ARTICLE

Public Service Performance

An Influence of Female Leadership and Good Governance

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Abstract: This research aims to analyze an influence of female leadership on public service performance moderated by good governance using the context of local government studies in Indonesia (districts and cities). The findings of this research increase our understanding of the influence of female leadership, public sector governance, and performance in local government service delivery. By using 4,910 local government observation data in Indonesia from 2009 to 2019, the empirical findings of this research showed that female leadership has a positive and significant influence on the achievement of public service performance. Furthermore, these results indicate that having female leadership can help the organization achieve better strategies and goals. In addition, good governance can strengthen the influence of female leadership on the performance of public services. This research implies that the existence of female leadership supported by good governance skills can provide maximum service to the public.

Keywords: female leadership; good governance; public service performance.

1. Introduction

Based on Government Regulation Number 13 of 2019 concerning guidelines for evaluating local government administration explains that local governments need to carry out evaluations to achieve local government performance in Indonesia. In this case, local governments are responsible for managing and implementing public services to the community. Public services are becoming an increasingly strategic policy issue; problems with agencies' performance within local government in public services still occur frequently. Currently, there are still many disjointed programs and activities, the quality of development planning is poor, and the local government's commitment to education, health, and poverty alleviation is still low.

In responding to these problems, ideally, the government needs to improve the performance of local government agencies, reflected in improving service quality, satisfaction with the development of public services by community needs, and carrying out administrative activities correctly (Miao et al., 2019). Apart from that, in improving the quality of public services, it is deemed necessary to increase the capacity of human resources (HR) in services, bearing in mind that HR as a service apparatus has a strategic role as a driver of bureaucratic reform. In this case, what needs to be understood is the important role of leadership quality.

In local government, local leaders are one of the important factors that can influence the performance of local government administration. Based on upper echelon theory, it explains that quality leadership from local government will improve the performance of district/city local governments in Indonesia. Previous research results indicate that the vital role of local leaders can improve local government performance. Especially the presence of females at the top of an organization can minimize the risks and global challenges faced; female even have higher initiative than men when achieving the goals and values desired by the organization (Funk et al., 2023).

Interestingly, several studies state that having females leading an organization will be able to improve the quality of services provided because according to gender socialization, females have caring motives and traits and can organize appropriate strategies (Hessami & da Fonseca, 2020; Mutonyi et al., 2020). However, research on the impact of female leadership on the performance of local governments, especially in providing public services, is still rarely conducted and has not been explored much in the public sector. Local heads have an important role in government processes, such as the adoption of new regulations (Al-Ali et al., 2017) and can achieve improved performance (Franken et al., 2020).

In improving the performance of local governments, based on the theory of government stewardship, especially female leadership as stewards who act in the interests of the community, they need to implement and organize good, clean government through the concept of Good Governance to protect and maximize the services provided by the organization. This concept is the main prerequisite for realizing people's aspirations in achieving the goals and ideals of the nation and state. Good governance is the most prominent issue in public administration management today. Although the issue of implementing good governance has intensified, in practice, it is still very limited. Implementing good governance will ensure that the performance of government agencies will run well and by the objectives so that it can automatically improve their performance. Rotberg's research (2018) explains that an important factor in organizational governance to achieve optimal performance is implementing Good Corporate Governance (GCG).

In its development, GCG functions as a management control tool to improve organizational performance and create a healthy organization. Then, suggestions from Beshi and Kaur (2020) state that the performance of a local government will be better if the principles of good governance are applied to local governments. Research from Schwarz et al. (2020) found that the implementation of Good Corporate Governance (GCG) can strengthen the relationship between leadership style and service performance. In connection with this research, research conducted by Oni and Excellence-Oluye (2019) states that local leader influence performance by implementing good governance. This is in line with what Brotestes Panjaitan et al. (2019) stated that implementing good governance has an effect on performance which will have an impact on improving the quality of female leadership.

Different from previous Research, this Research contributes to understanding the impact of the characteristics of local heads on improving district/city performance achievements, especially by examining the impact of female leadership and the role of good governance. This Research is important for several reasons. First, Research on the impact of female leadership on the performance of local governments, especially in providing public services, is still rarely conducted and has not been explored much in the public sector. Local heads have an important role in government processes, such as adopting new regulations, and can achieve improved performance. Second, the role of female leadership will provide new concepts and paradigms for an organization in carrying out efficiency and effectiveness in improving performance. Third, the latest estimates show that the implications of the role of female leadership can make decisions and strategies for the organization in achieving performance targets because of the good implementation of Good Governance. Fourth, the author also contributed to the development of variables, namely the role of female leadership and Good Governance, as well as research objects that had not previously been studied. These four studies can see how the government implements performance through the role of female leadership. This Research also expands Research conducted by Brotestes Panjaitan et al. (2019) in looking at the implementation of Good Governance, which moderates the relationship between the role of female leadership and performance. This research adds new variables based on research by Franken et al. (2020) in application to the government to develop and examine how local leadership influences government performance in Indonesia. Thus, this research certainly provides the latest evidence for international research, especially in Indonesia, in observing how the role of female leaders affects local government performance with Good Governance as a moderation in overcoming the limitations of previous research.

2. Methods

This research uses quantitative methods and is analyzed descriptively. In this research, the population used is all local governments in Indonesia, provincial, district, and city governments from 2009 to 2019. Observations starting from 2009 were chosen as the starting year because the Indonesian government began evaluating local government performance and published its evaluation report in that year. The sample determination in this research was based on the purposive sampling method.

The data used in this research is secondary data. Secondary data in this research was obtained from several sources, namely the 2018 National Local Government Performance Ranking and Status Determination results published in Minister of Home Affairs Decree Number 118-8840 of 2018. The Audit Results Report on Local Government Financial Reports for the 2009-2019 Fiscal Year was obtained from the

Information and Communication Center (PIK) of the Financial Audit Agency. Profiles of local heads from districts/cities are published on the Government website. The data used in this research were obtained from (www.kemitraan.or.id/igi) and http://otda.kemendagri.go.id/ and the district/city government website.

The data analysis method used in this research is a panel data regression analysis model. The estimation method using panel data can be carried out using three approaches: common effect, fixed effect, and random effect. After that, the model suitability test can be carried out through the F test (Chow test) for fixed effect significance, the LM test for random effect significance, and the Hausman test for fixed effect and random effect significance. The form of the panel data regression model in this research:

Model 1:

$$\text{Perf}_{it} = \alpha + \beta_1 FRH_{it} + \beta_2 RE_{it} + \beta_3 CE_{it} + \beta_4 DD_{it} + \epsilon_{it}$$

Model 2:

$$\text{Perf}_{it} = \alpha + \beta_1 FR_{it} + \beta_2 FRH_{it}^* GGG_{it} + \beta_3 RE_{it} + \beta_4 CE_{it} + \beta_5 DD_{it} + \epsilon_{it}$$

Explanation:
Perf_{it}: public service performance in year t
FRH_{it}: Female Local Head in year t
GGG_{it}: Good governance
RE_{it}: Local Expenditure Expenditure in year t
CE_{it}: Capital Expenditure in year t
DD_{it}: Degree of Decentralization in year t
ϵ_{it}: Error term
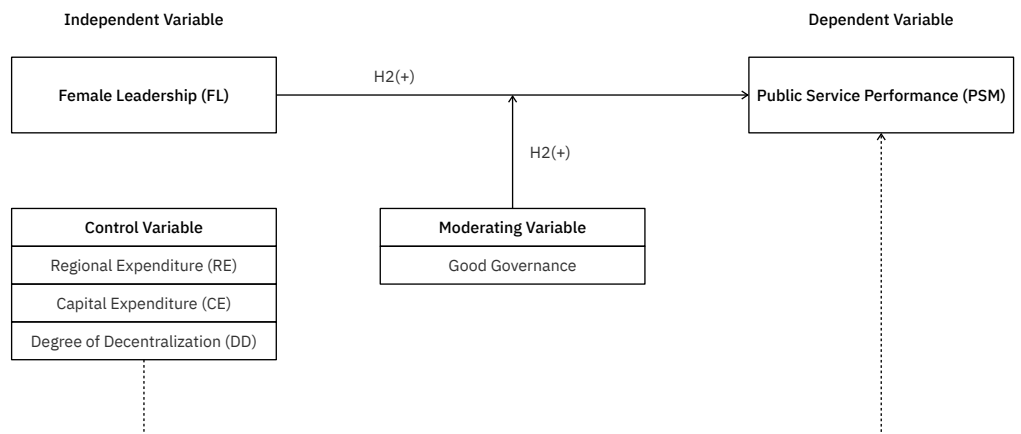i = cross section and t = time series

Figure 1 illustrates the conceptual framework used to explain the phenomenon that occurs in Indonesia in local governments regarding the role of female leadership in achieving performance targets and the implementation of good governance from Brotestes Panjaitan as an implementation of good governance. The performance of local government is an important agenda where the government can carry out strategies services that have been provided and assessed clearly by the community.

3. Results and Discussion

This research aims to investigate the influence of female leadership on public service performance moderated by good governance in Indonesia. The population in this study is the local Governments in Indonesia, consisting of 548 local Governments divided into 34 Provincial Governments, 416 Regency Governments, and 98 City Governments. The sampling technique uses purposive sampling. The final sample obtained was 491 local Governments with balanced panel data conditions (number of observations 4,910).

Table 1. Descriptive Statistics Results

Variable	Min	Max	Mean	Std. Deviation
Public Service Performance (Perf)	1.0864	3.5926	2.67753	0.6031
Good Governance (GG)	3.86	7.21	5.1365	0.7294
Female Leadership (FL)	0	1	0.1230	0.1450
Local Expenditure (RE)	13.1470	16.1253	14.8962	0.7124
Capital Expenditure (CE)	0.1677	0.6425	0.3198	0.0921
Degree of Decentralization (DD)	0.0072	0.8561	0.1271	0.0783
Explanation				
Observation	4.910			
Sample	491			

The results from Table 1 explain that the public service performance variable has an average value of 2.67753, which indicates a high status. This shows that the service performance of the local government is good in serving the public. The minimum public service performance value was 1.0864 for the Paniai district, the maximum value was 3.5926 for the Sidoarjo district, and the standard deviation was 0.6031. The GG variable has an average of 5.1365. It showed that the average value of the good governance index for district/city local governments is said to be medium because it was between 4.86 and 6.14. Apart from that, from the results above, it can be seen that the highest value of the GG variable was 7.21, the lowest value was 3.86, and the standard deviation was 0.7294. Then, female leadership has an average value of 0.1230. This shows that the composition of female leadership in Indonesia is still very small and dominated by the male gender gap. The standard deviation value of this variable was 0.1450.

Furthermore, for the local expenditure control variable using the natural logarithm value, the average value was 14.8962, where the minimum value was 13.1470 in Bangli Regency in 2010, while the maximum value was 16.1253 in DKI Jakarta in 2019 and the standard deviation was 0.7124. This study's minimum degree of decentralization was 0.0072 in Tana Tidung Regency in 2014, while the maximum value of the degree of decentralization was 0.8561 in Medan City in 2017. The average degree of decentralization of local governments in Indonesia was 0.1271, which can be interpreted as general original income. Regions are still relatively small, so that district/city governments are still very dependent on the central government. The standard deviation of the degree of decentralization in this study is 0.0783. In this study, the minimum ratio of capital expenditure to total expenditure was 0.1677 in Cilacap Regency in 2010, while the maximum value was 0.6035 in DKI Jakarta in 2018. The average value of the ratio of capital expenditure to total local government expenditure was 0.3198, while the standard deviation of 0.0921.

The results of panel data tests using the Chow test show that this research is better using pooled leased squared (PLS) data. Furthermore, the Lagrange Multiplier (LM) test shows that the appropriate method is the pooled leased squared (PLS) test. Therefore, the research tested panel data using the PLS method. Panel data regression testing in this research aims to determine the influence of female leadership on public service performance, which is moderated by good governance.

3.1. The Influence of Female Leadership on Public Service Performance

Table 2. Results Model 1 Hypothesis Test

Variable	Expectation	Coeff	Sign.
Female Leadership (FL)	(+)	1,2571	0.027**
Local Expenditure (RE)	(+)	0.5907	0.046**
Capital Expenditure (CE)	(+)	-0.4756	0.071*
Degree of Decentralization (DD)	(+)	1.3892	0.079*
F-Test	0.000		
Adj. R Square	0.6886 (68.86%)		

The test results in Table 2 show that female leadership has a positive and significant effect on public service performance. This shows that female leaders can improve the performance of public services. This research is in accordance with the upper-echelon theory that the outcomes of an entity, such as the strategy chosen and the level of performance, are influenced by the quality of those who lead the organization. The results of this research are in line with research conducted by Qing et al. (2020), Abane and Brenya (2021), and Rennie and Berman (2018) who argue that the quality of leaders at the local government level has an important role in achieving government goals in serving the community. This quality is due to the presence of a female local head leading a government, which can have a positive impact on performance (Funk et al., 2023; Schwarz et al., 2020).

Research from Krajewski et al. (2019) states that females who have the highest positions in organizations are believed to be able to develop good strategies and achieve maximum goals. When the leader is female, it can provide effective abilities and goal orientation from existing alternatives. Then, female leaders can bring unique leadership-related traits, attributes, and behaviors to the workplace to benefit their organizations. In addition, the positive aspects of female leadership are not only necessary but can also provide lessons for organizations that hope to benefit from workforce diversity (Offermann & Foley, 2020). So, the presence of female can support a better work climate. This implication can spur government officials to achieve better performance and achievements.

3.2. Good Governance in Moderating the Influence of Female Leadership on Public Service Performance

Based on the research results in Table 3, it was found that good governance can strengthen the influence of female leadership on public service performance. The results of this research are by stewardship theory that female leaders as stewards are motivated to act according to the principal's wishes; apart from that, the steward's behavior will not leave the organization because the steward tries to achieve the organization's goals. Where leaders in agencies as servants can be

Table 3. Results Model 2 Hypothesis Test

Variable	Expectation	Coeff	Sign
Female Leadership (FL)	(+)	1,3655	0.048**
Female Leadership (FL) * Good governance (GG)	(+)	1.7894	0.054*
Local Expenditure (RE)	(+)	0.7839	0.067*
Capital Expenditure (CE)	(+)	- 0.8960	0.093*
Degree of Decentralization (DD)	(+)	1.5681	0.088*
F-Test	0.000		
Adj. R Square	0.6957 (69.57%)		

motivated to act in the best way towards their principles by implementing good governance.

The principle of good governance is one of the internal factors that influence the success of a local head in carrying out his duties as local head. According to Beshi and Kaur (2020), implementing good governance owned by an agency will determine the quality of those who lead the organization. Then, research by Funk et al. (2023) states women leaders contribute to higher investments in public goods, meaningful goals, and higher economic performance. Female leadership will be capable and impact local government performance, thereby causing an increase in productivity and improving organizational performance, promoting more prudent and sustainable management. Apart from that, Adeniji (2020) revealed that good governance also has a significant impact on the performance of agencies and organizations in the longer term.

Good governance that is strong in its application to an organization will certainly have an impact on the fairness aspect of the quality of leadership, which is reflected in improving the performance of the agency (Brotestes Panjaitan et al., 2019). This is confirmed by implementing good governance, which will improve the quality of leaders and maximize the performance of companies and agencies. The implementation of good governance can encourage performance because it can provide direction and guidance for leaders in managing agencies and guarantee management actions so that agency management effectiveness and efficiency can be achieved and create protection for all stakeholder interests (Eriksson et al., 2020).

Table 4. Female Leadership in Indonesia

Sumatera		
	Score Percentage 1	Score Percentage 0
Female Leadership	0,0129	0,9871
Java		
	Score Percentage 1	Score Percentage 0
Female Leadership	0,0437	0,9563
Sulawesi		
	Score Percentage 1	Score Percentage 0
Female Leadership	0,0227	0,9773
Kalimantan		
	Score Percentage 1	Score Percentage 0
Female Leadership	0,0318	0,9682

Based on Table 4, the percentage of females serving as regents or mayors is only 1-4.37%%. The number of female leaders in Indonesia has increased since the era of direct local head elections. The emergence of female leadership at the local level occurred in 2001 during the era of decentralization and replaced the New Order's centralized, autocratic political system. This condition has been proven to increase the quantity and role of females in political constellations in Indonesia, including in the regions. This critical locus enables women to reach higher levels of political leadership. Women in Indonesia are starting to want to compete in local leadership elections. This shows the positive side of democracy in Indonesia. The number of women as level II local heads is much smaller than that of men, but female leadership provides added value in achieving better performance for local governments. The results of this study confirm previous research conducted, which showed that the presence of women at the highest management level had a positive impact. So, the existence of gender diversity in the bureaucratic environment can support a better work climate to improve performance. The presence of females has a positive impact on organizational performance. The results of this research show that female leaders can encourage government officials to achieve better performance.

The low percentage value in Table 4 explains that female leaders in Indonesia are not simply because they are influenced by socio-political background, individual capital, and the environment of their supporting political parties. Apart from that, the election of a female as a leader in her region should also be in line with improving the conditions of women and children in that region through political policies that are gender responsive and have a female perspective. Even though, in this research, the presence of female leaders can influence the performance of local governments, they have not yet been fully born into the space of structural transformation and power relations. So, decentralization and local autonomy should not only be a momentum to mark changes in government governance at the local level but become the structure of change itself, which opens up opportunities for structural transformation and restructuring of power relations so that female leadership becomes more meaningful in local government. The increasing number of women becoming leaders in the regions only increases the chances of adopting a gender perspective that recognizes the diverse needs and problems of female (and children) in local government governance, although the success of achieving this is greatly influenced by factors that influence the performance of female leaders.

3.3. Control Variables

The results show that the degree of local decentralization positively impacts public service performance. Public services that have a high level of decentralization have better performance. The degree of local decentralization can indicate the local ability to finance its expenses without assistance from the central government. The research results also show that a high level of decentralization reduces local government inefficiency.

The results of local spending are positive and significant, indicating that the amount of local spending increases the achievement of public service performance. This proves that a local government with a large local expenditure value the larger the budget used for local development. This local expenditure is used for many productive purposes to stimulate the economy in the region so that this can trigger the performance value of local government administration to increase better.

The results of the analysis show that capital expenditure has a negative and significant influence on achieving public service performance. This is because using the budget for capital expenditure is not routine, and the impact includes medium- and long-term benefits so that the capital expenditure allocation cannot yet directly benefit the performance of local government administration in the year concerned.

4. Conclusion

Based on the research results, it can be concluded that female leadership can improve public service performance. The presence of women at the top of an organization can minimize the global risks and challenges faced; women even have higher initiative than men when achieving the goals and values desired by the organization. On the other side, the presence of female leadership can develop good strategies and achieve organizational goals optimally through effective abilities and the expected orientation. Apart from that, good governance's role can strengthen female leadership's influence on public service performance. Good governance that is strong in its application to an organization will certainly impact the fairness aspect of the quality of leadership, reflected in improving the performance of the public services provided.

This research has limitations because the method used is still quantitative with secondary data. Future research can use alternative methods, such as qualitative and primary data collection, such as interviews and questionnaire distribution. Apart from that, this research is still limited to the scope of local government. In the future, the research object can be expanded further. Then, there are still a few variables, and the measurements used are still limited. Future research can use alternative variables and other measurements to make the results more conclusive.

The implications of this research can provide material for consideration regarding improving the performance evaluation of local government administration in achieving goals and as material for future improvement. It is hoped that the results of this research will provide input to local governments regarding the existence of female leadership to improve the performance of local government administration.

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