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PENERAPAN DIGITAL LEADERSHIP CAMAT DALAM PELAYANAN PUBLIK DISERTAI PELIMPAHAN WEWENANG BUPATI/WALIKOTA
(STUDI KASUS PENANGANAN PENYEBARAN COVID-19 DI WILAYAH PENDALUNGAN)

The Application of Digital Leadership of Subdistrict Head on Public Service Performance with the Delegation of Regent/Mayor Authorities as the Moderating Variable
(Case Study of Covid-19 Spread Management in Pendalungan Area)

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ABSTRACT.
The low Human Development Index (HDI) for the protected areas is a government-focused development priority, especially in the health sector. Attempts should be made to enhance the efficiency of regional public services related to efforts to break the chain of Covid-19. Subdistrict heads have also contributed greatly to the optimization of task assignments to the apparatus. An appeal to implement social distancing becomes an obstacle for the subdistrict head for there is no face-to-face meeting with the assigned apparatus. The subdistrict heads are required to be able to adapt to the situation. Thus, the subdistrict heads must use digital media in carrying out their duties. The leadership style that influences service performance and is appropriate to be implemented in this phenomenon is digital leadership. Meanwhile, the delegation of authority is a variable that might strengthen the influence of leadership on the performance of public services. This study aims to investigate the effect of the subdistrict head's digital leadership on the performance of public service employees in the subdistricts of Pendalungan with the delegation of regent/mayor authority as a moderating variable.

Keywords – Digital Leadership, Delegation of Authority, Public Service Performance.

INTRODUCTION

Based on the 2019-2024 East Java Regional Medium-Term Development Plan, the Pendalungan Cultural Area (Pasuruan, Probolinggo, Situbondo, Bondowoso, Jember, Lumajang,   and Banyuwangi) is not as quick as other regions as one of the regional development plan priorities for growth in the Pendalungan area. The majority of regions in the reservoir area have HDI below the national average of 71.39 and the East Java average of 70.77. The regions include Lumajang Regency at 64.83, Jember Regency at 65.96, Bondowoso Regency at 65.27, Situbondo Regency at 66.42, Probolinggo Regency at 64.85, Pasuruan Regency at 67.41, and Banyuwangi Regency at 70.06. For these conditions, efforts are needed to improve the quality

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of public services for the community in the Pendalungan area, covering 3 basic services, including expanding the provision of health facilities, increasing the opportunity to obtain an education, and providing as well as expanding employment opportunities.

Currently, the health sector is the main focus that needs to be addressed by the government. Due to the increasingly widespread of the COVID-19 pandemic, the Pendalungan area consisting of Pasuruan Regency, Probolinggo Regency, Situbondo Regency, Bondowoso Regency, Jember Regency, Lumajang Regency, and Banyuwangi Regency is in the red zone. On the map of the distribution of COVID-19 shown in Figure 1 below, the number of positive cases of COVID-19 is 726 people in Pasuruan Regency, 370 people in Probolinggo Regency, 205 people in Situbondo Regency, 39 people in Bondowoso Regency, 289 people in Jember Regency, 121 people in Lumajang Regency, and 56 people in Banyuwangi Regency. (East Java Provincial Health Office, 2020)

Figure 1. Map of the Distribution of Covid-19 in East Java

Based on the results of preliminary studies, it is found that there have been other problems in the Pendalungan area, such as 1) low rates of people's clean and healthy life behavior, 2) less representative provision of isolation space in villages, and 3) not the optimal provision of facilities and infrastructure such as hand washing facilities, masks, and spraying disinfectants in people's homes. Other health problems are characterized by a high potential for transmission of COVID-19, especially in vulnerable groups, the elderly, and those who have comorbidities. The potential for transmission is also high due to people's living habits related to hygiene, maintaining fitness, and fulfilling nutrition. Another problem is the limitation of health services which can be seen from the lack of health workers providing services, limited facilities and infrastructure, lack of personal protective equipment (PPE), and lack of service for people with non-COVID-19 illness (Ministry of Home Affairs, 2020)

There are also problems from the social sector such as 1) lack of public awareness in physical distancing, 2) cash transfers beneficiaries cannot be fully backed up by the village,

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resulting in social friction, 3) community dependence on social assistance provided by the government, and 4) not fully used volunteer posts available in villages. Other social problems caused by COVID-19 pandemic include social unrest, conflicts between residents related to social assistance, movement restrictions especially those related to the implementation of religious worship and beliefs, and not yet accustomed community to having to live a clean and healthy lifestyle (Ministry of Home Affairs, 2020)

Other problems in the labor force are 1) the increasing number of unemployment due to a large number of closed MSME businesses, and 2) not supported HR by expertise and skills. In the economic sector, there are also problems including 1) MSME workers' income decreases due to reduced buying and selling activities, and 2) the unavailability of food barns in villages. The economic impact caused by the COVID-19 pandemic on households is characterized by a decline in the income of some residents, even loss of income due to layoffs, decline in purchasing power of the people, and the emergence of new poor groups who are unable to meet basic needs, besides residents who have been categorized as poor and vulnerable according to the Integrated Database and Integrated Social Welfare Data. Meanwhile, the impact on MSMEs includes but is not limited to turnover, stagnating supply of raw materials, and declining market share. In the field of agriculture and animal husbandry business, there has also been a decline in agriculture and the disruption of market activities for necessities. (Ministry of Home Affairs, 2020)

The government essentially exists to serve the community. Thus, public services can be interpreted as providing services (serving) to people who have an interest in the organization, following the basic rules and procedures that have been determined. The challenge for the government in handling COVID-19 in the Pendalungan area is relating to the community as customers who have heterogeneous backgrounds and behaviors due to a mixture of Javanese and Madurese cultures (Sutarto, 2008). Geographical background affects the character of the two tribes which are quite dominant in this Eastern salient of Java. Madurese typology tends to have a hot-tempered, open, strong kinship and is a hard worker. Conversely, Javanese typologies are more patient, frugal, and careful, but they are also hard workers (Yuswadi, 2008). The diversity of communities in the protected area as explained above requires public service providers to be more sensitive to the background and behavior of the community when providing services, especially services in terms of handling COVID-19 at the subdistrict level.

Amid the spread of this pandemic, the subdistricts are obliged to carry out their duties mainly related to the distribution of assistance to the community in the villages, the formation of resilient villages at the Community Association level of subdistrict to break the chain of transmission of COVID-19, and the assignment to the village government to provide health posts, security posts, and quarantine locations for residents going home to the villages from the city. Preparedness and resilience in tackling the Covid-19 pandemic are very important, especially at levels close to the community such as subdistricts and villages. So far the Ministry of Home Affairs and Ministry of Villages, Development of Disadvantaged Regions have provided key directions relating to the role of the sub-district in handling the COVID-19 pandemic in the village, namely: 1) Receiving recapitulation reports on the development of conditions and COVID-19 countermeasures in each village accompanied by a Budget Plan; 2) Carrying out coaching and supervision of the implementation of COVID-19 handling through the village budget; 3) Involving in accelerating changes in the Village Government Work Plan through a Special Village Development Planning Conference in the context of compiling changes in activities focused on activities related to meeting the basic social needs of affected communities, especially for villages that have not budgeted in the Village budget for the fields of Disaster Management, Emergencies, and Urgencies; 4). Assisting in the process of changing the village government work plan as well as being followed by changes to the village budget

with the related ODP (Person Under Supervision); 5) Receiving a delegation of Village Regulation Draft evaluation on Village Budget from Regent/Mayor. In addition to the five roles mentioned earlier, the subdistrict can also play a more strategic role in tackling the COVID- 19 pandemic, considering that the subdistrict has the closest position to the community and plays an important role in fostering and overseeing villages, especially for urgent matters related to the handling of the COVID-19 pandemic at the village level. Besides, the subdistrict also has a working area and urban villages as its apparatus, given that the urban areas are often the first entry point for the spread of the COVID-19 pandemic. Therefore, the role of subdistrict in tackling the COVID-19 pandemic and its impacts must be related to health, economic, and social issues (Ministry of Home Affairs, 2020)

The village government, particularly those directly dealing with villagers (RT/RW) is also obliged to participate in the effort to break the chain of Covid-19. The initiative can be in the form of searching for high-risk Covid-19 residents in many ways, such as 1) enabling the WhatsApp group with residents to track the situation; 2) informing the appropriate steps to prevent Covid-19; 3) identifying community data and monitoring as well as encouraging residents to work together and help affected people; 4) reporting to the nearest health center or nearest health facility. If there are villagers who experience COVID-19 symptoms, the RT/RW will invite them to talk by phone/WA to ask about the condition of residents with COVID-19 symptoms, and what is needed for isolation during the next 14 days. Moreover, the RT/RW is required to provide education to residents not to give a bad stigma to ODP, PDP, or corona positive patients including those closest to them or their families (East Java Department of Communication and Informatics, 2020). The subdistrict head has a big role in optimizing these assignments. Thus, it is important for the subdistrict head to always apply an effective leadership style.

In the context of Human Resource Management (HRM), someone who is responsible for HR quality requires leadership skills in management. In other words, it takes leadership and managers as a whole in the organization. In this case, management's commitment to implementing HRM is important but not enough. Thus, it takes an element of HRM called leadership evidenced in the implementation of the program (Hijriah, 2016). Soekanto (2001: 318) states that leadership is the ability of a leader or leader to influence people who are led or followers to behave as desired by the leader. Sometimes, it is distinguished between leadership as a position and leadership as a social process. As a position, leadership is a complex of the rights and obligations that can be owned by a person or a body. As a social process, leadership encompasses all actions taken by a person or body which causes movement from the community members. Another definition proposed by Danim (2004: 10) defines that leadership is any action taken by individuals or groups to coordinate and give direction to other individuals or groups who are members of a particular forum to achieve the goals that have been previously applied.

Schwandt and Marquardt in Sahertian (2010:156) argue that there is no other role in the organization that has attracted so much attention as the role of leader. The role of the leader is very necessary for setting goals, allocating scarce resources, focusing attention on company goals, coordinating changes that occur, fostering personal contact with followers, and setting the right direction or the best when failure happens. The speed of change faced by various organizations today has led many to call for the need for more adaptive and flexible leadership. Adaptive leaders according to Bennis in Sahertian (2010:156) will be able to work more effectively in a continuously changing environment by understanding the challenges and growth faced by leaders and then giving the right response to those challenges. Adaptive leaders will work together with their followers to create creative solutions to complex problems and at the same time develop themselves to handle their broader leadership responsibilities.

In minimizing the spread of the COVID-19 pandemic, the government implemented social distancing in all regions. Social distancing requires individuals not to do social interaction. According to Soekanto, social interaction is a dynamic social relationship concerning the relationship among individuals, among groups, and between individuals and groups. The condition of social interaction is social contact and communication (Bungin, 2009:55). Social relations have aspects, among others: 1) The existence of a relationship, every interaction is required to occur due to the relationship between individuals and individuals, between individuals and groups, as well as the relationship between groups and groups. The relationship between individuals and individuals is defined by greetings, shaking hands, and fighting; 2) there are individuals, every social intact involves the presence of individuals conducting ties. Social relationships resulting from the participation of one individual and another individual, both in person or in the group; 3) There are goals, Every social interaction has a specific purpose such as affecting other individuals; 4) There is a relationship with the structure and function of the group. Social interactions that exist to the structure and function of the group occur for an individual cannot be separate from the group. Each individual has a function in the group. Individuals in their lives are inseparable from other individuals. Therefore, individuals are said to be a social being who have functions in their groups (Santoso, 2004:11).

An appeal to implement social distancing becomes an obstacle for the subdistrict head for there is no face-to-face meeting with the assigned apparatus. Moreover, it is difficult for the subdistrict head to know whether the assignments given are carried out optimally or not. Therefore, an appropriate leadership style is needed to overcome these problems. There are several types of leadership styles including transformational leadership, transactional leadership, digital leadership, and so on. In this study, the three leadership styles were compared to see the most appropriate style for the subdistrict head in applying to the current situation of the COVID-19 pandemic. It was intended that the performance of public services in terms of handling the Covid-19 issues can be optimized properly.

Performance is a general term used for some or all actions or activities of an organization in a period about several standards such as past or projected costs, based on efficiency, responsibility, or accountability of management and the like (Kirom, 2015:3). The definition of public service based on the Decree of the Minister of Administrative and Bureaucratic Reform No. 81 of 1993 which was later amended by Decree of the Minister of Administrative and Bureaucratic Reform No. 63 of 2003 as follows: Public services are all forms of services carried out by central regional, and environmental agencies of Regional-Owned Enterprises, or State-Owned Enterprises in the form of goods and services, both in the context of efforts to meet the needs of the community and in the context of implementing statutory provisions. Meanwhile, the delegation of authority is a variable that can strengthen the influence of leadership on the performance of public services. According to Wahyuningsih (2011), authority delegation aims to create effectiveness and efficiency in the administration of government, while at the same time improving public services in the regions. So far, the implementation of some of the existing authorities is still concentrated in the regency or city (municipal government). This can cause problems, where the municipal government will tend to have too heavy workloads (overload). Thus, the service function in the community becomes less effective. According to Hasibuan (2007:64), authority is the legal power that a person has to govern others to do or not to do something. Power is a legal basis for being able to do a job. Then, according to Sutarto (2001:141), authority is the right of a person to take the necessary actions in properly carrying out his duties and responsibilities.

According to Hasibuan (2007:68), the delegation of authority is to give part of the work or authority by the delegator (authority) to the delegate (authority recipient) to work on behalf of the delegator. According to Stoner (2000:434), a delegation of authority is the delegation of formal authority and responsibility to a subordinate to complete certain

activities. Delegation of authority seen from the source consists of an attributive authority and delegated authority. Meanwhile, the attribute authority is the authority inherent and given to an institution or official based on statutory regulations, while the delegated authority is the authority that comes from the delegation of authority from the higher-level institution or official. Meanwhile, the implementation of the delegation of the Regent's authority to the subdistrict head in the administration of regional government in terms of practice, the subdistrict head receives authority from the Regent/Mayor. Also, the delegation of authority from the Regent to the subdistrict head is required to enhance the quality of the community services (Kusuma, 2014).

Based on the background described above, it is important to conduct a study on the comparison between the effect of transformational leadership, transactional leadership, and digital leadership on the performance of public services in the subdistricts of Pendalungan area and the role of delegating authority of the Regent/Mayor in strengthening the influence of leadership on the performance of public services.

METHODS

This study used a qualitative approach, using a descriptive research method. Through this study, the researchers examined which leadership style to adapt to the current COVID-19 pandemic situation is most appropriate for the subdistrict heads. The styles of leadership to look at were transformational leadership, transactional leadership, and digital leadership. The comparison of leadership style was intended to properly optimize the performance of public services in handling the transmission of Covid-19. Data were collected through literature study technique. The literature was derived from online news, previous studies, journals, and books related to research problems.

RESULT

The leadership of the Pendalungan subdistrict heads is very critical in maximizing the assignments to the subdistrict and village level apparatus. Therefore, the subdistrict heads also need to adopt an appropriate style of leadership. Subdistrict heads in the Pendalungan region used many leadership forms, one of which was transformational leadership. Bass (1985) stated that transformational leadership is the process of a person in transforming the values that exist in themselves to followers to support the vision and objectives of the organization. Bass added that transformational leadership is the influence of leaders on subordinates. Subordinates feel the trust, pride, loyalty, and respect for superiors and are motivated to do beyond what is expected. Transformational leadership is required to be able to interpret the vision for the organization to enable the followers to receive the credibility of the leader. Furthermore, according to Burns (1978), transformational leadership might be considered when leaders and followers make agreements with each other to improve morale and motivation through the strength of their vision and personality. Transformational leaders can inspire followers to change their hopes, perceptions, and motivation to work towards goals together.

Another leadership style used by the subdistrict head in the Pendalungan area was transactional leadership. Burns (1978) stated that transactional leadership has an exchange of relationships with their followers. This exchange might be financial, psychological or political, and money. The exchange was done for productivity, praise for loyalty, or a promise for

valuation. Apart from the exchange, the relationship between the leader and followers takes place no more than an exchange. Hence, it does not form a deeper relationship between the leader and followers. Bass (1990) added that transactional leadership has the characteristics of a) Contingency rewards, namely the existence of exchange contracts for various efforts made by subordinates, such as promising rewards for good performance in completing tasks; b) Management with active exceptions, namely the tendency of leaders to track and search for specific deviations from standards and procedures, and to take corrective measures for the groups they lead; c) Management with a passive exception, the tendency of leaders to intervene those with whom procedures and standards have not been met; and d) Laissez-faire, the behavior of leaders to avoid making decisions or relinquish their responsibilities.

Besides, the subdistrict heads in the Pendalungan area also employed digital leadership. Sandel (2013) defines digital leadership as an ability and capacity that might provide an environment of creativity by optimizing technology and digital capabilities. Digital characteristics are leaders of creativity, leaders who inspire, leaders of credibility, leaders of broader knowledge, leaders who are collaborative and interactive, and leaders who trust subordinates. According to Burke, the roles that digital leadership must carry out are a) Visionary: having the ability to seen the big picture and translate it to members of the organizations; b) Convener: having the ability to manage member differences and bring his organization towards clear goals and problem-solving; c) Team sponsors: having the ability to form and direct real working groups and virtual groups; d) Manager: having the ability to pursue and allocate organizational resources with full responsibility, and the ability to manage real and virtual organizations; e) Innovator: having the ability to find new ways for a job outside of the main tasks and functions; f) Mentors: having the ability to guide and direct prospective leaders in the organization (Anwaruddin, 2009).

From the review above, the difference between transformational leadership, transactional leadership, and digital leadership lies in how a leader organizes his subordinates to work optimally. A subdistrict head with transformational leadership tended to lead by acting directly in transforming values in line with the organization's vision and goals. Meanwhile, a subdistrict head who applies transactional leadership tended to lead by giving priority to giving rewards. Meanwhile, a subdistrict head who applied digital leadership tended to lead in a more modern and technology-based way.

The leadership style adopted by the subdistricts head in the Pendalungan area was a big part of optimizing the performance of public services in this case concerning the handling of the spread of the COVID-19 pandemic. Bass (1985) builds theoretical arguments that underlie 'school leadership.' He argues that both transformational and transactional leadership styles might have beneficial results for performance. Bass notes that in terms of transformational leadership, followers feel trust, admiration, and loyalty to leaders. Therefore, they are motivated to do more than they should and to appear beyond expectations. In the case of transactional leadership, there was an exchange process in which leaders set goals and rewards in return for behavior in roles. Such leadership is important but tends to result in follower compliance rather than 'beyond expectations' performance. Therefore, based on Bass's study, transformational leadership is expected to be more useful for performance than transactional leadership.

Likewise with digital leadership influenced performance. Digital leadership is referred to as a process of social influence mediated by information and communication technology, to produce changes in behavior and performance with individuals and groups in an organization (Chua & Chua, 2017). Digital leadership is designed to produce changes in performance, thoughts, feelings, behavior, and/or attitudes for recipients (such as groups, individuals, or the whole time of the organization) to guide in achieving shared goals (Avolio et al., 2014). Digital leadership involves increasing the relationship of members of the organization in such a way

that allows work to be mediated using technology. This means that communication, information gathering, and information dissemination are done through information technology, as opposed to traditional leadership which focuses on face-to-face interaction. Leaders could lead from a distance by using technology, and interaction could only be carried out by technical means (Li et al., 2016).

The Regent/Mayor delegation of authority also impacted public service performance. Delegation of authority to subordinates and other corporate personnel relieves supervisors from a great deal of job pressure. If such delegation of responsibilities is ineffective, it can cause overwork, delayed or inaccurate decisions, stress, distrust, hatred, and own morale among staff. It is also clear that without effective delegation by managers, cases of inefficiency, disharmony, and a bad work environment that have a positive effect on organizational performance can be generated (Ruto, 2011).

DISCUSSION

It has been found the description of the results of previous studies that there are differences between subdistricts implementing transformational leadership, transactional leadership, and digital leadership. A subdistrict head with transformational leadership motivated his subordinates to act in line with the vision and goals of the organization. It is different from a subdistrict head with transactional leadership who motivated his subordinates by giving rewards. Then, the subdistrict head who applied digital leadership tends to invite his subordinates to work in a modern and technology-based manner.

Transformational leadership and transactional leadership have an impact on improving the performance of public services. This is in line with the study of Knies et al. (2016) who stated that there is a positive relationship between transformational and transactional leadership and performance although the size of the effect greatly varies. Both in generic management studies and public management studies, cross-sectional designs with subjective performance measures tend to find strong effects that reflect the need for stronger methods. Generic management literature often relies on laboratory experiments with low external validity. Moreover, two public management studies apply designs before and after, and two studies use experimental methods. Thus, there is a great need for contributions in this regard. Meanwhile, Asencio's study (2016) concludes that transformational and transactional leadership behaviors are positively related to organizational performance (Hypotheses 1 and 2), consistent with previous findings in the literature. Furthermore, the results in this stud indicate that employee trust in leaders mediates the relationship between transactional leadership behavior and organizational performance (Hypothesis 4) and between transformational leadership and organizational performance (Hypothesis 5). Another study by Judge and Piccolo (2004) focuses on follower leader satisfaction, follower job satisfaction, follower motivation, assessed leader effectiveness, leader job performance, and group or organizational performance. Besides, they hope that transformational leadership will predict outcome variables controlling transactional leadership. As expected, transformational leadership gifts and contingencies have a positive relationship with all dependent variables, including group r organizational performance. The difference between the effect of transformational leadership and contingent rewards on a group or organizational performance is not significant.

Digital leadership can improve the performance of public services as a study by Iriqat and Khalaf (2018) which concludes that digital relationship is a social effect by information technology to make changes in position, feelings, thoughts, behavior, and performance with individuals. (1) Digital leadership is significantly related to building the trust and organizational commitment of virtual teams at Islamic Banks in Palestine. (2) Three dimensions of digital

leadership (engaging, implementing, and flexible) significantly predicted organizational commitment. (3) Building trust significantly increases the effect of digital leadership on organizational commitment in Islamic Banks in Palestine. Based on earlier study findings, they suggest that banks should develop banking services to promote bank transactions. Then Mkinga's work (2018) found that there is a high need for digital leadership project management success is highly important based on technological change and development. Digital leadership support in time and cost management while digital leaders need relevant knowledge and skill through training and seminars to meet effective project management. Furthermore, more investment is needed for effective digital leadership applications in project management performance (PMP). Moreover, clear goals and visions for digital leadership are needed for they increase motivation, a feeling of belonging, and trust. Finally, digital leadership acts as a basis for project planning, decision making, and effective use of technology in public institutions.

The delegation of authority from the Regent/Mayor also strengthens the influence of leadership on performance. This is because leadership (transformational leadership, transactional leadership, and digital leadership) a delegation of authority have a significant effect on performance. This statement is in line with Kennedy's study (2017) which concluded that legislative delegation has a positive and significant influence on organizational performance. This is supported by the results of the final multivariate regression model that shows a positive and significant relationship between legislative delegation and organizational performance. The study also concluded that adjudicative delegation had a positive and significant influence on organizational performance as shown by temporary data collected at Twiga Chemical Industries Ltd. This is supported by the results in the regression model that show that adjudicative delegation has a positive effect on organizational performance. At last, the study concludes that monitoring and enforcement delegations have a positive and significant effect on organizational performance. The study further concluded that the agenda- setting delegation had a positive relationship with organizational performance. However, the relationship was not significant to performance. Then, Senyuta's study (states that more delegated authority has a positive effect on quantitative performance measures.

CONCLUSION

Based on the findings description and the discussion above, it can be concluded that the leadership styles employed by the Pendalungan area subdistrict heads are transformational leadership, transactional leadership, and digital leadership. Transformational leadership and transactional leadership require the heads of the subdistrict to interact directly with the apparatus assigned for transformational leadership is oriented to the vision and goals of the organization as outlined in action while transactional leadership is oriented to reward giving. Meanwhile, digital leadership is oriented to the use of digital media.

Optimal use of information technology is necessary amidst policies that restrict physical contact, area restrictions in some areas, and strict health protocols. The subdistrict heads are required to be able to adapt to the situation. Thus, the subdistrict heads must use digital media in carrying out their duties. Subdistrict leadership at the subdistrict level is very important in improving the performance of public services in the Pendalungan area. Therefore, an effective leadership style to be applied today is digital leadership. Through the application of digital leadership, public service performance can be improved. Likewise, the delegation of authority from the Regent/Mayor can also strengthen the influence of digital leadership on the performance of public services.

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