




Transformational Leadership and Performance Metrics in the Indonesian Educational Sector

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Abstract. The sustainable educational in Indonesia, aimed at producing increasingly better-quality outputs, has faced obstacles and challenges, including the learning achievement gaps caused by the COVID-19 pandemic, instances of concealed child exploitation, corruption in the education sector remains a significant concern, and the percentage of the population aged 7-24 who have never attended school or no longer attend school was 0.58% and 28.66% in 2019, 0.54% and 28.37% in 2020, and 0.62% and 28.84% in 2022, respectively. These obstacles and challenges are strengthened by several previous studies showing that it is necessary and urgent to address them through improved leadership which cannot be separated from the performance of competent stakeholders in the education sector. Based on qualitative literature reviews, combined with a Strengths, Weaknesses, Opportunities, and Threats analysis and the Quantitative Strategic Planning Matrix, this study draws two primary conclusions. First, the predominant leadership model in current educational departments combines hierarchical and functional structures, with the hierarchical approach being more dominant. The dominance of this hierarchical approach is one of the reasons why obstacles and challenges have not been resolved in building sustainable education in Indonesia. Second, addressing obstacles and challenges in building sustainable education in Indonesia should prioritize transformational leadership. By upholding this approach, the educational departments can achieve both organizational and individual performance goals. The objective and thoughtful implementation of these findings is anticipated to yield maximal short-term and long-term benefits for the educational departments, fostering the growth of transformational leaders for the future.

Keywords: Education, Performance, Transformational Leadership, Law

1. Introduction

Human resources (HR) are a priority and the primary capital [1] in national development in Indonesia, the quality of education plays a pivotal role in determining the future of the nation and the state of Indonesia[2]. Of course, the quality of education in a school cannot be separated from the quality of educational services, which is a shared responsibility of relevant stakeholders. These stakeholders are any

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group or individual who can influence or be influenced by the achievement of organizational goals. Within the school education scope, the presence of these stakeholders should ideally accommodate the nation's desire to implement a continuous business process capable of producing an increasingly better-quality output[2]

However, the country's desire to implement a continuous educational business process to produce an improved output quality has encountered challenges, as evidenced by several empirical gaps. First, the outbreak of the COVID-19 pandemic since early 2020 has affected the education system and management across Indonesia. It includes the shift to online learning, increased stress and fatigue levels, and induced anxiety and depression among students. These challenges have led to negative impacts, such as students dropping out of school, joining the workforce to help their families financially due to the pandemic crisis, and an increased gap in learning achievements because of varied access and quality. Additionally, there's concealed child exploitation and a growing trend of students getting addicted to online gaming[3]. Second, statistical data shows that 0.58% and 28.66% of the population aged 7-24 had never attended or no longer attended school in 2019, 0.54% and 28.37% in 2020, and 0.62% and 28.84% in 2022[4]. Third, some prior studies have emphasized the importance of leadership and the persistently low performance of employees in certain educational departments. Mulyadi's observations revealed symptoms of poor performance among employees in the Pasaman District Education Office, including unmet task deadlines and a lack of precision in task completion[5]. Trisianto's study on the Banyumas District Education Office showed that servant leadership positively influenced intrinsic motivation and job satisfaction, which, in turn, affected performance[6]. A quantitative study by Hamid, Asdar, and Reni on the Luwu Timur District Education and Culture Office concluded that leadership styles positively influenced job satisfaction and employee performance[7]. Furthermore, a study by Sasue, Nelwan, and Saerang, based on performance and attendance data obtained from the Education Department of North Minahasa Regency for the period 2019-2021, revealed a decline in employee performance. Initially, all the discipline scores were at 40%, and the employee performance evaluation results were at 60%, signifying "very good." However, for the years 2020-2021, there was a decrease, with some receiving a discipline score of -1% and a performance evaluation score of 0%, meaning "not good"[8]. **Fourthly**, the trend of corruption cases from 2016-2021 indicates the need for preventive efforts to prevent misuse of the School Operational Assistance funds (BOS) in Indonesia[9].

Several challenges in the continuity of education in Indonesia must be addressed with a focus on leadership which basically cannot be separated from educational performance. It is in line with Article Article 1, point 1 of Law No. 20 of 2003 on the National Education System (UU Sisdiknas), which mandates that national education must be grounded in religious values, Indonesian national culture, and responsive to the demands of changing times[10]. It emphasizes that education is a deliberate and planned effort to create a learning environment and teaching process, ensuring that students actively develop their potentials to possess spiritual strength in religion, self-control, personality, intelligence, noble character, and skills needed by themselves, society, nation, and state. New innovations are needed in managing

educational organizations, like the education departments, through commitment, shared values, shared visions, empowerment, and changes in organizational culture and structure[11].

2. Problems

Commitment, shared values, shared visions, empowerment, and changes in organizational culture and structure are only found in transformational leadership, as human capital significantly impacts performance improvement in the education institution[12]. This background leads to the formulation of two main issues in this essay. First, what is the prevailing leadership model in the current education departments? Second, how should an appropriate leadership performance agenda be applied to the existing education departments in Indonesia in the future?

3. Methods

In addressing the formulated problems, this study employs a literature review with data consisting of qualitative data in the form of words, sentences, and images[13]. Although it is not a field research that uses primary data, this literature review is a study conducted meticulously, comprehensively, transparently, and simply, utilizing secondary data to obtain concise answers to the problem statement[14]. This literature study critically analyzes, evaluates, and synthesizes research findings, theories, and practices related to the research focus area, and then accurately identifies gaps in the research, providing considerations or suggestions on the research topic[15].

4. Discussion

4.1. General Overview of Education and Leadership Concepts in the Department of Education in Indonesia

Article 31 of the 1945 Constitution of the Republic of Indonesia (1945 UUD NRI) asserts that every citizen has the right to receive basic education, and the government is obliged to fund it[16]. This education must be pursued and managed by the Government as a "single national education system"[2] [16]. Then, according to the UU Sisdiknas, the educational pathways in Indonesia consist of formal education, non-formal education, and informal education, all of which can complement and enrich one another. The formal educational stages managed by district/city and provincial education departments in Indonesia include basic education (in the form of Primary Schools (SD) or equivalent) and secondary education (in the form of Junior High Schools (SMP) or equivalent, as well as Senior High Schools (SMA) or equivalent) encompassing general, vocational, and special education[4].

The mandate of the UU Sisdiknas indicates that an ideal educational organization in its development should focus on human resources to perform its

functions optimally. In this regard, the human resources of employees in a specific institution require quality leadership[6]. Leadership in the education department should guide and lead its employees to provide outstanding and optimal services in both formal and non-formal education sectors. Educational services are offered comprehensively, covering services to educators and educational staff, infrastructure, employee development, and utilizing available facilities to serve the entire community[6].

Leadership in Indonesia's education departments encompasses the provincial education departments under the governor and district or city education departments under regents or mayors. Generally, the provincial education departments oversee high schools and their equivalents and oversee several branch education departments scattered across the districts and cities within that province. These branch departments primarily assist the Head of the Department in executing certain government affairs in education within their jurisdiction, including educational services and supervision in secondary units and Special Education. To execute their tasks, the Branch Department Head is aided by the Administrative Subsection (Subbag TU), High School Section (SMA) and Special Education, Vocational High School Section (SMK), and Functional Job Group[17]. The organizational structure at the provincial education department consists of one department head (echelon II), several division heads, and several branch department heads (echelon III), with several echelon IV posts comprising section heads and administrative sub-section heads[17]. Meanwhile, education departments at the district and city levels oversee primary schools and their equivalents as well as junior high schools and their equivalents. Although the department head position is on par with echelon II, its organizational structure is simpler because it generally doesn't have branch departments, instead directly overseeing the schools in the district or city. The department head supervises several division heads (echelon III), and several echelon IV roles made up of section heads and administrative sub-section heads in the education department.

The overly structured and fragmented leadership in the education department in Indonesia in this era of decentralization is a challenge in itself for schools in Indonesia, even though schools are the spearhead in making changes in individuals to achieve the best performance through charisma, providing intellectual stimulation, motivation, and attention to individuals[18].

Prevalent Leadership Model in the Education Sector in Indonesia

The advancement of science and technology has brought changes to all aspects of human life, where various problems can only be solved through the mastery and enhancement of science and technology. To compete on a global scale, leaders must continually develop and improve the quality of human resources in their organization in a structured, targeted, and sustainable manner[19].

In the educational or academic realm, such as higher institutions, the position of a leader is expected to influence without coercion, direct without penalties, and supervise without causing exclusion in organizational learning. Bimbaum, as cited in Sinambela, proposes seven rules for leaders in higher education environments: (1) enliven group norms; (2) align with group expectations of their leadership; (3) use established communication channels; (4) avoid issuing impossible commands; (5)

listen; (6) reduce status differences; (7) encourage self-control[19]. Bimbaum further suggests collegial leadership principles within faculties. The first step involves integrating individual aspirations into department or program goals, fostering collective commitment. Furthermore, there's emphasis on the importance of building a shared understanding of faculty objectives and how to achieve them. Higher education institutions should have vision, mission, and leadership statements emphasizing participation. Efforts to achieve these goals can be realized by the faculty. The Dean plays a crucial role in facilitating cooperative environments in universities that engage in organizational learning[19]. Faculties can also express their visions, entrusting departments or programs to decide on strategies to achieve that vision. Deans act as facilitators in collaboration and liaisons with other faculties. Additionally, Murray, as cited in Sinambela, suggests that participative leadership is best suited for the academic realm. It means granting freedom and responsibility to faculties and departments while emphasizing the importance of collective responsibility at the faculty level[19].

Not dissimilar from the higher education context, career development in the education department as a civil servant (ASN) is tied to individual and organizational performance. The performance executed individually and organizationally at Disdik Provsu must fulfill the mandate of the Presidential Regulation No. 29 of 2014 on the Performance Accountability System of Government Agencies, and the Ministerial Regulation of State Apparatus Utilization and Bureaucratic Reform No. 53 of 2014 on Technical Guidelines for Performance Contracts, Performance Reporting, and Review Procedures for Government Agency Performance Reporting. Based on the definition of Performance in Article 1 number (2) of Presidential Regulation No. 29 of 2014, performance is described as "the output/result of activities achieved or intended in relation to budget use with measurable quantity and quality"[20]. Thus, the career development of each employee should objectively be based on measurable quality and quantity performance.

Currently, some positions are filled by specific civil servants based on the subjectivity of leaders. For optimal organizational performance, organizations must apply a career development concept based on measurable quality and quantity, such as SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) and the QSPM (Quantitative Strategic Planning Matrix). Implementing these is crucial in the education department because utilizing the SWOT matrix means employing an efficient structured planning method used in strategic planning to identify potential and priorities for development strategies. As Ghorbani et al. (2015) emphasized, although SWOT analysis is typically used in business, it has been expanded to natural resource management to systematically assess policy decisions and directions. It is also confirmed by Hezarjribi and Bozorgpour (2017), who concluded that SWOT analysis is more beneficial when complemented with the QSPM tool, as the numerous strategic alternatives within the strengths, weaknesses, opportunities, and threats spectrum in an organization should be narrowed down to a few alternatives that will be implemented to achieve organizational goals.

Basic Concepts of Transformational Leadership

In achieving the organization's set objectives, leaders perform their duties assisted by other leaders alongside their employees. The success of a leader in executing their tasks will be influenced by the contribution of others. It means that a leader's performance will be affected by individual performance; if the individual's performance is good, it will influence both the leader's performance and the organization's performance[19].

Leadership styles that influence each other show that shared values are essential, wherein each party contributes to building and developing the organization's values[11]. Several shared values include discipline, fairness, unity, mutual trust, valuing diversity, honesty, compliance, obedience, transparency, organizational awareness, willingness to sacrifice, hard work, valuing time, and more[11]. These shared values are essential aspect of transformational leadership, then the transformational leadership is the presence of an organizational vision. A vision represents the organization's idealism guiding its activities. Thus, a transformational leader must act as an agent of change, be able to formulate a vision that becomes a lofty aspiration, which can uplift the organization within a specific time frame, and be capable of driving and inspiring the embedding of organizational values mentioned above into their subordinates. Accordingly, transformational leadership can raise the awareness of subordinates or followers by calling upon great aspirations and high morality, such as glory, unity, and humanity, motivating them to perform beyond their initial expectations[11]. His aligns with the thoughts of Jabar *et al.* (2016) who assert that transformational leadership is suitable for both present and future leaders because it fosters values like hard work, valuing time, high spirit and motivation for achievement, discipline, and awareness of responsibilities, and always uses intelligent intellectual capabilities in decision-making, always fights for the fate of its followers, and is attentive to their needs[11].

Furthermore, Jabar *et al.* (2016) identified four components of transformational leadership: idealized influence or charismatic influence, inspirational motivation, intellectual stimulation, and individualized consideration. Idealized influence represents charismatic leadership, capable of motivating followers to be aware of the organization's vision and mission to achieve exceptional performance. In this regard, a transformational leader must possess high idealism and have a clear vision and awareness of goals[11]. Inspirational motivation is a leadership trait capable of instilling high optimism and enthusiasm among subordinates, pushing them to set and achieve high standards[11] Intellectual stimulation is a leadership character capable of encouraging subordinates to solve problems carefully and rationally, always stimulating them to be creative and innovative[11]. Meanwhile, individualized consideration is a leadership trait that understands the individual differences of subordinates, such as being willing and able to listen to aspirations, educate, and train subordinates, or being capable of seeing the potential achievements and developmental needs of subordinates and facilitating them[11].

4.2. The Ideal Performance Leadership Agenda for the Department of Education in Indonesia

The success or failure of employees in achieving organizational goals is determined by the leader's ability to lead the organization in a coordinated manner[19],

considering leadership is essential in supporting employee performance[21]. The close relationship between leadership and employee performance can be seen in organizational relationships. Among other things, it includes leadership's ability to nurture employees in their work, boost employee performance, instill a strong work ethic, provide appropriate motivation relative to the responsibilities borne by employees, and ensure good work discipline to improve employee performance in line with company targets[21].

Furthermore, for an organization to achieve its objectives efficiently, employees must understand and genuinely embrace these objectives. They should also possess the necessary capabilities to perform the tasks that will achieve these objectives. For example, a teacher must understand and accept the goals of their institution (their school). With this understanding, they will direct their energy and thoughts to ensure the established objectives of the school are met. Besides understanding and acceptance of the objectives, the capability of teachers to perform their tasks in the teaching process must also be enhanced[19].

In the education sector, there is a need for a performance-based leadership agenda that can only be achieved through transformational leadership. It's recognized that appointments in the Indonesian Department of Education have so far been made in accordance with the prevailing employment regulations. Such leadership is inseparable from performance achievements cascaded from the highest office, that of the Head of the Department, down to the lowest positions, including staff and executors. With such a large number of employees and limited structural positions, each employee is motivated to compete healthily, including pursuing capacity development like advancing formal education, achieving targeted performance as per the set key performance indicators (KPIs), attending in-service training, actively contributing scholarly works, and so forth. The established career development in the organization aims for both short-term and long-term benefits. The short-term benefits for the organization include each employee striving to meet their KPIs in line with their performance contract, automatically leading to the organization's KPI achievement every year. The long-term benefits include always being able to address future challenges, promptly improving or updating existing systems to ensure employee consistency with the established mutual commitment, and achieving targets set in the five-year Strategic Plan Document[17].

One strategy that transformational leaders in the Department of Education should employ to achieve employee and organizational performance is to conduct both local and global analyses. Strengths and weaknesses (local analysis) are internal factors, while opportunities and threats (global analysis) are external factors. Evaluating both internal and external environmental factors is a crucial part of strategic planning in assisting the organization in the decision-making process and[22], playing a role in adopting strategies and forming a component of ongoing civil servant management. Given the many alternatives in a SWOT analysis, they must be evaluated to choose the best strategy aligning with the company's internal condition and external environment. This SWOT component's evaluation and selection utilize the QSPM by following four steps. First, list strengths, weaknesses, opportunities, and threats consistent with the SWOT matrix. Assign a weight to each.

Formulate alternative strategies to be evaluated. Second, establish the Attractiveness Score, which can range from 1 to 4: 1 = Not attractive, 2 = Low attractiveness, 3 = Moderate attractiveness, 4 = Highly attractive. Third, calculate the Total Alternative Score (TAS), multiplying the weight with the attractiveness score for each external/internal factor for each strategy. Fourth, compute the total attractiveness value. The alternative strategy with the highest total value is deemed the best[23].

5. Conclusion

Following the background, analysis and discussion, this study has drawn two conclusions. First, the prevalent leadership model in the current Department of Education is a combination of hierarchical and functional leadership. However, the hierarchical model still dominates, even though there is the Presidential Regulation Number 29 of 2014 and the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 53 of 2014. These regulations imply that leadership in government organizations should still be performance-based, with measurable quantity and quality, rooted in the budget. Second, the suitable performance leadership agenda applied in the existing Department of Education in Indonesia is transformational leadership that still implements SWOT analysis and QSPM Matrix in achieving organizational and individual employee performance, including schools under the jurisdiction of the Indonesian Department of Education. It is based on four components of transformational leadership, namely idealized influence or charismatic influence, inspirational motivation, intellectual stimulation, and individualized consideration. These can act as mediums to assess actual operational strategies or as supports for strategic management for the foundation of organizational learning and the evolution of operational management in the education sector in provinces, regencies, and cities. These four transformational leadership components will serve as mediums indicating that continuous improvement, organizational learning, and change management are essential elements characteristic of refined measurement systems' roles and the appropriate performance measurement systems. Essentially, it relies on design recommendations. Given the vast number of stakeholders in the elementary, junior high, and high school education sectors (including organizational structures, schools, teachers, students, students' parents, the central government, etc.) which do not correspond with the available human resources and career development positions, transformational leadership is expected to create short-term, medium-term, and long-term policies. To yield maximum short-term and long-term benefits for the existing Department of Education in Indonesia, objective career development is necessary for every employee in preparing future transformational leaders through the implementation of SWOT analysis and the QSPM Matrix.

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