

Democratic Leadership Style In Organizations Public Health Care Services

Gaya Kepemimpinan Demokratis Dalam Organisasi Pelayanan Kesehatan Puskesmas

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ABSTRACT/ ABSTRAK

Achieving good basic health status requires quality and affordable PHC health service organizations that are influenced by the abilities and skills of health workers. Leaders are figures who play a role in the formation of quality health workers. The majority of leaders in health care organizations apply a democratic leadership style in leading their members. This article aims to determine the effectiveness of implementing a democratic leadership style in the management of health center organizations. This study uses a literature review of nine articles that meet the initial screening criteria. The leadership styles that are often applied in PHC are laissez-faire, participative, delegative, instructional, and democratic. The democratic leadership style in decision making prioritizes deliberation but focuses less on the right decision and more on the preferred decision. The application of democratic leadership style has an effect on increasing motivation, performance, employee satisfaction, optimal health service quality and providing service satisfaction to patients, but is less able to improve employee discipline and health service coverage.

Pencapaian derajat kesehatan dasar yang baik memerlukan organisasi pelayanan kesehatan Puskesmas yang berkualitas dan terjangkau yang dipengaruhi oleh kemampuan dan keterampilan tenaga kesehatan. Pemimpin adalah figur yang berperan dalam pembentukan tenaga kesehatan yang berkualitas. Mayoritas pemimpin di organisasi pelayanan kesehatan menerapkan gaya kepemimpinan demokratis dalam memimpin anggotanya. Artikel ini bertujuan untuk mengetahui efektivitas penerapan gaya kepemimpinan demokratis dalam pengelolaan organisasi kesehatan Puskesmas. Penelitian ini menggunakan studi kepustakaan terhadap sembilan artikel yang memenuhi kriteria penyaringan awal. Gaya kepemimpinan yang sering diterapkan di puskesmas adalah laissez-faire, partisipatif, delegatif, instruksional, dan demokratis. Gaya kepemimpinan demokratis dalam pengambilan keputusan lebih mengutamakan musyawarah tetapi kurang fokus pada keputusan yang tepat dan lebih pada keputusan yang disukai. Penerapan gaya kepemimpinan demokratis berpengaruh terhadap peningkatan motivasi, kinerja, kepuasan pegawai, kualitas pelayanan kesehatan yang optimal dan memberikan kepuasan pelayanan kepada pasien, namun kurang mampu meningkatkan kedisiplinan pegawai dan cakupan pelayanan kesehatan.

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BACKGROUND

The development of health services in Indonesia is inseparable from the history of the nation's life, even after independence, health services continue to develop in line with the great responsibility of the government, namely to guarantee and protect the entire community from various health problems (Ariga, 2020). Health development is oriented towards increasing health status and optimal life expectancy (Marwanto, 2019). In achieving good health, a health service organization is needed that is able

to provide quality and affordable services (Ayuningtyas, 2020). The quality of health services is influenced by the ability and skills of health workers (Wulandari *et al.*, 2019). The skills of health workers are not only limited to good communication and cooperation with patients but also in the management system of health service organizations (Setyawan, 2019)(Mamik, 2014). It is undeniable, the leader is one of the figures who play a role in the formation of qualified health workers to provide health services. Good leadership will encourage

the creation of harmonious communication so as to create strong integration between colleagues and employees and can form disciplined behavior in carrying out their respective duties and responsibilities. (Sudarji and Surja, 2019)(Meitha and Sasmito, 2016).

PHC is one of the basic health care organizations that serves as the earliest gateway in providing health services to the community (Bramantoro, 2017). As a technical implementing unit for the Regency/City Service, PHC is responsible for the implementation of health development in the work area it covers. (Maulana, Rahmawati and Salbiah, 2017). In applying its function and role to improve the health status of the community is not an easy thing. There are several obstacles that cannot be separated from the role of human resources (HR), one of which is the low performance of the organization which is influenced by the leader. The leadership style applied by the leader is considered inappropriate, causing the employee's performance motivation to decrease so that it affects the achievement of optimal service to the community (Listiana, Suryoputro and Sriatmi, 2018). One leadership style that is often applied by leaders in managing organizations, especially PHC health services, is a democratic leadership style which is known for the principle of deliberation (Marwanto, 2019). In this

discussion, it will be explained more deeply related to the effectiveness of implementing a democratic leadership style in the management of health service organizations, especially in PHC.

METHODE

This study uses a literature study based on a database from Google Scholar using the keywords "Health Service Democratic Leadership Style" spanning 2015-2020 where there are about 17,000 articles. Furthermore, screening was carried out to find 9 articles that matched the criteria for a literature review and an analysis process was carried out on these articles so as to build a theory of democratic leadership style in health services. Selection and screening of selected articles was determined based on several types of research that were in accordance with the research criteria, namely using a quantitative correlation type of research so that they could obtain information related to the influence and relationship of democratic leadership in health services, especially in PHC. The article was synthesized by making a synthesis table containing the influence of democratic leadership style in health services. Synthesis of articles is processed manually.

RESULT AND DISCUSSION

Table 1. The Effect of Democratic Leadership Style on Health Service Organizations in PHC

No	Author	Results
1	There is a very close influence between the democratic leadership style and the work motivation of the health workers implementing the PHC.	(Winarti, 2018)
2	The application of a democratic leadership style has an effect on improving the performance of members both in making decisions, listening to criticism and suggestions, appreciating the potential of members, and working together with members.	(Makmun, Rohim and Khoiriyah, 2020)
3	Democratic leadership style has an influence on job satisfaction. The better the application of the democratic leadership style, the higher the job satisfaction of members.	(Mughira, 2015)
4	Democratic leadership style affects optimal health service management	(Gunawan, Pranatha and Ramadhy, 2020)
5	Democratic leadership style has an effect on patient satisfaction related to employee performance	(Murdani <i>et al.</i> , 2021)
6	The democratic leadership style is not necessarily said to be the best leadership style, because the leadership style used adapts to the situation and conditions faced by the leader as the head of the organization.	(Agus Rusmana <i>et al.</i> , 2019)
7	Non-democratic leadership styles have a better effect than democratic leadership styles.	(Olsen <i>et al.</i> , 2020)
8	Democratic leadership style has no significant relationship with employee performance in terms of discipline.	(Afandi, Sudirman and Tantu, 2018)
9	Democratic leadership style is less able to meet the coverage of health services. Obtaining optimal results requires a combination with other leadership styles such as authoritarian leadership styles.	(Gunawan, Pranatha and Ramadhy, 2020)

Human Resource Management (HR)

Management is a systematic effort to understand, coordinate and integrate individual and group collaboration to achieve organizational goals effectively and efficiently, while human resource management is a strategic and coherent approach with the process of acquiring, training, assessing and compensating individuals (employees) with due regard to cooperative relationships, health, security and justice in organizations to achieve common goals (Riniwati, 2016).

HR who play a role in an organization other than members of the organization are leaders. Nyoto (2019), There are main elements that are essential related to HR management and organization regarding leadership, namely:

- a. Elements of leaders or people who influence (personal self).
- b. The element of the person being led as the affected party (generic).
- c. The element of interaction or activity or effort and process affects.
- d. Elements of the goal to be achieved in the influencing process.
- e. Elements of behavior or activities carried out as a result of influencing.

Theory of Birth of Leaders and the Concept of Leadership

Leadership is closely related to the leader. The leader is the most influential person in the group, tasked with coordinating relevant group activities, giving orders and being the main person in charge (Suwatno, 2019). Tando (2017), There are several reasons someone emerges as a leader, namely:

a. Old Theory

1) Genetic Theory

Taken from the old theory where a leader is born not because of a process that takes a long time, but is born through extraordinary talents from birth. These talents were passed down from their parents and ancestors who were also leaders.

2) Social Theory

Emphasizing that a leader cannot be born just like that but must be prepared, educated, and formed first. Leaders according to this theory are born through a process of education, training, thorough and long preparation and encouragement by a strong motivation from himself to become a leader.

3) Ecological Theory

A leader who already has leadership talents and these talents was developed through

experience and educational efforts, also in accordance with the ecological demands of his environment.

b. New Theory

1) Financial Theory

A person can become a leader because of wealth/money. They buy votes from the electorate to fulfill their ambition to become a leader. In Indonesia, it usually appears in the election of the President, Governor, Regent/Mayor as well as central and regional officials in direct elections by the people.

2) Anomaly Theory

Leaders who are obtained from sympathy as a result of ethical behavior in life such as differences in race, skin color and also due to the injustice of previous leaders.

Based on these theories, it can be seen that a leader is born from a variety of different backgrounds so that it cannot be denied that in its implementation it will definitely adjust the process they have done to fulfill the desire to become a leader. All processes and backgrounds will certainly have an impact on the leadership in the organization that will be undertaken.

Leadership is an attempt by a leader to establish mutually influencing relationships and be able to realize the achievement of common goals by fulfilling the desire for real change (Wijono, 2018). There are eight theories and concepts applied in health leadership according to Weintraub and McKee (2019):

- a. Creating a harmonious climate full of innovation.
- b. Exchanging members in leadership in order to increase experience and reduce boredom from members.
- c. Using social media.
- d. Clear leadership rules.
- e. Supports team reflectivity.
- f. Understand the mindset of members.
- g. Organizational culture that supports innovation.
- h. Senior leadership style.

Leadership style is one of eight theoretical concepts applied in health leadership which has a meaning, namely a behavioral norm used by someone when that person wants to influence the behavior of others (Marsam, 2020). The leadership style possessed by a leader affects the work environment and the results of actions taken by health workers on patient care (Novietasari *et al.*, 2020). Ronald Lippitt and Ralph K. White in the book Soekarso and Putong (2015) There are 3 leadership styles, namely:

- a. Authoritarian, autocratic, dictatorial.
- b. Democratic.

- c. Laissez-fair (freedom), free-rein (free control), libertarian (freedom).

Effective Leadership in Healthcare Organizations

Effective leadership according to Usman (2019) is leadership centered on the effectiveness of a leader. An effective leader is someone who has the characteristics of being credible, acceptable, capable, sociable, accountable, durable, humble, while effective leadership styles include:

- a. Bureaucrats are rule-abiding, loyal, maintain the environment, work methods, and relationships between co-workers that are entwined with strict regulations.
- b. Developers are creating collaborations, being able to empower others, trusting others, and developing like other people.
- c. Benevolence, namely motivating others, learning from experience, obtaining results effectively and understanding work rules and procedures.
- d. Executives are future-oriented, generate follower participation, motivate followers well, and complete work effectively.

Ismainar (2019) Adding the level of leadership effectiveness is not only determined by a person or several leaders but is a joint result between the leader and the members he leads. Leaders cannot do anything without members, and vice versa. Members will not be able to effectively carry out their duties and obligations without controlling, directing and cooperating with the leadership in other terms team work.

At all levels, professions and institutions, leadership is needed. Likewise, in health care organizations, leadership with adaptive capacity is needed, in-depth understanding of the external environment and internal organizational culture relationships and developing together in situations of finding a way out of a problem that is beyond prediction. Belrhiti, Giralt and Marchal (2018), effective health organization leaders must be able to:

- a. Encourage the creation of a conducive atmosphere.
- b. Catalyze the emergence of problems, identify knowledge centers within the organization and encourage the formation of effective communication in solving a problem.
- c. Maintain systematic thinking.

It is the same with organizations at the basic level, namely PHC. PHC is a health service facility that organizes first-level health efforts both individually and comprehensively by prioritizing promotive and preventive efforts

where a series of activities are carried out systematically to produce efficient and effective outcomes in order to achieve the highest public health degree. (Anita, Febriawati and Yandrizal, 2019). Leadership in health organizations including PHC is something that is vital and complex. Leaders must be able to master various cultures within the organization including combining results and a heart which has a vision for new and great things, realistic to facts with humility and openness, has ethics through integrity of good performance, carries out obligations and sensitivity in serving the community, and which is no less important is the courage to take responsibility for the risks of the various decisions that have been taken (Dinata, 2010).

There are various leadership styles at the PHC, ranging from leadership that is only concerned with personal performance such as checking the results of reports where it is not too interfering in the work affairs of its members so that they are not able to give initiative to their subordinates which is called laissez-faire leadership. In line with research conducted at Peureluak Barat PHC, the leader has a leadership style where the leader maintains too much authority, has poor communication with his subordinates, does not guide or motivate and only focuses on his own work (Usman, Badiran and Muhammad, 2020).

There is also a participative and delegative leadership style similar to that of the leader at Sukomoro PHC where participative leadership is carried out in a persuasive way to create a harmonious working atmosphere by fostering loyalty and participation of his subordinates. Meanwhile, delegated leadership is for making wise decisions in carrying out work (Widiarni, 2017). In addition, there is an instructional leadership style like the leadership style used by the leader at Bara Bayara PHC Makassar city where from 45 samples studied, 44.4% used the instructional leadership style in decision making (Fadly Kaimuddin, Darmawansyah, 2014). The democratic leadership style is the most frequently used, as was done by the head of PHC in the Kuningan Regency working area as many as 105 respondents applied a democratic leadership style in leading the PHC in their work area (Gunawan, Pranatha and Ramadhy, 2020). In line with this, the head of Pandean PHC, Dongko District, also applies a democratic leadership style based on the principle of deliberation (Marwanto, 2019). Followed by 3 samples of PHC in Subang district, judging from the respondents' perceptions of members of the health workforce,

the leadership style applied by the leader is more democratic (Riyanti and Prasetio, 2019).

Influence of Leadership Style on PHC Organisasi Organizations

Leadership is very influential on the results of achieving the expected goals. Leadership capacity is something that needs to be considered. Realizing good leadership capacity requires development and nurturing at all levels for strong health governance so that the results achieved can be maximized. The education of a leader influences decision making in determining the style that will be applied in leadership. A study conducted in Africa demonstrated strategic leadership capacity development for health systems in Sub-Saharan Africa and public health governance in a consortium of institutions in Sub-Saharan Africa, Great Britain, and North America which provided information regarding the perceived need for competence. both content and structure of leaders with a doctoral degree in public health with a focus on developing strategic leadership capacity to support public health, strengthening the health system so as to increase the achievement of maximum health status in the African region (Agyepong *et al.*, 2018).

The democratic leadership style is one of the leadership styles in which the leader gives broad authority and opportunity to its members to take part in decision making, including in solving a problem where members are always involved as a whole team (Mundiri and Jailani, 2019). Even though those who make decisions are still leaders, the role of members is considered very important and has the same degree as the leader in decision making (Umama, 2019).

Nizar and Hasibuan (2019) states that democratic leadership is an active, dynamic and directed leadership which emphasizes deliberation to realize the goals of each part of an organization (Nizar and Hasibuan, 2019). In more detail Apriyanto and Iswadi (2020) explains the indicators of democratic leadership style as follows:

- a. Give freedom of opinion to subordinates.
- b. Solve problems together.
- c. Involving subordinates in various matters including decision making.
- d. The leader conveys detailed information regarding the duties and responsibilities of its members.
- e. Reach organizational targets with shared ideas.

Tando (2017), democratic leadership style is only found in open management and

democratic management whose elements are as follows:

- a. Social participation, which is led to participate in the management of the organization.
- b. Social responsibility, the leader is responsible for what he leads.
- c. Social support, there is strong support from those who are led to those who lead.
- d. Social control, there is strict supervision carried out by members of their leaders.

Criticism of the democratic leadership style even though decisions are made by deliberation, but the results obtained are judged not to focus on the right decisions but rather on the decisions that are most liked. In a book written by Susanto (2016) states that the best decisions do not always apply to the best decisions. Therefore, democratic leadership style is often used in various organizations, including PHC health service organizations.

CONCLUSION

The democratic leadership style in its application to the health service organization of the PHC has a fairly strong influence. Starting from increasing motivation, performance and job satisfaction of employees. Not only that, the democratic leadership style also affects the improvement of optimal health service management and patient satisfaction in receiving health services from health service organizations at the PHC. As stated by Tando (2017) The resulting decision is a joint decision so that it becomes a shared responsibility for the smooth and successful performance of an organization. Having the nature of openness to correct each other's strengths and weaknesses in order to achieve common goals.

Although there are many positive influences, there are also negative influences in the PHC health service organization, namely being less able to control discipline and not being able to fulfill a wider range of health services. In accordance with the theory put forward by Susanto (2016) in democratic leadership is often wrong in making decisions. This is because the resulting decisions are not based on appropriate and good thinking for the organization but rather lead to the likes or subjectivity of members in another sense for the purpose of pleasure or convenience of members of the organization.

The application of the right democratic leadership style will affect optimal success in an organization and vice versa. The results of deliberations and joint decisions must put aside personal goals and prioritize the interests of the organization which is the right decision and is

oriented towards goodness and the goals of achieving PHC health service organizations.

This discussion is still just a theory that still needs further implementation to find out how effective the democratic leadership style is in managing the PHC health service organization. This discussion can be used as a theoretical basis in conducting a research. It is recommended for further researchers to use qualitative and quantitative research types to measure the effectiveness of democratic leadership styles in the management of PHC health service organizations.

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