

# Factors Affecting the Performance of Public Organizations in Indonesia

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## **Abstract**

The phenomenon that is used as the object of research is the performance of the Bekasi City Manpower Office. The purpose of the study was to discuss the effect of Policy Implementation, Leadership and Professionalism on the Performance of the Bekasi City Manpower Office. The research uses quantitative research. The research sample was 242 respondents taken from a population of 667 people using the Krejcie Table. Data collection techniques using literature study, questionnaire and observation techniques. Data analysis using SEM analysis. The results of the study are as follows: The magnitude of the influence of Policy Implementation on the Performance of the Bekasi City Manpower Office reached 0.30, which was weak but significant. The magnitude of the influence of leadership on the performance of the Bekasi City Manpower Office reached 0.52, which is quite strong and significant. The magnitude of the influence of professionalism on the performance of the Bekasi City Manpower Office reached 0.33, which was weak but significant. The new concept that can be compiled from the discussion of the results of research on the effect of

Policy Implementation on the Performance of the Bekasi City Manpower Office is a new concept on Financial Governance of Regional Work Units; regarding the Leader of Organizational Behavior Steering; and about Professional Appearance.

**Keywords:** policy implementation, leadership, professionalism

## 1. Introduction

As an autonomous region adjacent to DKI Jakarta Province, the area of Bekasi City which reaches 210.49 km<sup>2</sup> is divided into 12 sub-districts, namely Pondok Gede, Jatisampurna, Pondok Melati, Jatiasih, Bantargebang, Mustika Jaya, East Bekasi, Rawalumbu, South Bekasi, West Bekasi, Medan Satria, and North Bekasi. In 2019, the population of Bekasi City was 2.45 million, consisting of 1.24 million men and 1.21 million women. (Bekasi City in Figures for 2020). With such territorial and population conditions, the City of Bekasi is faced with employment problems. Employment problems in question, among others, are revealed from the high unemployment rate, the low quality of the workforce. This fact can be seen from the composition of the workforce, namely primary school graduates totaling 60,772 people; 151,663 people have not finished elementary school, 181,224 junior high school students, 495,596 high school students, Diploma I, II, III/University totaling 377,437 people. (Source: FGD February 4 2019, BPS 2017) Meanwhile, entering the Covid-19 pandemic, employment problems in Bekasi City are certainly increasing and increasingly complex. The impact is clearly not limited to the socio-economic life of the workforce itself; but also has an impact on the economy of families, community groups, and the regional economy of Bekasi City.

## 2. Research Method

The operationalization of research variables includes 12 policy implementation manifest variables which are based on Charles O Jones' policy implementation model (Jones, 1997), 12 Leadership manifest variables which are based on Nanus' visionary leadership theory (Nanus, 1992), 12 manifest variables of Professionalism (Saud, 1992), and 12 performance manifest variables which were compiled based on Gordon's performance theory (Gordon, 2008) into 48 questionnaire items. Questionnaires were distributed to a sample of 242 people, taken from a population of 667 using the Krejcie Table. Data Analysis Techniques using SEM Analysis (Wijanto, 2007, 2008).

## 3. Research Results and Discussion

**Model Fit Test Results:** This compatibility test is intended to determine the degree of compatibility or Goodness of Fit (GOF) driven theory of constructing the research variables. There are 2 sizes of GOF that are not good, namely NFI and RFI Interval, there are 2 sizes of GOF that are quite good, namely RMSEA and GFI, there are 9 sizes of GOF that are good. Conclusion: The results of the overall fit of the model can be declared good (closed fit).

**Validity and Reliability Test Results:** All questionnaire items can be declared valid, because  $t \text{ Value} > t \text{ Table } 96$ . All variables can be declared reliable, because the extract variance value:  $0.70 > 0.50$ .

**Hypothesis Testing Results: Hypothesis I Testing:** Policy Implementation has a significant influence toward Manpower Office Performance, because  $t\text{-Value } 5.90 > t\text{Table } 1.96$  with

95% confidence level. **Hypothesis II Testing:** Leadership has a significant influence toward Manpower Office Performance, because the T-Value Value is  $5.90 > 1.96$  with a 95% confidence level. **Hypothesis III Testing:** Professionalism has a significant influence toward Manpower Office Performance, because the T-Value Value is  $5.90 > 1.96$  with a 95% confidence level. **Path coefficient:**  $K_{s1} \text{ Eta} = 0.30$ ,  $K_{s2} \text{ Eta} = 0.52$ ,  $K_{s3} \text{ à Eta} = 0.33$ .

**Second CFA:** shows the Money Dimension ( $K_{s1}$ ), Direction Setter Dimension ( $K_{s2}$ ) Professional Appearance Dimension ( $K_{s3}$ ) are the most dominant factors in the process of forming the magnitude of the influence of exogenous latent variables toward endogenous latent variables.

1. The new concept composed of discussing the effect of Policy Implementation toward the Performance of the Bekasi City Manpower Office is a **New Concept on Financial Governance of Regional Work Units**, with the definition: Financial Management of Regional Work Units is Financial Management of Regional Organizations in one fiscal year to implement policies, programs and activities that have been previously planned which are stated in the amount of budget allocation, budget function, budget performance, and budget performance accountability. With such a definition, there are 4 dimensions of analysis: (1) Dimensions of the amount of budget allocation; (2) Dimensions of the budget function; (3) Dimensions of Budget Performance; and (4) Budget Performance Accountability Dimensions. The conceptual description of the four dimensions of the analysis is as follows:

**Budget Allocation Dimensions:** Budget allocation is the distribution of the Regional Revenue and Expenditure Budget (APBD) for the financing of Regional Apparatus Work Units (SKPD) in one fiscal year in order to carry out previously planned policies, programs and activities. Planning policies, programs and activities in an SKPD Budget Document. The SKPD's Budget Document compiled in the Work Plan and Budget (RKA) format should be able to present clear information about the goals and objectives, as well as the relationship between budget allocations and the use and utilization of budget allocations to be achieved through the implementation of a job or activity, especially procurement activities that budgeted. The RKA is prepared based on the Regional Apparatus Work Plan and Budget (RKAPD). RKAPD is a planning and budgeting document that contains SKPD programs and activities which are the elaboration of the SKPD Work Plan and become a derivative of the relevant SKPD Strategic Plan in one fiscal year which is prepared based on the Regional Budget General Policy (Leibus & Mazure, 2017). The APBD General Policy, abbreviated as KUA, is a document that contains policies in the fields of income, expenditure, and financing as well as the underlying assumptions for a period of one year. In the APBD General Policy, Temporary Budget Priorities and Ceilings, hereinafter abbreviated as PPAS, are priority programs and a benchmark for the maximum budget limit given to Regional Apparatuses for each program as a reference in the preparation of work plans and budgets for Regional Apparatus Work Units. With such a budgeting mechanism, budget allocation planning should be based on the principles of budgeting which include accountability, value for money, honesty, transparency, and control. **Accountability:** This principle means that the distribution of the APBD budget to SKPD obtained from taxes and levies must be

accounted for and presented in the form of a report in which all matters relating to the use of public funds are disclosed. This accountability is carried out to two parties, namely the DPRD and the community. The process of accountability to the DPRD is submitted by the Regional Head. While accountability to the public can be done by using the mass media or other media. Value For Money: Performance-based budgeting demands an optimal output for the allocated expenditure so that each expenditure must be oriented or economical, efficient and effective. **Economical:** The relationship between the value of money and the input or practice of purchasing goods and services at the desired quality and at the lowest price. Every operational activity is said to be economical if it can be eliminated or reduce costs that are considered unnecessary. **Efficiency:** Closely related to the concept of effectiveness, namely the ratio that compares the output produced to the input used (Dururu et al., 2015). The process of operational activities is said to be efficient if a certain performance target (output) can be achieved using the lowest resources and costs (input). **Effectiveness:** Is the relationship between the output (output) of a responsibility center with the goals or objectives (outcomes) that must be achieved. Effectiveness in the implementation of SKPD activities can be interpreted as the completion of activities on time and within the available budget limits, it can also mean achieving the goals and targets as planned (Taušová et al., 2021). The greater the contribution of expenditures made to the value of achieving the specified goals or targets, it can be said to be effective only from the work process of the unit in question. **Honesty:** Honesty means that the financial management of the SKPD is transparent and all parties responsible for the performance of the financial management are honest and avoid all practices of corruption, collusion and nepotism (De Schutter & Ypi, 2013). In addition, the placement of e-budgeting staff is also necessary to prevent the occurrence of irregularities or misuse of financial data. **Transparency:** It is a form of openness of e-budgeting-based SKPD financial management that is easily accessible to the public and the public can easily obtain information on SKPD's financial management within a certain fiscal year. **Control:** Control is the process of monitoring and periodic inspection of the performance of SKPD's financial governance. Monitoring activities can be carried out using SKPD e-budgeting which is connected to the e-budgeting Center for Regional Financial Governance Control. Meanwhile, inspection activities on the performance of SKPD's financial governance are carried out directly by the SKPD which has the task of doing so. Monitoring and auditing of SKPD's financial management activities are carried out using the Expenditure Standards Analysis (ASB) and Price Standards approaches. When a deviation or misuse of the allocation of a . is found as a guarantee, the implementation of the rule of law or the imposition of strict sanctions need to be enforced consistently. The objectives include, among others, that the principles of SKPD's financial governance can be applied consistently and consistently. Thus, it can be assumed that increasing accountability, value for money, honesty, transparency, and controlling SKPD's financial governance improves the performance of public financial governance.

**Budget Function Dimensions:** The budget function is the designation, use or use of budget allocations for each SKPD budget post in one fiscal year in order to carry out the performance that has been previously planned and arranged in the SKPD budget document.

The budget document prepared by the SKPD in the Work Plan and Budget (RKA) format should be able to present clear information about the goals and objectives, as well as explain the relationship between the budget function and the details of the use and use of the budget. The RKA is prepared based on the Regional Apparatus Work Plan and Budget (RKAPD). RKAPD is a planning and budgeting document containing SKPD programs and activities which is an elaboration of the SKPD Work Plan which is a derivative of the SKPD Strategic Plan compiled according to the direction of the Regional Budget General Policy. The General Budget Policy, abbreviated as KUA, is a document that contains policies in the fields of income, expenditure, and financing as well as the underlying assumptions for a period of one year. In the APBD General Policy, Temporary Budget Priorities and Ceilings, hereinafter abbreviated as PPAS, are priority programs and a benchmark for the maximum budget limit given to Regional Apparatuses for each program as a reference in the preparation of work plans and budgets for Regional Apparatus Work Units.

With such a budgeting mechanism, the budget function is arranged in line with the function of the SKPD; but developed in accordance with the direction of the SKPD's financial policy in following the direction of the Regional Budget General Policy, especially policies related to regional budget strategies and priorities for carrying out government affairs. Part of the budget allocation is indeed used to meet routine needs and personnel expenditures. However, because most of the distribution of the budget from the APBD obtained from collecting taxes, levies and other local revenue is seen as a public budget, SKPD's financial management is also seen as a public financial management. The budget function in the implementation of public financial management includes all functions of the procurement of public goods and services which are fully the duties and responsibilities of the government and carried out by SKPD in accordance with their position, authority, duties, functions and responsibilities.

Implementation of public financial management can certainly be fully in the broadest public interest. This means that the implementation of the budget function in SKPD's financial management is not only positively correlated with the implementation of government affairs but also positively correlated with the implementation of government functions related to the duties, functions and responsibilities of the SKPD. The implementation of the government functions in question is directed at meeting the basic needs of the community, such as the need for health services, educational services, social services and services for other community welfare needs. In this dimension, the assumption can be developed that the more effective the implementation of the budget function in SKPD's financial management, the more effective the implementation of government functions by the Regional Government will be. Thus, it can be assumed that the optimization of the implementation of the budget function can optimize the implementation of government functions.

**Performance Dimensions:** Budget Performance is the process and result of SKPD's financial management in implementing previously planned policies, programs and activities. The budget performance planning is arranged in an SKPD Budget Document.



The SKPD's financial governance process includes the following indicators: transparency, productivity, effectiveness, efficiency and budget accountability. Meanwhile, the results of the SKPD's financial management include the following indicators: Amount, quality, meaning and benefits of the budget.

**SKPD Budget Documents** compiled in the Work Plan and Budget (RKA) format should be able to present clear information about the goals and objectives, as well as the relationship between budget allocations and the use and utilization of budget allocations to be achieved through the implementation of a job or activity, especially procurement activities that budgeted. The RKA is prepared based on the Regional Apparatus Work Plan and Budget (RKAPD). RKAPD is a planning and budgeting document that contains SKPD programs and activities which are the elaboration of the SKPD Work Plan and become a derivative of the relevant SKPD Strategic Plan in one fiscal year which is prepared based on the Regional Budget General Policy. The General Budget Policy, abbreviated as KUA, is a document that contains policies in the fields of income, expenditure, and financing as well as the underlying assumptions for a period of one year. In the APBD General Policy, Temporary Budget Priorities and Ceilings, hereinafter abbreviated as PPAS, are priority programs and benchmarks for the maximum budget limit given to Regional Apparatuses for each program as a reference in the preparation of Work Plans and Budgets for Regional Apparatus Work Units.

With such a budgeting mechanism, the performance of SKPD's financial management can be used as an object of assessment of the performance of SKPD in managing public finances, especially public finances that are managed for the implementation of government affairs that are directly related to the dynamic conditions of development, needs and problems of the community. SKPD's financial governance performance is determined by at least four three critical factors, namely bureaucratic work culture, bureaucratic leadership, and the mentality of the bureaucratic apparatus. Bureaucratic work culture is indicated, among others, from the views, attitudes and work behavior of individuals, groups and work units. It must be admitted that there is no bureaucracy that is completely free from various bureaucratic pathologies (acute bureaucratic disease). Until now, there are at least five bureaucratic pathologies. The five bureaucratic pathologies in question are: first, bureaucratic pathologies that arise due to the perception and managerial style of bureaucratic officials; second, bureaucratic pathology caused by lack of knowledge and skills of bureaucratic apparatus; third, pathology arising from the actions of bureaucratic apparatuses that violate the rule of law; fourth, bureaucratic pathology which is manifested by the behavior of dysfunctional bureaucratic apparatus; and fifth, bureaucratic pathology that is formed as a result of the government's internal situation. From the phenomenon of such bureaucratic behavior, an unproductive bureaucratic work culture is formed; sluggish, tortuous; and tend to deviate. Such behavior arises because officials who abuse their power and position forget that the power they have is not something that they inherently possess, but because of the trust they have gained to occupy a certain managerial position, which in fact must be devoted to the interests of the whole community. If there is an abuse of power and position, what happens is the use of one's

power and position for the benefit of oneself or a particular group at the expense of more important and broader interests that functionally must be served. Self-interest can occur in various forms, such as increasing power, position perpetuation, megalomania, enriching oneself and various other interests that cannot harm state finances but can also harm the wider community. Therefore, abuse of power and position in the financial management of SKPD needs to be prevented as early as possible so that corruption, collusion and nepotism do not occur.

**Bureaucratic leadership** is a process of social interaction that exists between officials and bureaucratic staff, including the process of social interaction in managing public finances. This type of leadership grows and develops according to the values of the organizational culture environment that characterizes and characterizes the work culture of the bureaucracy. Ideally, bureaucratic leadership can be a determining factor for progress and changes in bureaucratic work culture that are in line with social changes and community development, because the bureaucracy exists for the benefit of the community (Casper, 2018). However, because bureaucratic leadership is an integral part of government leadership which is controlled by political officials, then by itself the behavior of bureaucratic leadership follows the behavior of political leadership. This happens because even though every bureaucratic official is required to take a fit and proper test to get the highest position in the SKPD; but the reality shows that the final result of the fit and proper test is still determined by political officials. That is, the behavior of bureaucratic leadership is forever under the control of political leadership (Bowornwathana & Poocharoen, 2005). Selling and buying positions, giving tribute, appointing a third party, and abuse of authority for the benefit of political officials are some of the cases that show that the behavior of bureaucratic leadership cannot be separated from the influence of political leadership behavior. Therefore, it is difficult for bureaucratic leadership to be expected to be a determining factor for progress and changes in the work culture of the bureaucracy in an ideal direction. However, this does not mean that there are no complaints from political officials about the behavior of bureaucratic leadership. Bureaucratic officials certainly have their own ways, habits and patterns to secure their interests. In this dimension, a view can be developed that the leadership of the bureaucracy is always under the control of the power of political officials. Assuming that power tends to corrupt, it can be assumed that political leadership behavior can be positively correlated with bureaucratic leadership behavior. This correlation is revealed, among other things, from the network of corrupt behavior, collusion and nepotism between political officials and bureaucratic officials in implementing SKPD financial management.

**The mentality of the bureaucratic apparatus** is an individual's internal resources that shape the views, attitudes and behavior of the apparatus. Directly or indirectly, the mentality of this bureaucratic apparatus is influenced by the work environment. Therefore, the mentality of the bureaucratic apparatus is a reflection of the values of bureaucratic work culture and also shows its adherence to the behavior of bureaucratic leadership. To improve the mentality of the bureaucratic apparatus, a Law on State Civil Apparatus was issued. The reasons behind the issuance of this law are the need to build a state civil

apparatus (ASN), which among others has integrity, is professional, neutral and free from political intervention, free from practices of corruption, collusion and nepotism. For this reason, ASN Management is organized. ASN management is the management of ASN to produce ASN employees who are professional, have basic values, professional ethics, free from political intervention, free from corrupt practices, collusion, and nepotism. This ASN management is needed to ensure the implementation of transparent, professional, effective, efficient and accountable financial governance of SKPD. With the assumption that ASN Management can improve the quality of the mentality of the bureaucratic apparatus, it can be assumed that ASN Management can be positively correlated with the mentality of the bureaucratic apparatus.

**Budget Performance Accountability Dimensions:** Budget Performance Accountability is the accountability of SKPD's financial management in one fiscal year which is compiled in a Government Agency Performance Accountability Report (LAKIP). The performance accountability report is the implementation of the Performance Accountability System for Government Agencies. Government Agency Performance Accountability System (SAKIP) is a systematic series of various activities, tools, and procedures designed for the purpose of determining and measuring, collecting data, classifying, summarizing, and reporting performance to government agencies, in the context of accountability and improvement performance of government agencies, is the output/results of activities/programs that have been or are to be achieved in relation to the use of budgets with measurable quantity and quality. Outputs are goods or services produced by activities carried out to support the achievement of program and policy goals and objectives. Outcomes are everything that reflects the functioning of the outputs of activities in a program. Activities are part of a program carried out by one or several work units at state ministries/agencies or work units in SKPD as part of achieving measurable targets in a program and consist of a set of actions to mobilize resources in the form of personnel (human resources), capital goods including equipment and technology, funds, or a combination of some or all of these types of resources as inputs to produce outputs in the form of goods/services. Program is the elaboration of the policies of the state ministry/institution or SKPD in the form of an effort that contains one or several activities using the available resources to achieve measurable results in accordance with the mission of the state ministry/institution or SKPD. Performance indicators are measures of success to be achieved from the performance of programs and activities that have been planned. Program Performance Indicators are measures of the results (outcomes) of a program which is the implementation of the main tasks and functions of a state ministry/institution and local government carried out by the SKPD. Activity Performance Indicators are a measure of the output of an Activity that is logically related to the Program Performance Indicators. Key Performance Indicators are a measure of the success of the organization in achieving its goals and are a summary of the results of various programs and activities as a description of the tasks and functions of the organization. Performance Report is an overview that briefly and completely describes the performance achievements prepared based on the work plan set out in the framework of implementing the Budget.



Performance Accountability is a manifestation of the obligation of a government agency to account for the success/failure of implementing programs and activities that have been mandated by stakeholders in order to achieve the organization's mission in a measurable manner with performance targets/targets that have been set through government agency performance reports compiled periodically. SKPD Performance Accountability Entities are units of local government agencies as users/power users of budgets that record, process, and report performance data. The implementation of SAKIP is carried out for the preparation of Performance Reports in accordance with the provisions of the legislation. The implementation of SAKIP as intended is carried out in harmony and in accordance with the implementation of the Government Accounting System and the procedures for controlling and evaluating the implementation of the development plan. Government Accounting System is a systematic series of procedures, operators, equipment, and other elements to realize the accounting function from transaction analysis to financial reporting within government organizations. The implementation of SAKIP in SKPD is carried out by the SKPD Performance Accountability Entity. SAKIP implementation includes: a. the strategic plan; b. Performance agreement; c. Performance measurement; d. Performance data management; e. Performance reporting; and f. Performance review and evaluation.

With the implementation of such SAKIP, the success or failure of SKPD's financial management can be measured, among others, through an evaluation of the resulting performance. SKPD's financial governance performance accountability is a synergy of Management Accountability, Process Accountability, and Program Accountability. Management Accountability focuses on the ability, effectiveness and efficiency in allocating management resources, such as budget, assets, and manpower. Process Accountability focuses on a series of SKPD activities that are evaluated according to certain procedures and techniques in providing certain benefits to the community. Program Accountability focuses on pen achievement of the results of SKPD activities that provide direct or indirect benefits to the community. Thus, it can be assumed that management accountability, process accountability, and program accountability based on SKPD's financial governance determine the values of benefits and utilization of public finances received by the community.

**Proposition:** From the new concept, propositions can be proposed: **Increasing budget allocation, budget function, budget performance, budget performance accountability, improving financial governance performance of Regional Apparatus Work Units.**

2. The new concept composed of the discussion of the influence of Leadership toward the Performance of the Bekasi City Manpower Office is a **New Concept of Organizational Behavior Steering Leaders**, with the definition: Organizational Behavior Steering Leaders are the Roles of Leaders who manage individual behavior, group behavior and organizational behavior to achieve goals. specific goals that are revealed from the Leader's role as a Code of Conduct; Leaders as Behavior Regulators; and Leaders as Behavioral Controls. With such a definition, it includes 3 dimensions of analysis: (1) Dimensions of Leaders as Behavior Managers; (2) Dimensions of Leaders as Behavior Regulators; and (3)

Dimensions of Leaders as Behavioral Controls. The three-dimensional conceptual description of the analysis is as follows:

**Leaders as Behavior Manager Dimensions:** Leaders as behavioral controllers are the role of leaders who position themselves as officials who are authorized to organize individual behavior, group behavior and work unit behavior in implementing policies and activities in a coordinated, integrated and connected manner in accordance with the order of these policies and activities. Thus, the role of the leader as a behavior manager views the importance of individual behavior, group behavior and work unit behavior that is coordinated, integrated and connected in an effective, efficient and accountable manner. A leader who directs organizational behavior should have the ability to direct individual behavior with an understanding of the importance of coordination in the process of implementing policies and activities, especially coordination related to a number of rules that underlie or accompany the implementation of these policies and therefore need to be harmonized. This alignment is carried out by integrating the functions and conditions of the resources of each party into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy structure and support the establishment of an integrated organizational behavior direction. In this context, individual behavior is seen as one of the determinants of organizational effectiveness, and therefore the individual's role needs to be optimized with performance directions that are in accordance with their responsibilities. In this dimension, the obstacle that needs to be anticipated is that the individual in question may not have reliable competence to contribute to the expected performance. For this reason, a leader who directs organizational behavior should be able to develop open and motivated leadership behavior. A leader who directs organizational behavior should have the ability to direct group behavior with an understanding of the importance of coordination in the policy implementation process, especially coordination related to a number of rules that underlie or accompany the implementation of the policy and therefore need to be harmonized. This alignment is carried out by integrating the functions and conditions of the resources of each party into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy structure and support the establishment of an integrated organizational behavior direction. In this context, group behavior is seen as the dominant work unit in achieving organizational effectiveness, and therefore the role of working groups needs to be optimized with careful and precise administrative and technical directions. In this dimension, the obstacle that needs to be anticipated is that each group member has different interests and an ego position appears. For this reason, the leader of organizational behavior should be able to develop communicative and cooperative leadership behavior. A leader who directs organizational behavior should have the ability to direct organizational behavior with an understanding of the importance of coordination in the policy implementation process, especially coordination related to a number of rules that underlie or accompany the implementation of the policy and therefore need to be harmonized. This alignment is carried out by integrating the functions and conditions of the resources of each party into the policy implementation process so that they are connected effectively, efficiently and accountably

in accordance with the policy structure and support the establishment of an integrated organizational behavior direction. In this context, organizational behavior is seen as a series of organizational resource management that needs to be optimized to optimize organizational achievement, and therefore the role of all organizational members needs to be optimized with good managerial direction. coordinated, integrated and connected with a democratic approach. In this dimension, the constraint that needs to be anticipated is that there is a dominant member or group of members and a member or group of members who receive less attention. For this reason, the leader who directs organizational behavior should be able to develop accommodative and responsive leadership behavior.

**Leaders as Behavior Regulator Dimensions:** Leaders as behavior regulators are the role of leaders who position themselves as officials who are authorized to regulate individual behavior, group behavior and work unit behavior in implementing policies and activities in a coordinated, integrated and connected manner in accordance with the order of these policies and activities (Abdel-Monem et al., 2016; Brehm & Gates, 2008). Thus, the role of the leader as a behavioral regulation views the importance of individual behavior, group behavior and work unit behavior that are coordinated, integrated and connected in an effective, efficient and accountable manner. A leader who directs organizational behavior needs to have the expertise to regulate individual behavior by explaining the function of coordination in the policy implementation process and implementation of activities, especially coordination among several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the functions and conditions of the resources of each party into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy order (Broersma et al., 2011). Thus, the implementation of the coordination function supports the establishment of an integrated organizational behavior direction. In this context, individual behavior deserves to be seen as one of the determinants of organizational effectiveness, and therefore individual roles need to be optimized with clear performance rules according to their duties and responsibilities. In this dimension, the obstacle that needs to be anticipated is that the individual in question may not have a reliable professionalism to contribute to the expected performance. For this reason, a leader who directs organizational behavior needs to develop communicative and motivational leadership behavior. A leader who directs organizational behavior must have the expertise to regulate group behavior by explaining the coordination function in the policy implementation process and the implementation of activities, especially coordination among several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the functions of work units and the condition of resources in each work unit into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy arrangement. Thus, the implementation of the coordination function becomes a factor that supports the smooth and integrated behavior of the organization. In this context, group behavior must be seen as one of the critical factors for the success of collegial organizational collective performance. Therefore, the performance of the working group needs to be optimized with clear performance arrangements according to the duties and

responsibilities of each working group. In this context, group behavior is seen as the dominant work unit achieving organizational effectiveness. Therefore, the performance of the working group needs to be optimized with careful and precise administrative and technical directions. In this dimension, the obstacle that needs to be anticipated is that each group member may have different interests and show sectoral ego or position ego. For this reason, the leader of organizational behavior should be able to regulate communicative and cooperative leadership behavior. A leader who directs organizational behavior must have the expertise to regulate group behavior by explaining the coordination function in the policy implementation process and the implementation of activities, especially coordination among several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the functions of work units and the condition of resources in each work unit into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy arrangement. Thus, the implementation of the coordination function becomes a factor that supports the smooth and integrated behavior of the organization. In this context, group behavior must be seen as one of the critical factors for the success of collegial organizational collective performance. Therefore, the performance of the working group needs to be optimized with clear performance arrangements according to the duties and responsibilities of each working group. In this context, group behavior is seen as the dominant work unit achieving organizational effectiveness. Therefore, the performance of the working group needs to be optimized with careful and precise administrative and technical directions. In this dimension, the obstacle that needs to be anticipated is that each group member may have different interests and show sectoral ego or position ego. For this reason, the leader who directs organizational behavior should be able to regulate communicative leadership behavior f and cooperative. A leader who directs organizational behavior must have the expertise to regulate organizational behavior by explaining the importance of the coordination function in the policy implementation process and the implementation of activities, especially coordination among several interrelated rules and regulations in the policy implementation process. This arrangement is carried out by integrating the function and condition of the resources of each party into the policy implementation process so that it is connected effectively, efficiently and accountably in accordance with the policy order and supports the establishment of an integrated organizational behavior direction. In this context, organizational behavior is seen as a series of organizational resource management that needs to be optimized to optimize organizational achievement, and therefore the role of all organizational members needs to be optimized with coordinated, integrated and connected managerial direction with a democratic approach. In this dimension, the constraint that needs to be anticipated is that there is a dominant member or group of members and a member or group of members who receive less attention. For this reason, the leader who directs organizational behavior should be able to develop accommodative and responsive leadership behavior.

**Leaders as Behavioral Control Dimensions:** Leaders as behavioral controllers are the role of leaders who position themselves as officials who are authorized to control individual behavior, group behavior and work unit behavior in implementing policies and

activities in a coordinated, integrated and connected manner in accordance with the order of these policies and activities (Kim, 2005). Thus, the leader's role as behavioral control considers the importance of individual behavior, group behavior and work unit behavior that are coordinated, integrated and connected in an effective, efficient and accountable manner. A leader who directs organizational behavior needs to demonstrate his ability to control individual behavior in the process of implementing policies and implementing activities. The intended control is not only to prevent irregularities but also to coordinate several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the functions and conditions of the resources of each party into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy order. Thus, the implementation of the coordination function supports the establishment of an integrated organizational behavior direction. In this context, individual behavior needs to be considered as one of the factors that affect organizational effectiveness. Therefore, individual behavior needs to be controlled to be consistent with their duties and responsibilities. In this dimension, the constraint that needs to be anticipated is that the individual in question may not have the consistency of behavior to contribute to the expected performance. For this reason, a leader who directs organizational behavior needs to carry out inherent supervision or involve functional supervision of individual behavior. A leader who directs organizational behavior needs to demonstrate his ability to control group behavior in the process of implementing policies and implementing activities (Sprangel et al., 2011). The intended control is not only to prevent occurrence and deviations but also to coordinate several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the function and condition of resources in each group member into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy order. Thus, the implementation of the coordination function supports the establishment of an integrated organizational behavior direction. In this context, group behavior needs to be considered as one of the factors influencing organizational achievement. Therefore, the behavior of the group, especially the dominant group, needs to be controlled so that it is consistent for the achievement of policy standards and objectives. In this dimension, the obstacle that needs to be anticipated is that the group in question may not have the consistency of behavior to contribute to the achievement of policy standards and objectives. For this reason, a leader who directs organizational behavior needs to carry out inherent supervision or involve functional supervision of group behavior. A leader who directs organizational behavior needs to demonstrate his ability to control organizational behavior which consists of a number of members and work units, especially organizational behavior that is dominant in using policy resources and implementing activities. The intended control is not only to prevent misuse or waste of resources but also to coordinate several interrelated rules and regulations in the policy implementation process. Coordination activities are carried out by integrating the function and condition of resources in each member and work unit into the policy implementation process so that they are connected effectively, efficiently and accountably in accordance with the policy



order. Thus, the implementation of the coordination function supports the establishment of an integrated organizational behavior direction. In this context, organizational behavior needs to be controlled in order to strengthen organizational achievement. Therefore, organizational behavior needs to be controlled so that it is consistent for the achievement of policy standards and objectives. In this dimension, the obstacle that needs to be anticipated is the weak synergy between members or between work units in the process of achieving standards and policy objectives. For this reason, a leader who directs organizational behavior needs to carry out inherent supervision or involve functional supervision of organizational behavior.

**Propositions:** From the new concept, propositions can be proposed: **Leaders as behavioral controllers, leaders as behavior regulators, leaders as behavior controllers are a series of important roles of a leader who directs organizational behavior.**

3. The new concept composed of discussing the influence of Professionalism on the Performance of the Bekasi City Manpower Office is the **New Concept of Professional Appearance**, with the definition: Professional Appearance is Professional Performance that is Accountable, Proactive and Intensive in optimizing the maximum achievement of professional duties, functions and responsibilities. With such a definition, 3 dimensions of analysis are included: (1) Dimensions of Accountable Professional Performance; (2) Proactive Performance Dimensions; and (3) the Intensive Performance Dimension. The three-dimensional conceptual descriptions are as follows:

**Accountable Professional Performance Dimensions :** Accountable professional performance is the process and results of work that are professionally accounted for according to the totality of meaning, quality, benefits designed and expressed by the process and results of the work. With this definition there is not only a professional work process according to the professional standards of work; but also achieved a professional work results that meet certain needs, expectations or satisfactions. The totality of meaning, quality, and benefits of work professionalism is attached to a series of resources, procedures and work techniques. Achieving the results of professional work is attached to certain needs, expectations or satisfaction with the job. The work process that gives the totality of meaning, quality, and professional benefits of work does not only show the professionalism of a person or group of people in viewing and giving value to their professional work; but at the same time also demonstrates his professional ability in addressing, doing and completing work. In this dimension, the results of work that provide the totality of meaning, quality, and the benefits of professionalism can be in the form of goods and can also be in the form of certain services or services that can meet certain needs, expectations or satisfactions. Certain needs, expectations or satisfactions in question do not only reach individuals, families and social groups; but also reach the needs, hopes or satisfactions in the life of society, nation and state. A person or group of people deserves to be recognized as having a professional appearance if they can show the process and results of work that can meet certain needs, expectations or satisfaction for those who already know the totality of the meaning, quality, and benefits of the professionalism of the work. For example, the needs, expectations or satisfaction of people staying at five-star

hotels. The totality of meaning, quality, and benefits of the professionalism of the hospitality services are fully carried out in a professional manner to fully satisfy the service recipients. That is, a person or group of people who look professional, always prioritizes the interests and benefits of those who hear, see, receive, use, utilize, and or feel the professionalism of their work, either directly or indirectly. For this reason, a person or group of people who have a professional appearance must be good at assembling a philosophy of professionalism into a professional process of work carried out professionally.

**Proactive Professional Performance Dimensions :** Proactive professional performance is the process and result of work that starts from oneself or a group and is carried out professionally according to the totality of meaning, quality, benefits designed and expressed by the process and results of the work. With this definition there is not only a professional work process according to the professional standards of work; but also achieved a professional work results that meet certain needs, expectations or satisfactions. The totality of meaning, quality, and benefits of work professionalism is attached to a series of resources, procedures and work techniques. Achieving the results of professional work is attached to certain needs, expectations or satisfaction with the job. The work process that gives the totality of meaning, quality, and professional benefits of work does not only show the professionalism of a person or group of people in viewing and giving value to their professional work; but at the same time also demonstrates his professional ability in addressing, doing and completing work. In this dimension, the results of work that provide the totality of meaning, quality, and the benefits of professionalism can be in the form of goods and can also be in the form of certain services or services that can meet certain needs, expectations or satisfactions. Certain needs, expectations or satisfactions in question do not only reach individuals, families and social groups; but also reach the needs, hopes or satisfactions in the life of society, nation and state. A person or group of people deserves to be recognized as having a professional appearance if they can show the process and results of work that can meet certain needs, expectations or satisfaction for those who already know the totality of the meaning, quality, and benefits of the professionalism of the work. For example, people's needs, expectations or satisfaction with health services. The totality of meaning, quality, and benefits of the professionalism of health services is fully carried out in a professional manner to fully meet the needs, expectations and satisfaction of service recipients. That is, a person or group of people who look professional, always prioritizes the interests and benefits of those who hear, see, receive, use, utilize, and or feel the professionalism of the service, either directly or indirectly. For this reason, a person or group of people who have a professional appearance must be good at assembling a philosophy of professionalism into a professional process of service that is carried out professionally.

**Intensive Professional Performance Dimensions:** Intensive professional performance is the process and results of work that is carried out intensively or wholeheartedly according to the totality of meaning, quality, benefits designed and expressed by the process and results of the work. With this definition there is not only a professional work process

according to the professional standards of work; but also achieved a professional work results that meet certain needs, expectations or satisfactions. The totality of meaning, quality, and benefits of work professionalism is attached to a series of resources, procedures and work techniques. Achieving the results of professional work is attached to certain needs, expectations or satisfaction with the job. The work process that gives the totality of meaning, quality, and professional benefits of work does not only show the professionalism of a person or group of people in viewing and giving value to their professional work; but at the same time also demonstrates his professional ability in addressing, doing and completing work. In this dimension, the results of work that provide the totality of meaning, quality, and the benefits of professionalism can be in the form of goods and can also be in the form of certain services or services that can meet certain needs, expectations or satisfactions. Certain needs, expectations or satisfactions in question do not only reach individuals, families and social groups; but also reach the needs, hopes or satisfactions in the life of society, nation and state. A person or group of people deserves to be recognized as having a professional appearance if they can show the process and results of work that can meet certain needs, expectations or satisfaction for those who already know the totality of the meaning, quality, and benefits of the professionalism of the work. For example, people's needs, expectations or satisfaction with the quality of educational services. The totality of meaning, quality, and professional benefits of educational services is fully carried out in a professional manner to fully meet the needs, expectations and satisfaction of service recipients. That is, a person or group of people who look professional, always prioritizes the interests and benefits of those who hear, see, receive, use, utilize, and or feel the professionalism of their work, either directly or indirectly. For this reason, a person or group of people who have a professional appearance must be good at assembling a philosophy of professionalism into a professional process of work carried out professionally. Thus, a person or group of people is of the view that educational services carried out professionally are ideally accompanied by providing an intensive response to students, at all levels of education, especially education levels.

**Proposition:** From the new concept can be proposed proposition: **Accountable professional performance, proactive professional performance, intensive professional performance are important factors for professional appearance.**

#### 4. Conclusion

The conclusions obtained from the discussion of all research results are as follows:

1. The magnitude of the influence of Policy Implementation toward the Performance of the Bekasi City Manpower Office reached 0.30, which is less strong but significant. The amount is determined by 12 policy implementation manifest variables. The existence of such an influence indicates that between Policy Implementation and the Performance of the Bekasi City Manpower Office there is a significant causal relationship: if the Policy Implementation is increased or increased, stimulantly the increase is followed by an increase in the Bekasi City Manpower Office Performance. Therefore, the performance of the Bekasi City Manpower Office can be improved by increasing, improving, or

- optimizing the 12 manifest variables of Policy Implementation. The twelve manifest variables in question are (1) Competence; (2) Performance; (3) Cooperation; (4) Coordination; (5) Amount of budget allocation; (6) Budget function; (7) Budget Performance; (8) Accountability of budget performance; (9) Work infrastructure; (10) work facilities; (11) Division of labor; (12) Work culture.
2. The magnitude of the influence of leadership on the performance of the Bekasi City Manpower Office reached 0.52, which is quite strong and significant. The magnitude of the influence of leadership on the performance of the Bekasi City Manpower Office is determined by 12 leadership manifest variables. The existence of such an influence indicates that there is a causal relationship between leadership and performance of the Bekasi City Manpower Service: if the leadership is increased or increased, then the leadership increase is stimulantly followed by an increase in the Bekasi City Manpower Office Performance. Therefore, the performance of the Bekasi City Manpower Office can be improved by increasing, improving, or optimizing the 12 Leadership VMs. The twelve leadership manifest variables in question are (1) Leaders as communicators; (2) Leader as coordinator; (3) Leaders as promoters; (4) Regulating rules; (5) Director of direction; (6) Controller; (7) motivation booster; (8) Companion; (9) Supervisor; (10) Paradigm change; (11) Behavior change; (12) Orientation change.
  3. The magnitude of the influence of professionalism toward the performance of the Bekasi City Manpower Service reached 0.33, which is less strong but significant. The magnitude of the influence of professionalism on the performance of the Bekasi City Manpower Office is determined by the 12 manifest variables of professionalism. The existence of such an influence indicates that there is a causal relationship between professionalism and performance of the Bekasi City Manpower Office: if professionalism is increased or increased, the stimulant increase in professionalism is followed by an increase in the Bekasi City Manpower Office Performance. Therefore, the performance of the Bekasi City Manpower Office can be improved by increasing, improving, or optimizing the 12 manifest variables of Professionalism. The twelve VM Professionalism referred to are (1) Productive; (2) Efficient; (3) Efficiency; (4) Accountable; (5) Proactive; (6) Intensive; (7) Responsive; (8) Cooperative; (9) Discipline; (10) Obey; (11) Procedural; (12) Technical.
  4. The new concept compiled from the discussion of the influence of Policy Implementation on the Performance of the Bekasi City Manpower Office is **a new concept of SKPD Financial Governance**, with the definition: Financial Governance of Regional Work Units is the Financial Management of Regional Organizations in one fiscal year to implement policies, programs and activities that have been previously planned which are stated by the amount of budget allocation, budget function, budget performance, and budget performance accountability. The definition includes 4 dimensions of analysis: (1) Dimensions of the amount of budget allocation; (2) Dimensions of the budget function; (3) Dimensions of Budget Performance; and (4) Budget Performance Accountability Dimensions.

5. The new concept compiled from the discussion of the influence of Leadership toward the Performance of the Bekasi City Manpower Office is a **new concept of Organizational Behavior Steering Leader**, with the definition: Organizational Behavior Steering Leader is the Role of Leaders who manage individual behavior, group behavior and organizational behavior to achieve certain goals which is revealed from the leader's role as a Behavior Regulator; Leaders as Behavior Managers; and Leaders as Behavioral Controls. The definition includes 3 dimensions of analysis: (1) Dimensions of Leaders as Behavior Regulators; (2) Dimensions of Leaders as Behavior Regulators; and (3) Dimensions of Leaders as Behavioral Controls.
6. The new concept compiled from the discussion of the influence of Professionalism toward the Performance of the Bekasi City Manpower Office is a **new concept of Professional Appearance**, with the definition: Professional Appearance is Professional Performance that is Accountable, Proactive and Intensive in optimizing maximum achievement of the duties, functions and responsibilities of the profession. The definition includes 3 dimensions of analysis: (1) Dimensions of Accountable Professional Performance; (2) Proactive Performance Dimensions; and (3) the Intensive Performance Dimension.

**Abbreviation:**

SKPD : Local Government Agencies

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