and connect those values with organizational goals and ethical consequences of decisions (Brent J Goertzen, *Contemporary Theories of Leadership*).

This dimension describes the behavior of the leader that makes his followers admire, respect, and trust him/her as well. Based on the public perception of the city of Yogyakarta, Herry Zudianto is a leader who has a good character, so that the staff admire, respect and trust him. He gives concrete examples of the implementation of the principles of transparency, accountability, and fairness. He is consistent with what he is saying and is committed to realize what he had said. He does not distinguish the status and class, on word and deed, and does not assume that he is the ruler, but he thinks that he is the head of a public servant who must perform public service as well as possible. He wants to open the faucet of democracy, public communication, and open dialogue with his staff

and the community. The implication is that public participation, which brings the effect of increasing the economic opportunities that benefit the community and the government. The success of his administration is also an example for the implementation of development in other parts of Indonesia (Interview with Nur Pireno, Head of Information and Complaint Service Unit (*Unit Pelayanan Informasi dan Komplain/UPIK*) and his staff, Bob Rinaldi, Bayu Wijayanto and Teddy Syafarillah, December 29, 2011).

Herry Zudianto does not like protocol and always gives an example. As a mayor he would not call himself mayor, but the chief public servant which is reflected from his daily activity. In *Sego Segawe* program (*sepeda kanggo sekolah lan nyambut gawe/Riding bicycle for going to school and work*) for example, he used to go to his office by cycling and open various events in the City of Yogyakarta by cycling. Herry Zudianto also committed to realizing the Clean Government. He gave the example of being trustworthy against what has been entrusted to him, and is not corrupt. The Municipality of Yogyakarta successfully received the title of Unqualified Opinion from Finance Auditor Body (*BPK*) for four years. He also received an award from the Bung Hatta Anti Corruption Award as a figure of inspiration in creating the Clean Government in Indonesia, Government Agencies Accountability Award from the State Ministry of Efficient Utilization of State Apparatus, as well as anti-corruption research institutes, Indonesia International Transparency as the cleanest municipality in 2008/2009. He makes every effort to conduct an informal approach to the community beyond the way that has been done by the government. In the settlement of Klithikan Market, for example, he used to have dialogue with citizens, especially the sellers in Klithikan Market anytime and anywhere with mats or in people's houses. This is different from the approach that had been done, because the government has been conducting a dialogue with the public in government offices (interview with the Head of Provincial Development Planning Agency /*Bappeda* Yogyakarta, January 2, 2012).

Likewise, the public perception and NGOs' views the first dimension in transformative leadership of Herry Zudianto. He is a good leader, who used to perform direct inspection of the condition of the construction of the City of Yogyakarta (interview with Wagiyono and Rosyidah, traders who had 15 years of being around the Taman

area, the City of Yogyakarta). He is a figure that is pro-people and is open to cooperation with NGOs, universities, companies and other partners. The municipal government is very responsive to the problems of women and children, as well as actively provides facilities and social assistance to the NGO one of which is the Institute for Research and Development of Women and Children. He also likes to build public awareness about the value of greening the environment to initiate *SegoSegawe* movement in order to nurture the value of the public to be environmentally friendly and health-conscious, and to grow the value of simplicity. In building economic empowerment, he initiated *SegoroAmarto* movement or *semangat gotong royong agawe majuning Ngayogyakarta* (mutual assistance in advancing Yogyakarta) by having rotating dues done by the society for economic empowerment (interview with Afi Aryani, administrators of *LSPPA* Yogyakarta/Institute for Research and Development of Women and Children, January 5, 2012).

Results of interviews with bureaucracy staff and NGO is strengthened by public perception tabulated as follows:

TABLE 2 LEADERS PROVIDE EXAMPLES

Response	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Sometimes	3	7.3	7.3	7.3
Often	14	34.1	34.1	41.5
Always	24	58.5	58.5	100.0
Total	41	100.0	100.0	

B.2. THE DIMENSION OF INSPIRATIONAL MOTIVATION

Leaders articulate an appealing vision of the future and challenge followers' high standards and high expectations. Leaders provide encouragement, optimism, and purpose for what needs to be done (Brent J Goertzen, *Contemporary Theories of Leadership*).

These dimensions describe a leader who is able to articulate clear expectations on the performance of the staffs, to demonstrate the commitment to the whole purpose of the organization, and to inspire the team spirit within the organization through the growth of enthusiasm and optimism. Herry Zudianto is always eager to do his job, e.g. on his commitment in implementing *RPJPD* (The Preparation of Regional Long Term Development Plan), *RPJMD* (The Preparation of Regional Medium Term Development Plan), and *APBD* (Regional

Government Budget) product planning that must be implemented so it does not violate the existing local regulations (interview with the Head of *Bappeda* Yogyakarta, January 2, 2012).

To make democratization of governance that is transparent, accountable and aspirational come true, he really puts an effort by launching *Walikota Menyapa* program (Greeting from the Mayor), which is a dialogue between the mayor and the public on the radio on Monday and Thursday. In this program society is free to say what they want, then deliver constructive criticism and suggestions for the progress of City of Yogyakarta. If he is unable to answer technically, he will ask the head of related *SKPDs* to answer. Feedback from the people will then be assessed and an action agenda for the *SKPD* (interview with the Head of Data and Information, December 23, 2011). This means that it provides motivation in implementing government interaction with the public in a way to invite the Head of *SKPD* to take an active role in answering existing problems in society. He invites his staff to always capture the aspirations, listen to public complaints, and be responsive to the conditions surrounding that is then implemented into the policy agenda.

He shows his commitment and is striving to provide motivation to the staff to commit to what has been planned. He will ask the next day about its implementation, or if it has not realized he will ask about the obstacles. He also often performs impromptu instruction to check the readiness of his staff so that they should always be ready to answer his questions. Thus, it is a motivation to always be ready to work with full of professionalism (Interview with the Head of Education Department of Yogyakarta, December 29, 2011).

Zudianto also gives rewards for the achievements of his staff with additional rewards in the form of attendance incentives or praise and rewards for high performing employees. He is able to inspire the spirit and enthusiasm of his staff to work earnestly in serving the community (interview with the Head of Education Department of Yogyakarta, December 29, 2011). This seriousness is reflected with the working hours. He is often in the Municipal Office of Yogyakarta exceeds the existing working hours, even gets home until late at night when the task is not yet completed. It encourages his staff to do the same. He makes a policy to reward high performing employees by creating performance allowance

measured which level is measured by the merit or performance or by promoting high performing employees (interview with the Head of *Bappeda* Yogyakarta, January 2, 2012). Even so, he is also firm by providing a reduction in incentives for employees who commit errors or warnings and reprimands either directly or indirectly. The fulfillment of this dimension is also supported by the public perception that is reflected in the quantitative data below

TABLE 3 INSPIRING LEADERS

Response	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Sometimes	2	4.9	4.9	7.3
Often	15	36.6	34.1	41.5
Always	24	58.5	58.5	100.0
Total	41	100.0	100.0	

B.3. THE DIMENSION OF INTELLECTUAL STIMULATION

Leaders articulate an appealing vision of the future and challenge followers's high standards and high expectations. Leaders provide encouragement, optimism, and purpose for what needs to be done (Brent J Goertzen, *Contemporary Theories of Leadership*).

This dimension describes a leader who is able to foster new ideas provide creative solutions to the problems faced by the staffs, and motivate staffs to seek new approaches in carrying out organizational tasks. Essentially new ideas always come out as Herry Zudianto is a person who is thirsty for innovation. He appreciates the input of new ideas from his staff, listens carefully, and then follows it up with a program that is funded by *APBN* (interview with The Head of *Bappeda* Yogyakarta, January 2, 2012).

He gives a stimulus to foster new ideas to the creative staff, greets and asks for input from his staff, either directly or in writing even through social networking either *BBM* or *Facebook*. Although he has great ideas, he asks for input and invites his staff to exchange ideas. He will motivate them to seek new approaches to solve the problems faced by society. For example, in health issues, by providing health insurance to the poor, or with the "Yes 118" program where the public will have a free medical treatment facility in 1x24 hour when there is accident occurred in the city of Yogyakarta by calling to the number (interview with the Head of Education

Department of Yogyakarta, December 29, 2011).

In improving the quality of human resources he conducted a hierarchy training and functional technical training. The recruitment of new civil servants, even now has to meet the standards of university graduates so that PNS (civil servant) formation of vacancies for graduates high school is no longer exist. Recruitment of civil servants is also conducted openly and has been through a credible information system (interview with the Head of *Bappeda* Yogyakarta, January 2, 2012). In applying the third dimension, in terms of public perception, Herry Zudianto always provides a stimulus to the staff and the community with the achievement value of 56.1 percent.

TABLE 4 LEADERS PROVIDE STIMULUS

Response	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Sometimes	1	2.4	2.4	2.4
Often	17	41.5	41.5	43.9
Always	23	56.1	56.1	100.0
Total	41	100.0	100.0	

B.4. DIMENSION OF INDIVIDUALIZED CONSIDERATION

Leaders provide a supportive environment and carefully listen to followers's needs. Leaders advise, teach, coach their followers with the intention of advancing followers development (Brent J Goertzen, *Contemporary Theories of Leadership*).

This dimension describes a leader who will listen attentively to the staff's inputs and specifically want to pay attention to the needs of the staff. He made a favorable policy to the communities, e.g. the establishment of *Taman Pintar*. With the establishment of the park, the vendors' revenue increases. Moreover, there is no longer thug money to the merchant as it is monitored directly by the government of Yogyakarta. The vendors' wagons are supplied by the government of Yogyakarta. They are also required to save in *PPAY* as a provision for their retirement (interview with Wagiyo, merchants around *Taman Pintar*, January 3, 2012).

Herry Zudianto also frequently checks the condition of *Taman Pintar* directly and has dialogue with the public, asking people about the needs of the community, especially the vendors in the region. Every May 21 and May 22, meetings are held between vendors and government, such as village heads, subdistrict heads, and occasionally

the mayor. If there are complaints from traders, it then will be followed by the government and instruct the *Satpol PP* (The Civil Service Police Unit) as a regulator of traders on the sidewalk and police on duty to secure from the threat of thugs (interview with Wagiyo, trader around *Taman Pintar*, January 3, 2012).

He also listens to and appreciates the aspirations and the public and to find out their needs he even inspects directly to the public for observation (Interview with Rosyidah, housewives in the *Wirobrajan* area, January 4, 2012). At the beginning of his reign, usually he and his staff go cycling on Friday morning after dawn, visiting villages in the region of Yogyakarta to interact and have dialogue with the public. The event, called *Sambung Kampung* (Connecting the Villages). In the event, the Mayor and his staff, introduces his programs and budgets and checks the conditions and the results of existing development in the City of Yogyakarta. He begins to pay attention to the needs of his staff (interview with the Head of Education Department of Yogyakarta, 29 December 2012). Every Eid day he visits the families of *Pasukan Kuning* (the Yellow Troopers), which is the hygiene employee to give Eid gifts from his personal funding, not from the *APBD* (interview with staff of the Office of Public Relations and Information Municipal of Yogyakarta, December 30, 2011).

TABLE 5 LEADER PAYS ATTENTION TO THE NEED OF THE STAFFS AND THE SOCIETY

Response	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Sometimes	5	12.2	12.2	12.2
Often	17	41.5	41.5	53.7
Always	19	46.3	46.3	100.0
Total	41	100.0	100.0	

The data above also illustrate that the public perception of the fulfillment of the individual consideration from the mayor is reflected from their perception that Herry Zudianto pays attention to the needs of his staff and the community with the highest percentage of always reaching values as much as 46.3 percent. From these theories, it can be concluded that leadership of Herry Zudianto is not only transformational leadership and transcendental transformational leadership which means a leadership that meets the dimension or character of transformational leadership, but it also develops

the spirit of religious transcendence. It means that the meaning of governance performance is not only merely temporal meaning, but it also means doing good deeds or related to the implementation of human relationship with God to work as well. This is reflected in *wakaf* paradigm, which gives a more transcendent meaning. This can be understood because Herry Zudianto has the background and was born from a religious family and community, which has an Islamic mass-based community organization, Muhammadiyah.

C. THE OUTPUT OF INNOVATION

The output of the transformational leadership in the era of Herry Zudianto is the realization of innovation in government. Innovation is the embodiment of a new management in the governmental process to improve management procedures that have been there before. Innovations made by the Municipal of Yogyakarta are not in the policy planning process. It is because in the planning process, there is a development planning standardization of local government in Indonesia, which is relatively the same. Innovations in the Municipal of Yogyakarta lies in creative ways to implement the policy in order to serve the community at best and can overcome the problems that have occurred in the performance of local government officials in issues of democratization, transparency, and accountability.

In this study, the researchers analyze the implementation of educational and tourism policies in Yogyakarta Municipality namely *Taman Pintar*, UPTSA (One-Roof Integrated Service Unit) in the Licensing Agency, and the effort in implementing democratic, transparent, and accountable UPIK (Unit Pelayanan Informasi dan Komplain - Information and Complaint Service Unit) and *Walikota Menyapa* (Greeting from the Mayor).

C.1. TAMAN PINTAR

Taman Pintar is an amusement park designed for children, which combines several arenas equipped with scientific properties; nonetheless, these properties are designed for fun learning. The existence of *Taman Pintar* has supported tourism industry both in Yogyakarta Municipality and Yogyakarta Special Province. This park has sustained the image of Yogyakarta Municipality's image as students' city. Furthermore, according to Ita Rustanti, the Manager of *Taman Pintar*, there were 1,270,000 visitors in 2010. The number increased significantly compared to the previous year, which only

reached 1,250,000 visitors. It shows that the number of visitors in *Taman Pintar* is the highest among other tourism destinations in Yogyakarta (jogja.tribunnews.com).

The establishment of this educative playground gives economic impacts on income expansion among street vendors located around Shopping Center. This playground has increased people's interests in visiting it. Control on the surrounding area is performed by making standardization on the vendors' handcart, enlisting all the vendors under PPAY organization, and minimizing the number of mobsters, which commonly occupied the area of *Taman Pintar* (interview with Wagiyono, a vendor in *Taman Pintar* at 3 January 2012). It means that each program from the government aims to provide as many benefits as possible to the society. Retribution does not mean to gain maximum local revenue; it is more of an instrument to regulate and to enhance the local revenue.

There are actually other sources of local revenue, like, XT Square, *Taman Pintar*, and Bank Jogja (interview with the Head of City's Development Planning Board Yogyakarta in 2 January 2012). Cluster promotion and development conducted by the government of Yogyakarta are in form of massive information supply and the use of information technology. The website of the government of Yogyakarta is an effective approach to improve promotion of recent progress, in term of endorsing some of its innovative achievements. Besides, each innovative unit has its own website which is quite interesting to visit since it displays up-to-date information and fascinating visual.

In anticipating low income on local revenue at the time of realizing innovative unit, Herry Zudianto performs a series of anticipating steps in form of cooperation, especially with partner corporations in the same cluster. For example, *Taman Pintar* developed cooperation with a corporation that was willing to fill out a related content to the unit or area. Each arena offered properties which are the result of cooperation with PT Sari Husada, Tbk., PT XL Axiata, PT Pertamina (Persero), PT ASTRA Honda Motor, PT IBM Indonesia, BLTP, BPD DIY, PT Cito Putra Utama, IKAPI Yogyakarta, PPLH Central Java section, PT ASTRA Agro Lestari, AQUA Danone (taken from www.tamanpintar.go.id).

C.2. THE LICENSING AGENCY OF YOGYAKARTA

The Licensing Agency of Yogyakarta is the implemen-

tation of the Handbill of the Minister of Home Affairs (Mendagri) No. 503/125/PUOD/1997 about the establishment of the Integrated Service Unit in local government. Initially, the regional government of Yogyakarta established One-Roof Integrated Service Unit (UPTSA) based on Governor Decree No.1/2000 and started its operation on 2 January 2000. UPTSA served *Catatan Sipil* (registrar documents), hinder ordonantie (HO) permit, SIUP, TDI, TDG, IMBB, SAK, SAH, IN GANG, Heavy Equipment Rental permit, IPPT, and IPL. Started from 2 January 2002, UPTSA was re-established based on Governor Decree No.63 (2002) upon the partial delegation of authority from the Economic Agency and Planning and Building Agency to UPTSA for the application of hinder ordonantie permit and IMBB. Therefore, UPTSA was transformed to Licensing Agency and was launched on 4 March 2002 (SINTAP UPTSA Establishment Document/Licensing Agency of Yogyakarta and its Implementations). Following its re-launching, UPTSA provides the issuing of serves *Catatan Sipil* (registrar documents), HO, TDI, TDG, SIUP, TDP, IMBB, SAK, SAH, IN GANG, Heavy Equipment Rental, IPPT, and IPL (replaced by research permit). The billing system is used to pay the retribution costs, which is located in the same area with UPTSA. The Licensing/Non-Licensing Form can also be obtained at sub-district (*Kecamatan*) and district (*kelurahan*) office under the Regional Government of Yogyakarta. The form can also be downloaded from www.jogja.go.id. (SINTAP UPTSA Establishment Document/License Office of Yogyakarta Municipality and its Implementations). The coordinator of the UPTSA / License Office signs a notice of incomplete HO and IMBB application, their retribution payment, as well as the declaration of the HO/IMBB. HO permit for small and medium disturbance around housing complex and IMBB license for less than 100 m² land, one storey/level building, and without border, in a certain village will be handled in the sub-district office (Mayoral Decree No. 28/2002). To increase service quality, Advice Planning is specially prepared for IMBB. In addition, Citizen Charter is only implemented for Birth Certificate and accepted service complaints via Hotline Service/UPIK (SINTAP UPTSA Establishment Document/License Office of Yogyakarta Municipality and its Implementations). The Licensing Agency is the pillar of democracy, transparency, and accountability. Together with UPIK and e-procurement, this system has cut down bureaucracy chain

and corruptive tendency that has been a tradition by far. This system has also limited the opportunity of face-to-face meeting between the vendor and authoritative agency in supplying goods or handling projects. Consequently, it reduces corruptive practices.

Herry Zudianto tried to apply consistency in giving public service. The government's paradigm as public servant was manifested in form of optimum service, such as, assurance and simplicity in carrying out licensing process, as well as transparent, accountable, and free from corruptive practices in carrying out licensing process. In realizing the aforementioned ideas, the License Office, as a system to serve the public, was created through a careful feasibility study. The process started from a study to find out fact which shown low professionalism in giving public service in term of licensing. In the previous reign, there were facts that service given by the office was indecisive and public tended to complain on it. Some other facts are as followed:

1. Ineffective and inefficient licensing process since it was slow, complicated, and had no clear procedure.
2. Insufficient human resources
3. No time and cost assurance
4. Dispersed staffs
5. Overlapped services
6. Inadequate database
7. Minimum use of information technology
8. High exposure to corruption, collusion, and nepotism
9. No reward and punishment
10. Low public participation

(SINTAP UPTSA Establishment Document/License Office of Yogyakarta and its Implementations).

In 2000 - 2002, One-Roof Integrated Service Unit (UPTSA) was established. After conducting an evaluation, some problems are not yet resolved, such as, unmanaged service process, system of retribution payment, and management in staff delegation. In 2003, UPTSA conducted evaluation and rearrangement involving TAF, NGO, DPM, POLOK UGM, as well as conducted license inventory, computerization by KAPDE, and billing payment system from *Bank Pembangunan Daerah*, all under UPTSA. In 2004, there were improvement processes including the availability of various downloadable forms available in www.jogja.go.id or its printed form available

in sub-district and village office, service satisfaction index scoring by PSKK UGM, complaint handling via UPIK in the short message hotline 2740, phone line 0812278001, and call center line (0274) 290274. In 2005, there was a staff selection that would be charged in Licensing Agency. This office was established in order to avoid overlap in licensing service among institutions, to have integrated licensing requirements, to perform more efficient process of license establishment, to give fixed cost in accordance with the local regulation, to provide clear procedure to avoid same forms for two or more types of licensing process, and public's right to gain information related to service implementation (SINTAP UPTSA Establishment Document/Licensing Agency of Yogyakarta and its Implementations).

Equipped with such optimum schemes, the Licensing Agency of Yogyakarta Municipality as the piloting office in Indonesia gained international achievement as the 5th World's Best Front Office in public service of local government level. It mainly came from conducive infrastructures, such as, strategic and reachable location, 2000 m² office with transparent windows, state-of-the-art IT facilities in LAN/internet connection, touchscreen queue line, touchscreen information board, special software to control computer usage, license information available and downloadable in www.jogja.go.id, as well as licensing application. This office had also accelerated the implementation of clean government since this office had minimized corruption and bribery. (SINTAP UPTSA Establishment Document/ Licensing Agency of Yogyakarta and its Implementations).

C.3. UNIT PENGELOLAAN INFORMASI DAN KELUHAN (UPIK/INFORMATION AND COMPLAINT SERVICE UNIT)

Unit Pengelolaan Informasi dan Keluhan (UPIK/Information and Complaint Service Unit) is a means of communication which connects society and government officials. UPIK can be accessed via popular media, namely Short Message Service (SMS), phone, and facsimile. UPIK launched on 30 January 2003 as a means of communication between the Mayor of Yogyakarta and society. The Mayor initiated an idea of creating a hotline service as a way of handling public's complaints through SMS line 08122780001 and phone line 555242. In June 2003, the government of Yogyakarta, in collaboration with TELKOMSEL, launched SMS 2740 (for Kartu

HALO and SIMPATI users). UPTSA coordinator and secretary managed this hotline. In 14 November 2003, the government of Yogyakarta worked with Swisscontact and PKPEK in improving hotline service into UPIK in which the management was handled by Public Relation and Information Office. By the end of 31 January 2004, UPIK was a computer-based public service system which aimed to improve public participation (interview with Nur Pireno, the Head of PIK, Public Relation and Information Office of Yogyakarta, and his staffs, Bob Rinaldi, Bayu Wijayanto, and Teddy Syafarillah, at 14 January 2012).

C.4. WALIKOTA MENYAPA (GREETING FROM THE MAYOR).

Other than UPIK, the channel of communication between society and government is also developed through *Walikota Menyapa* (Greeting from the Mayor). It is a program where Herry Zudianto and the head of SKPD or the staffs conducted an on-air dialogue broadcasted by 3 radios in Yogyakarta, every Monday and Thursday. In this program, the public has the opportunity to ask and to give criticism, suggestion, complaint, as well as input that would be responded directly by Herry Zudianto or the head of SKPD.

D. DILEMMA IN GOVERNMENTAL INNOVATION

Various innovations made by the Yogyakarta have been regarded with numerous achievements compared to other local governments in Indonesia. But, some problems are not yet solved. According to some informants who had previously conducted research in the government of Yogyakarta, UPIK is still a formality, which in its implementation, public expectation cannot be fully accomplished (interview with undisclosed informants at 25 November 2011).

Taman Pintar also faces future challenges. For instance, retribution given to some arenas is considered too expensive that makes visitors were unable to buy the entrance tickets. Visitors would only come to free-of-charge facilities. Hence, such financial problem needs solution or innovation which in the future, it will not be a burden to the budget of the Yogyakarta. Even, the Licensing Agency faces similar problem. Innovation that should be conducted hit a dead-end since there was no available budget. It caused the staffs were unable to allocate the limited budget (interview with an undis-

closed informant at 23 December 2011).

Problems also occur in handling Umbulharjo bus station and Jogja Fish Market where low rate of promotion made them unable to fulfill the expected target. Mobsters operated almost everywhere, such as, in Giwangan market, Sekaten fair, and parking lots around Yogyakarta. Also, less coordination in maintaining city parks led to sanitation problem (interview with an undisclosed informant at 23 December 2011). However, each success will lead to both positive and negative effects. Hence, those effects will become valuable inputs to the effort in improving Yogyakarta.

CONCLUSION

This study concludes that Herry Zudianto has the criteria of transformational leadership with four dimensions namely the Four I's which consist of idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration. Contextual leadership which is in-line with current socio-political demand has an implication to transformations in two organizational entities namely organizational culture and innovation in implementing policy. Organizational culture with *wakaf* paradigm has egalitarian and democratic character, as well as a tendency of informal communication. In addition, innovation in the area of creativity will lead the government in implementing policies, which may have been established by the central government.

REFERENCES

- Bass, B.M., 1996, *A New Paradigm of Leadership: An Inquiry into Transformational Leadership*, Alexandria VA,.
- Bass, B.M., 1997, *Does Transactional – Transformational Leadership Paradigm Transcend Organizational and National Boundaries?*, American Psychologist.
- Burns, J.M., 1978, *Leadership*, New York, NY Harper and Row Publishers.
- Dewi, Utami, 2014, *Karakteristik Kepemimpinan Politik Indonesia: Transaksional atau Transformasional*, UNY, Yogyakarta.
- Dokumen Pembentukan SINTAP (UPTSA/Dinas Perizinan Kota Yogyakarta dan Implementasinya .
- Fairholm, Matthew R., 2001, *The Themes and Theory of Leadership James MacGregor Burns and the Philosophy of Leadership*, Working Paper CR01-01, Center for Excellence in Municipal Management, Center for Excellence in Municipal Management.
- Goertzen, Brent J, *Contemporary Theories of Leadership*, Jones and Bartlett Learning, LLC.
- Krishnan, Venkat R. and Ekkirala S. Srinivas 1998, *Transactional and Transformational Leadership An Examination Of Bass's (1985) Conceptualization In The Indian Context*, Paper presented at Asia Academy of Management Meeting, Hong Kong, Xavier Labour Relations Institute, Jamshedpur, India.
- Nurmandi, Achmad, 2006, "Inovasi Organisasi Publik: Implementasi Knowledge Management Mendorong Inovasi", *Jurnal Kebijakan dan Administrasi Publik*, Magister Administrasi Publik Universitas Gadjah Mada, Volume 10, Nomor 2.
- Rivai, Veithzal, 2007, *Kepemimpinan dan Perilaku Organisasi*, PT Raja Grafindo Persada, Yogyakarta.
- Stewart, Jan 2006, *Transformational Leadership: An Evolving Concept Examined through the Works of Burns, Bass, Avolio, and Leithwood*, *Canadian Journal of Educational Administration and Policy*, Issue #54, June 26.
- Western, Simon, 2008, *Leadership A Critical Text*, Sage Publication, London.
- Zuhriyati, Erni, 2011, *Politik Informal Dalam Institusionalisasi di Pemerintah Kota Yogyakarta Di Era Herry Zudianto*, FISIPOL UGM, tesis.
- www.america.gov
- www.tamanpintar.com