

Public Perceptions towards Mayor's Decisions Making and Its Government Performance of Surakarta City, Central Java, Indonesia

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Abstract

This research aims to study the relation of decision concept to the Mayor of Surakarta's Performance, Central Java, Indonesia. Research analysis was conducted by comparing two data as independent variable: mayor's attitude to government apparatus and mayor's attitude to the public. The dependent variable was perceived performance. Data were obtained through conducting face-to-face interview with 550 respondents. The size of sample fulfilled the criterion of 5% margin error at significance level of 95. The result of research shows that public appreciates highly the mayor performance. Positively perceived performance of mayor is endorsed by the mayor's attitude in facing some problems. The mayor tends to have different attitude in facing problems. He tends to be firmer to governmental apparatus but to deal with the people with problems more wisely.

Keywords: decision, performance, mayor, Surakarta city

Introduction

The one-year performance of Surakarta City Mayor, in Central Java Province, Indonesia, has attracted public attention. Moreover, the mayor is the son of President Joko Widodo, Indonesia's 7th President. One year is considered enough time to evaluate the early success of government organization. Policy orientation, partiality, leadership effectiveness, and public service quality can be evaluated in the first year of the mayor's leadership. The duo of Gibran Rakabuming Raka and Vice Mayor Teguh Prakosa has been reigning for three years as of October 2023. Even though Gibran is currently running as a vice-presidential candidate in Indonesia's 2024 election, this pair has been working effectively since their official inauguration following their victory in the simultaneous general election for regional leaders on December 9, 2020. The Gibran-Teguh duo excelled over their rivals with a decisive 225,451 votes or 86.5%.

Performance evaluation is essentially to evaluate the output of performance. As cited in Oxford Dictionary (1998), performance is defined as gain, achievement, realization, and fulfillment. Many expert opinions can be reference in comprehending performance. Lukas Summermatter and John Philipp Siegel (2009) referring to Bouckaert & Halligan (2008) and Bovaird (1996) explain that the conception of performance leads to output and outcome gains of system process consisting of input, and conversion activity.

Rismawati & Mattalata (2018) state that performance is the output of an individual's or a group of individual's work entirely in certain period of time that has been approved mutually. Robertson (2002) explains performance as the representation of the implementation of an activity/program/policy. The manifestation of performance is the achieved target, objective, mission, and vision of organization. The term "performance" is often attributed to an individual or a group of individual's achievement or success level in a work organization. Performance is measured by comparing the output of work and the specified criteria of success. Performance evaluation is intended to collect data to acquire important information related to: (1)

the efficiency of resource use in producing product and service; (2) product and service quality (how far the product and the service are given to customers and how much the customers are satisfied); (3) output of activity is compared with the intended purpose; and (4) effectiveness of action in achieving the objective.

Dwiyanto (2002) state that there are two performance measurement approaches. Firstly, it is an approach seeing performance from the service provider's perspective (bureaucracy-Regional Government) and secondly, it is the approach seeing the performance from service users or public's perspective. However, these two approaches are not viewed dichotomously but as an integrated interdependent unit.

Performance measurement with (regional government bureaucracy) perspective implies some points. Ahyaruddin, Muhammad and Muhammad Faisal Amrillah (2018) revealed that some studies have been conducted on the measurement of governmental performance. Nurkhamid (2008) highlighted the performance of regional government tending to be pseudo and biased. It is because the disclosure of performance is limited to the successful governmental program. Meanwhile, the failed one is usually hidden. Ahyaruddin & Akbar (2016, 2017, 2018) concluded similarly about the report of governmental performance tending to be formality. Performance report is prepared more to comply with regulation. This phenomenon is in line with institutional isomorphism theory, to get legitimacy and external support Ahyaruddin & Akbar 2016, 2017; Ashworth, Boyne, & Delbridge 2009; Blume & Voight, 2011; Dimaggio & Powell 1983).

The measurement of performance with customer's perspective is intended to obtain data of targeted group's acceptance to the performance of regional government. Customers' perception leads to the studies on the effect of performance viewed from the user side, community. Rismawati & Mattalata (2018) explained the measurement of performance using customers' perspective usually conducted with market retention, customer profitability, customer satisfaction, and new customer acquisition. Customer satisfaction attracts much attention in which customers feel satisfied with the service provided and customer loyalty as well.

Gezper (2017) in Ujang Syahrul Mubarak (2018) indicated customers' satisfaction with product performance. Increased sale indicates the customer satisfaction. Customers' perspective should obligatorily fulfill and answer what the customers need and expect. If this opinion is used in the context of regional government, the context of increased sale can be interpreted as the increased support from the people to the performance of regional government. The performance of regional government should obligatorily meet the customers' need and expectation.

Oliver (1997) stated that customer satisfaction is the consumers' response to the assessment of product and service features, or the product itself provided or providing pleasant or unpleasant fulfillment level related to consumption. Customer satisfaction is the customers' response to the fulfillment of service. Heskett and Sasser (1997) suggested that people are the factor playing important role in organization.

Fandi Tjiptono (2018) discussed customer satisfaction based on Engel, *et al*, Kotler, *et al*, and Schnaars' argument, as follows: (1) Engel, *et al*. (2000) stated that customer satisfaction is post-sale service evaluation in which the alternatives selected are at least equal to or exceed the customers' expectation, while dissatisfaction arises when the outcome does not meet the expectation; (2) Kotler, *et al*. (2000) stated that customer satisfaction is an individual's perception after comparing performance (or outcome) he/she felt compared with his/her expectation. So, in conclusion, customer satisfaction is outcome the consumers/customers perceive corresponding to their expectation. Customer expectation is affected by personal need such as clean and tidy clothing after using laundry service, comfortable parking lot, friendly laundry owner, and tidy room; (3) Schnaars (2000) stated that the objective of business is to make the customers satisfied.

Nasution (2004) **classifies customer** into three categories: internal, intermediary and external customers. Internal customer is the one inside the company and affecting our work (company) performance. Such components as purchase, production, sale, payment, salary, recruitment, and employee are the examples of internal customers. For example, salary payment component should view the paid employees as the customers to be satisfied. The employees (internal customers)' needs like receiving salary timely and in appropriate amount, without administrative error, and etc should be absolutely taken into account by payment division. Salary, in this case, serves as internal supplier. The principle of supplier-customer relationship should be maintained in modern quality system.

Intermediary customer. Intermediary customers are those serving as intermediary rather than as the end user of product. Distributor that distributes the products of travel agents and reserving room for the end user is an example of intermediary customer. For example, a hotel receives room reservation from a travel agent. In this case, hotel serves as supplier, travel agent is the intermediary customer and the guest who uses the hotel room is the end user or the real customer. In modern quality system, those involved or conducting product transaction should be satisfied.

External customer. External customer is the buyer or the end user of product, often called the real customer. External customer is the ones who pay for using the product produced. Sometimes the paying customers are different from the using customers. For example, in supermarket receiving payment using credit card, the payment is done by the bank that issues the credit card, while the product user is the holder of card. In this case, both the payment customer (bank) and the product using customer (card holder) should be satisfied by the supermarket that serves as supplier. In a modern quality system, the principle of customer-supplier relation should be maintained in order to satisfy each other, and to find out who the consumers are, a company should conduct market segmentation research.

Internal customer is conceived as those participating in the process of producing and distributing good and service products to the end consumer. Gronroos (1994) explains internal market. He states that employee performance is determined considerably by customer-oriented motivation. The activity of internal market occurs when employees have good mentality and are motivated to serve the customers. Ballantyne (2004) explains that the objective of internal marketing is to improve the quality of relation to external marketing. Internal marketing is a very important aspect. The company builds and employees work well and build their mentality to be customer oriented.

Jumadi (2012) citing Kumar (2010); Lombar (2010); Misha 2010; Aburoub and Hers (2011); El Samen and Alshurideh(2012); and Wang *et al.* (2012) explain internal and external marketing as a hinge. Employee satisfaction and customer satisfaction are interrelated and then make the internal marketing the initiation of external marketing activity.

Lombard (2010) explains that a successful implementation of internal marketing principles is the precondition of an effective external marketing. Marketing activity always ends up with an endeavor to provide customer satisfaction. Company has two customers: internal (employees) and external customers (consumers) that always need attention and good service. The assessment of internal marketing program is used to find out the employee (internal customer)'s perspective on how the company treats them. This attempt help manager find anything requiring repairing to be analyzed further. Some studies have been conducted on internal marketing, one of which is the one conducted by Aburoub and Hers (2011) finding that the satisfaction of external customer can be achieved through that of internal customer. They also explained in their study that internal marketing affects positively the company performance.

Similarly, Eldeen and El-Said's (2011) study found that organization has applied internal marketing well and it has an impact on the company. El Samen and Alshurideh's (2012) study using internal marketing dimensions and internal quality service dimensions concluded that there is a relationship between internal marketing dimensions and internal quality service dimensions. This is confirmed by Wang *et al.*'s (2012) study finding that internal marketing including the effectiveness of training activity for the employees contributes to the customer satisfaction.

Mishra (2010) explains that the objective of internal marketing is to motivate and to make the consumers or employees aware of achieving the superior service. Internal marketing, according to Araoub and Hersh(2011), is used to refer to the activity in the carrying-out organization in the attempt of attract and to win the employees' heart and mind in providing service that can distinguish their service from other organizations' service. Meanwhile, internal marketing, according to Kotler and Keller (2012) is a holistic marketing element involving the duties of recruiting, training, and motivating employee in order to be able to serve the customers well. It ensures that every individual in the organization, particularly senior manager, can implement the marketing principles appropriately. Marketing activity inside the company can be as important as that outside. Internal marketing is the activity of service provided to internal customer expectedly to create the satisfaction among internal customers and to satisfy the external customers. Therefore, the early measure taken is to satisfy the internal customers through paying attention to the dimensions of internal marketing.

Hallowell *et al.*'s (1996) study entitled *Internal Service Quality, Customer and Job Satisfaction: Linkages and Implications for Management* found that there is a relationship of internal quality service to

service capability and customer satisfaction, but internal quality service is more closely related to job satisfaction than to customer satisfaction.

Kotler and Keller (2012) emphasize the elements composing internal marketing holistically. It involves the duties of recruiting, training, and motivating the employees leading to the ability of serving customers well. The orientation of corporate customers' internal activity is as important as the same activity aiming to satisfy the external customers beyond the company.

The internal marketing theory explains that activity of service provided to internal customer is intended to meet the expectation of internal customers in order to create satisfaction among internal customers and to satisfy the external customer. External customer satisfaction is achieved when the internal customer satisfaction is achieved. This research positions the governmental apparatuses of Surakarta City to be internal customers and Surakarta City people to be external customers.

This research article on performance is the measurement of performance based on the public perception as the target of policy. Output and outcome of regional governmental performance become the parameter of a success when they have an impact on the people's real life.

In addition to the concepts of performance and customer satisfaction, this research also studies the concept of decision. The author refers to the argument of Damang Averroes Al-Khawarizmi, a public administration law expert <https://www.negarahukum.com/beda-keputusan-dan-kebijakan-tanggapan-atas-tulisan-f-daus-ar.html>, explaining that policy in Dutch is usually mentioned as "*beleidsregel*". Decision is called "*beschikking*" in Dutch. Policy is a governmental action born not from the law legitimizing the executives to take action in state administration field. But policy is identical with wisdom. Policy is similar to wisdom subtracted by virtue or wisdom equal to policy plus virtue. Virtue is born from the quantum of wisdom versus virtue. Speaking of virtue and being wise, they surely derive from a set of ethical and moral elements, then implemented virtuously. An official remains to be authorized anymore. Policy equals to discretionary power given to the official. Policy is the shadow or reflection of law and decision. Policy can be said as half law or half decision (*speilgbert*).

Considering Al-Khawarizmi's (2013) study, decision is defined as *speilbert decision*. In this case, it is the Mayor's attitude in deciding to take action over the problem faced in organizing the government. Decision as the mayor's *speilbert decision* is study in two contexts: internal customer (city government apparatuses and external customer (Surakarta City people).

Method

The population of survey research was Surakarta City people whose names are enlisted in the Final Voter List (Indonesian: *Daftar Pemilih Tetap*, thereafter called DPT) of Local Leader Election of Surakarta City in 2020. There were 418.283 voters in Local Leader Election of 2020 distributed in 54 *kelurahans* (villages) in 5 sub districts: Banjarsari, Jebres, Pasarkliwon, Laweyan and Serengan.

The sampling technique used was Stratified Random Sampling based on DPT of polling station (Indonesian: *Tempat Pemungutan Suara*, thereafter called TPS). Fifty five survey location points (Indonesian: *Titik Lokasi Survey*, thereafter called TLS) were selected purposively by considering regional distribution level. DPTs in the TPS selected to be TLS were randomized to select respondents. Five respondents were taken from each of TLS. Thus, a total of 550 samples were obtained. This sample size met the criterion of 5% margin error at significance level of 95%. Meanwhile, data was collected using direct interview technique, face to face interview based on close-ended questionnaire.

Result And Discussion

This survey research obtains the characteristics of survey respondent classification based on five criteria: (1) Gender: 49.5% females and 50.5% males; (2) age group: 6.9% under 25 years, 89.35% between 25 and 60 years, and the rest of 3.8% older than 60 years; (3) education: 6% elementary school or equivalent, 12.5% Junior High School (SMP) or equivalent, 64% Senior High School (SMA), and 17.5% college; (4) occupational status: 22% (governmental and private) employees, 6.5% factory laborers, 10.5% small- and medium-scale enterprise (SME) owners, 30.2% informal sector workers, 21.5% housewives, 0.4% large employers, 5.5% students and college students; and (5) household economic status of respondents: 56.5% social insurance card (KJS) holders, 40% independent health insurance card holders, and 3.5% upper-middle economic group. Considering the criteria of respondents for distribution research, the data is distributed evenly for some criteria specified in the research design.

This research positions data to be independent variable. It is the variable putatively having correlation with and impact on other variables. It means that the change occurring in the data of independent variable can contribute or affect the change in dependent variable. The independent variable is the mayor's decision in dealing with problems. There are two problem contexts in this research. Firstly, it is governmental apparatuses or called **problematic apparatuses**. Secondly, it is the problem resulting from community member or group, called **problematic citizen**. Thus, there are two independent variables.

In relation to these two independent variables, the author asked question to the respondents with similar wording structure. There is only a little difference in their contexts. The questions for problematic apparatus variable are (1) In your opinion, what attitude is more prominent when Mayor Gibran is faced with the **problematic governmental apparatus**? and (2) In your opinion, what is more prominent when Mayor Gibran is faced with the **problematic citizen**?

The research question is close-ended. The respondents were told to choose the answers provided. First and second questions have the same answer option number. Six answer options are arranged. Three options are positive and the other three are negative. The positive answer options are: (1) firm, (2) wise; and (3) fairness. Meanwhile the negative ones are (4) less form; (5) unwise; and (6) non fairness.

The data of research result shows that respondents, in fact, focus more on the positive answer option. No respondent answer is found choosing negative option.

The author attempted to observe the ratio of perception on the mayor's decision when dealing with **problematic apparatuses** to that when dealing **problematic citizens**. Table 1 describes the following data.

1. Data of perception on the mayor's **firm** attitude. The perception on the mayor's **firm** attitude in dealing with **problematic apparatuses** (65.8%) tends to be different from that in dealing with **problematic citizens** (46.5%), with smaller figure.
2. Data of perception on the mayor's **wise** attitude. The perception on the mayor's **wise** attitude in dealing with **problematic apparatuses** (19.1%) tends to be lower than that in dealing with **problematic citizens** (37.6%).
3. Data of perception on the mayor's **fairness/transparency**. in dealing with **problematic apparatuses** (10%) tends to be lower than that in dealing with **problematic citizens** (12.2%)

Table 1 Distribution of the comparison of perceptions on mayor's attitude in facing problematic apparatuses and problematic citizen

Indicator of Attitude	Mayor deals with	
	"Problematic" bureaucratic apparatuses	"Problematic" Citizen
Firm	65.80%	46.50%
Wise	19.10%	37.60%
Fairness	10%	12.20%

Source: Primary data, 2023

The author assumes that the **firm** attitude tends to be connoted negatively (e.g. **fierce**). Meanwhile, being wise and fair/transparent (fairness) are put onto loftier position than firm attitude. Nevertheless, it is, of course, still debatable. Data presented in Table 1 shows the perceived indicator of mayor's attitude tending to deal problematic citizens more loftily than problematic apparatuses.

Thirdly, the data is the one put by the author to be dependent variable, citizen's perception on the mayor's performance. Data of dependent variable was obtained from the answer to the questions related to the citizens' assessment on the mayor's performance in his one-year reign in Surakarta City. The research question is arranged in the following wording structure: *If you are told to give score between 10 and 100, what score will you give to Gibran's one-year performance as the Mayor of Surakarta City in 2021?*

This question is an open-ended one. Respondents can give any score as long as it is still in the interval of 10-100. The data of answer to the question is presented in Table 2. Data of independent variable in this result of research shows that the mean score given by the citizens to Gibran's one-year performance as the mayor is **79.3 (seventy nine point three)**. The score with highest frequency is 80 or about 43% of citizens give score 80 to Gibran's one-year reign. If it is added with the frequency of score over 80, it can be said that 67.5% of citizens give score over 80.

Table 2 Distribution of assessment score for Mayor Gibran Rakabumingraka's one-year

Score	N	Score * N
100	7	700
95	3	285
90	59	5310
85	67	5695
80	235	18800
75	93	6975
70	71	4970
65	2	130
60	11	660
50	2	100
MEAN SCORE	550	43625
	79.3	

Source: Primary Data (2023)

The analysis was conducted by comparing data of dependent variable with the data of independent variable partially. Data of perceived performance was compared with the data of mayor's decisional attitude to problematic apparatuses and that to problematic citizens. Considering the analysis of research, the author proposes a thesis. The author still puts the conclusion to be a thesis. Further and more focused studies are still needed on many cases in other places. The author's thesis is that the tendency of firm attitude to apparatuses contributes to positive perception on political official's performance (in this case, the Mayor of Surakarta City).

Firm attitude tending to be connoted to be fierce is shown by political officials as recorded in mass media. There are two incidences, in which local leaders who were angry with problematic apparatuses, viral in both mass and social media. The political officials are Central Java Governor (Ganjar Pranowo, 2013-2022) and Mayor of Surabaya (Tri Risma Harini, 2010-2020). In the middle of April 2014, Central Java Governor, **Ganjar Pranowo**, was angry during suddenly inspection in weighbridge. Ganjar told all officers of local Transportation Communication and informatics Office in the province to stop any illegal levies occurring in weighbridge. Ganjar Pranowo's anger was due to illegal levies collected from highway transportation vehicles that broke the rule of tonnage or load permitted to cross the highway. The public views the governor's anger positively. Some supports and praises are devoted to the governor to keep reforming public service and building the problematic apparatuses

<https://www.merdeka.com/peristiwa/ganjar-marah-marah-saat-sidak-jembatan-timbang-di-batang.html>.

News about Tri Risma Harini's anger was covered by online news media, Kompas.com. The article released on 15/10/2021, at 0.8:51 a.m. Indonesian West Time is entitled *Here are 7 mad actions taken by Risma before the public: (1) during her work visit to Lombok Timur (East Lombok), NTB on Wednesday, October 13, 2021; (2) during her work visit to Gorontalo on September 30, 2021; (3) reprimanding all employees of Social Rehabilitation House for Disabled Wyata Guna, Bandung, on July 13, 2021; (4) during her visit (blusukan) to the recipients of non cash food grant (BPNT) or food staple program in Kelurahan Sendangharjo, Tuban Sub District, on Saturday (24/7/2021); (5) being angry during her visit to the recipients of non cash food grant (BPNT) or food staple program in Kelurahan Sendangharjo, Tuban Sub District, on Saturday (24/7/2021); (6) on September 2016, Risma has ever raged at the employees of*

Surabaya Demographic and Civil Registration Office; and (7) Risma has ever raged at and dismissed the event of distributing ice cream for free in Bungkul Park of Surabaya, on May 11, 2014; <https://nasional.kompas.com/read/2021/10/15/08510741/ini-7-aksi-marah-marah-risma-di-depan-publik?page=all>.

Public appreciates positively the two political officials having good career until today. Following his completed tenure as the mayor of Surabaya for two periods, Tri Risma Harini was inaugurated to be Republic of Indonesia's Social Minister. Meanwhile, Ganjar Pranowo who will end his tenure as the Governor of Central Java in the second period in October 2022 is well-known for his high electability to be candidate president, based on the result of survey conducted by some credible national political survey institution.

Public appreciates the firmness to governmental apparatuses. The local leaders' action represents public's annoyance over local apparatuses and leaders' behavior in some cases in other places. Makhfuz's (2013) study found the relationship of bureaucratic culture to the rule (power) in Indonesia. Bureaucracy is related to political power for some reasons. Firstly, bureaucracy manages public financial resource, constituting government financing and development budget. This financial source has strategic value to political officials in both government and their carrying party. Secondly, bureaucratic cultural behavior is affected by the behavior of political elites, most of which are bureaucrats. Thirdly, the role of bureaucrat affects Indonesian development very significantly.

The phenomenon of relationship between bureaucrat satisfaction and public satisfaction is indicated clearly in some governmental political practices. The cases of bureaucrats' annoyance cases in Solo Raya at least involves Boyolali, Sukoharjo, Karanganyar, Sragen, Wonogiri, Klaten, and even Solo city. The bureaucrats' dissatisfaction with political officials' behavior has not been documented substantially in the research with good methodology. But the author has interacted with many bureaucrats. As a lecturer and a researcher, he teaches them constituting the students of Public administration Postgraduate Program in Universitas Slamet Riyadi Surakarta Indonesia where the author is working. The behavior of political officials has been disclosed by the grantees with the status of state civil apparatuses working in regional government.

Political officials set up high target for their performance. It is not the performance of apparatuses just like their formal main duty and function. But it is more personal performance related to electoral political interest. The political officials' weapon is around the promotion system in the government. Promotion is putatively always related to personal proximity and personal loyalty aspects. Proximity is also in ideological scope of the party from which the political officials come.

Beyond the promotion system, there is another equally potent weapon. It is the switch of workplace, compared with the employees' residence. It is the weapon with the employees perceived to "rebel" being the target. Generally, it is intended to lower-class employees. The combination of promotion system and workplace switch is a frightening final weapon. An employee with previous structural position becomes this weapon's target when he/she is considered as making fatal 'political fault'. He/she not only loses his position but also his new position level is lowered or switched to the remote area.

The story of political official behavior disclosed by the author's students is in line with Tauhid and Gufran's (2019) study. The study found that political intervention in the mutation of bureaucratic officials in Bima City Government is still dominated by the following factors: 1) conflict of political interest, 2) transactional politics, 3) Politics "As Long as You Happy (Indonesian: *Asal Bapak Senang*, thereafter called ABS politics), 4) the rule authority, and (5) primordialism interest to highest officials in bureaucracy. Nevertheless, the mechanism of mutation is still implemented corresponding to normative rule, so that it as if does not break the normative law or rule as regulated in the Law Number 14 of 2014 and the Minister of State Apparatuses Utilization and Bureaucratic Reform's Regulations Number: 13 of 2014 about the Mechanism of Filling Supreme Leader Position Transparently in Governmental Institution Environment and Number 30 of 2018 about Guidelines of the Evaluation on Bureaucratic Reform in Governmental Institution.

Although legally the behavior of political officials is legitimate, benefits the rule more, and controls the personnel more effectively, it is not ethical. Personal rule is built on their apparatuses' trouble is not proper. Some bureaucrats feel not happy. They cannot express their political interest independently because they are always shadowed with anxiety. They worry about them perceived to be the line beyond political loyalty radar. They will be highly objected or at least be uncomfortable when they should face real sanction. Some types of sanction can be imposed.

The relationship between political officials and governmental apparatuses in administrative bureau has been reported in Haedianti's (2018) study. She conducted a research in Luwu Regency, Sulawesi Selatan (South Sulawesi) Province Indonesia. There are two points to be noted related to the positive electoral effect of local leaders politically. **Firstly**, the moment of structural official succession is conducted massively. There is an intervention from the regent's winning team that commercializes position and position placement. Logrolling politics to bureaucratic apparatuses is a reward they get because they have supported the elected regents during local leader election. The regulation of position promotion and formation is implemented as an unachieved meritocracy. **Secondly**, bureaucratic position politicization is affected by some factors. The first one is political power interest of local leaders. It is patron-client relation between local leaders and their bureaucrats as the form of bureaucrats' loyalty to their leader. Local leaders get political support with bureaucratic position as the exchange or reward. The second is nepotism as the power expansion strategy. It is the placement of employees in the local governmental position.

Positional transaction between governmental apparatuses in administrative bureau and the rule of local leader occurs due to the presence of shared interest. Political officials need bureaucratic apparatuses' loyalty to support their rule on the one hand. And on the other hand, bureaucratic apparatuses need career. In addition to career, bureaucratic apparatuses are interested in perpetuating old processes and traditions in managing the public affairs. Feudalistic pattern of relation between apparatuses and public puts bureaucrats to be the part of rule (power).

Local leaders are the supreme governmental leader in region. Local leaders, along with the Regional Legislative Assembly (Indonesian: *Dewan Perwakilan Rakyat Daerah*, thereafter called DPRD), set up the governance policy to implement government and development. Both of them are the institutions undertaking the state's political function. Frank J. Goodnow (1900) in Shafritz (1997) divides the state's function of power into two: political and administrative functions. Political function is closely related to policy maker. It is intended to determine the direction of and to make policy. Political function is performed by political organ. The establishment of political organ is conducted through political processes. Local leaders and Regional Legislative Assembly in Indonesia were elected through political process of general election. Legislative election is intended to elect the members of DPRD and local leader election to elect the local leaders.

Administrative function deals with policy execution. This function is performed by professional administrative bureau. It is recruited from the governmental career officials with adequate specification, experience, and skill. In organizing regional government, the administrative bureau involves state civil apparatuses who occupy the governmental echelon position. They are in the organizational structure of regional government led by regional secretary, head of agency, and head of service office with main duty and function as specified in the legislation.

Local leader as a policy maker and state civil apparatus as administrator policy act on behalf of legislation. There is a border by which the local leaders are prohibited from participating in administrative processes. Bureaucratic officials should also be prohibited from being engaged in political process. The separation of political function from administrative function is intended to enable the parties to perform their function maximally. However, in practice, it is difficult to accomplish. Bureaucracy is often co-opted by political interest. Bureaucracy prefers getting engaged in political interest process by supporting certain figure in political contestation. Political officials cannot take professional action against bureaucratic apparatuses due to their political merits.

Political and bureaucratic relations, viewed from public management perspective, require the local leaders to take controlling action. The act of ensuring that all regional governmental policies are implemented effectively and efficiently is taken by the civil apparatuses of regional government. The achievement of bureaucratic performance has an impact on public perception on the political leadership performance of local leaders. Therefore, when the governance finds "**problematic**" governmental apparatuses who break the local leader's policy and legislation, local leader should take an action against them.

Local leaders' attitude and reaction to problematic governmental apparatuses are waited for by the public to prove the effectiveness of public management leadership function. The firm action taken by local leaders against irresponsible apparatuses is perceived by the public as the act of protecting and defending the public interest widely. Eventually, local leaders get political electoral support.

Problematic bureaucratic practice has been endemic to Indonesian society since a long time ago. Modern bureaucracy built by colonial government early was not intended to perform the service function to citizens but to the interest of Dutch Kingdom rule. Similarly, the existence of kingdom officials (*punggawas*) as a traditional administrative model serves more as the king's instrument of ruling the People. Nur Laely's (2018) study on "The Dutch Indies Colonial Government System In Onderafdeling Bonthain 1905-1942" found that administrative system of colonial government did not change too much the governmental bureaucratic and administrative systems enacted in Bantaeng. The governmental bureaucratic system developed by colonial government was instead intended fully to supporting the more developing paternalistic pattern that has animated bureaucratic system in empire era building on <http://eprints.unm.ac.id/11608/1/ARTIKEL%20TESIS.pdf>.

Agus Dwiyanto (2008) suggests that government lets the bureaucracy and its employees to be established by history and colonial heritage, *priyayi* culture, and the rule so far entrenching very strongly into bureaucracy, local political dynamic and narrow interest of elites and employees. Historically, our bureaucracy was established by Dutch colonial when bureaucracy and its employees were used to guarantee the ruler's interest. This style is still very visible in our bureaucracy.

Not only regional government deals with the problem related to the problematic internal apparatuses. But constraints also arise from external bureaucracy, public. Local leaders should frequently deal with some infringements. Disturbance of interest and either individual or group behavior can result in friction that can trigger potential horizontal conflict. More maturity is required to manage the potential conflict within society. It is not merely a legal problem. A comprehensive understanding is required on the root of problem triggering the potential conflict. Firm law enforcement is not enough to resolve conflict, moreover in long term. Local leaders' wisdom is more desirable. Communication is needed to understand better the position of individual and group that can potentially be a rationale to solve the public problem. Firm action is needed to create justice. But, lawful action can trigger revenge, if it is unacceptable to all parties.

Public perception on the local leaders' attitude can be important notes to the people. Wise and just attitude in treating the victim is needed more than black-white legal firmness. Public perception on the local leaders' attitude in dealing with problematic people has an impact on the assessment of local leader's successful leadership. People will view the local leaders positively if they can implement a good regional leadership, protect, and shelter the people wisely but take action firmly.

Conclusion And Recommendation

Conclusion

The conclusions of research on *public perceptions towards mayor's decisions making and its Government Performance of Surakarta City, Central Java, Indonesia*, are as follows: (1) people appreciate positively the performance of mayor with score of 79.3 (score ranging between 10 and 100); (2) positive perception on the mayor's performance is endorsed by decision of mayor's attitude in dealing with some problems; (3) the mayor's decides to take firm attitude to problematic apparatuses; (4) the mayor's decision in dealing with the problematic people tends to be wiser than that in dealing with problematic apparatuses. The mayor has different decision in relation to his attitude to governmental apparatuses and people. He tends to take firm attitude to problematic apparatuses and wise attitude to problematic people.

Recommendation

Considering the findings of research, the following recommendations are given (1) further research should be conducted on the leadership model based on the gap occurring, related to the leader's decision making in internal and external organizations, in this case society, and (2) capacity should improved and ideal and dynamic leadership type should be implemented in communicating and coordinating well, according to vision and mission assumed.

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