

The Personal Competency Development for Street Level Bureaucrats of Immigration Office Level One of Malang City

¹Choirul Saleh, ²M. Irfan Islamy, ³Soesilo Zauhar, ⁴Bambang Supriyono

^{1,2,3,4}Department of Public Administration, Faculty of Administrative Science, University of Brawijaya, Malang, East Java of Indonesia

ABSTRACT

One of the primary things in making a service working system change from the conventional one to Information Communication Tehnology (ICT) based working system is developing personal competency for all human resources positioned as street level bureaucrats. When the Immigration Office Class 1 of Malang as a Unit of Technical Implementation to issue e-passport, this unit should perform a competency development program for its street level bureaucrats of work effectively and efficiently as well as to be able to give services satisfactorily. This research aims to describe and analyze activities and program results of developing personal competency conducted by Immigration Office Class 1of Malang in supporting the implementation of e-passport. The research result indicates that the activity of personal competency development having been conducted either from its planning aspect, its process, output or its outcomes has not been optimally done. This institution does not yet have a standard and systematic program of personal competency development, resulting in less centered and less targeted program. Even this institution does not have a detailed inventory personal competence toward its personal competence owned by its SLB. This results in the difficulty for the leaders of this institution to detect a competence gap that can actually become a guide to make its development competency.

KEYWORDS: personal competency, development, street level bureaucrats

INTRODUCTION

Since the middle of 2008, Indonesian government through Directorate General of Immigration KEMENKUMHAM of Republic Indonesia strongly demands to increase the quality of passport issue service for people who need it, by publishing passport named an Official Letter of on-duty, Indonesian Republic or Surat Perjalanan Republik Indonesia (SPRI). The implementation of this system is, in fact, used to replace and improve the old system called Biometric-based integrated Photo System or Sistim Photo Terpadu Berbasis Biometrik (SPTBB) that has been operated for more than two years which is from 2 February 2006 to 25 July 2008. Even in the next plan, the process of SPRI passport issue based on biometric and enhances a banning system is the origin of microchip-based passport service as a renewed form that would entirely be applied in Indonesia in the early 2010. Apart from enhancing the quality of public service for those who need it, it also meets the requirement determined by International Civil Aviation Organization (ICAO). However, until the early 2010, this microchip-based-e passport issue has not yet been applied. One of the important aspects that needs consideration from Indonesian government is that in the implementation of the new public service innovation based on ICT, it needs the quality of personal competency owned by street level bureaucrat as they hold the responsibilities to operate the tools in providing public service which general public needs.

Why the development of personal competency is considered an important aspect is due to less optimised implementation despite a more than two year application. This mainly results from a lower personal competency owned by street level bureaucrats working in this institution in providing public services in the form of passport issue for those who need it. Several important indicators showing the less optimal quality in providing public service are as follows: 1) the difficulties to access website of this institution, causing the applicant register manually; 2) A longer time duration compared to the regulations determined by the upper vertical institution. 3) e-banking system is not yet used to pay its administrative cost, 4) This institution is not yet capable of producing e-passport by micro chip, 5) it still hire outsourcing staff as a supervisor who is in fact not a civil servant, 6) Most of street level bureaucrats given responsibilities to operate ICT devices do not have relevant educational background in the computer field, etc.

MATERIALS AND METHOD

Some experts in organization and management such as Brown *et al* [1], Manninen and Viitala [2], Akinyemi [3], and Soni [4] argued that human in organization has a very determinant position for the success of the intended organization. Even Jackson *et al* [5] strongly maintained “The study of people in organization is a

*Corresponding Author: Choirul Saleh, Department of Public Administration, Faculty of Administrative Science, University of Brawijaya, Malang, East Java of Indonesia. Email: choirulsaleh@ub.ac.id

proper and vital study for managers and administrators". Grindle [6] even argued that human resource development is the first dimension in the process of institutional development. Referring from several opinions of theorist is the basis of conducting this study, added by human's position as a human capital in organization, specifically in public sector organization. This is due to assuming human as intangible human assets in the perspective of human capital management. [2][3], Rastogi [7], Marimuthu *et al* [8], and Stewart [9].

The main objective of conducting this study is to describe, analyse and interpret the implementation and the results of personal competency development program done by Immigration Office class 1 of Malang city in supporting the issue of ICT-based passport as an embryo of e-passport implementation by micro chip in Indonesia. Related to the research objective, the research focus entirely includes: 1) the mapping of personal competency based on its type, based on its dimension and the core competency, 2) Personal competency gap, 3) the role of the leaders in the process of development, 4) steps of development programs, 5) the result of personal competency development program achieved by immigration office class one of Malang city.

The data source used comprises : 1) informant and key informant, 2) an event directly related to the implementation of personal competency development program, 3) written documents either official or personal ones considered relevant to this research both structured and hidden interview, 2) observation, whether it is participatory observation or non-participatory observation, as well as documentary data search. A data analysis used is an interactive analysis method of Miles and Huberman, consisting of data collection, data reduction, data display and Conclusions: Drawing/verifying [10]. The next step, analysis of display data gained in the research field is done by performing 8 stages which are; developed explanations, suggest re-analysis, discover relationships, integrate/elaborate, see themes/patterns/clusters, suggest comparisons, summaries and make sense [11].

RESULTS AND DISCUSSIONS

1. Mapping of personal competency

It comprises; type, dimension and competency. The core owned by street level bureaucrats is a personal competencies inventory which is very useful for Immigration Office class one of Malang city as a guide in determining the forms of personal competency development programs for them. Yet, personal competencies inventory owned by this institution is still general, less detailed and not yet contains personal competency that has been owned by its street level bureaucrats. This, as a result, causes the leaders/heads not able to describe the personnel's real competency which street level bureaucrats have. Also, this institution does not yet have a competency mapping, depicting personal competency that is actually required by the institution in supporting the implementation of micro chips-based e-passport issue. This condition causes this institution find it hard to determine steps and patterns as well as the forms of systematic and accurate personal competency development for it. The real condition of competency mapping which street level bureaucrats has got working in this institution can be seen through

a. Competency type mapping.

Referring to regulation in PP No. 101/2000, regarding Education and Training for Civil servant basically includes a competency type that must be owned by all civil servants including those positioning as street level bureaucrats. This institution comprises 5 types of personal capacities which consist of: 1) Intellectual competency; 2) Managerial competency; 3) technical competency, 4) social competency, and 5) moral/ethical competency. In this study, it also adds an administrative competency as the 6th competency used to analyse the competency of SLB in EPSG-2 program in implementing the work activities in administrative field either in a wider meaning of administration or in a narrower one. Despite verdict formalized in PP No. 101/200, aged 10 years when this study was conducted, several capacities that should have been owned by street level bureaucrats working in this organization have not yet been inventoried thoroughly, even in administrative competency, an added /supplementary personal competency as related to this study, hasn't also been concretely detected. As not well/thoroughly inventoried, this causes some problems for the institution in conducting an accurate personal competency development programs. Some heads of divisions find it hard to determine whose personal competency needs developing first and what personal competency should be given to the staff. Also, it is problematic to determine the time, place and the reason why personal competency needs to be developed, as they do not have data regarding personal competency owned by the entire street level bureaucrats accurately and completely.

b. Dimensional mapping and core competency.

Not far different from competency type, the data regarding dimension or core competency of street level bureaucrats which consists of knowledge, skill, ability, and other characteristic dimension [12], and what is called core competency by Hamel and Prahalat [13], Timothy and Michael [14] as one of the vital aspects in knowing and analysing the existence of personal competency owned by street level bureaucrats is not yet available in this institution. Referring from several opinions, it shows that the types of the core competency owned by street level bureaucrats is a set of one's working performance dimension which include; a unique and

specific intellectual competency as well as an ultimate skill, either a positive attitude and behaviour that they usually use to accomplish their work efficiently and effectively. If the existence of those vital elements is well inventoried, it can be used by this institution as an effective guide in making a program of personal competency development program for its street level bureaucrats owned by the institution. Yet, it is an unfortunate fact that those vital elements can not be well and systematically detected by this institution, as the data base of staffing which the institution has used so far is not yet based on personal competency, not possible to be a guide in conducting a personal competency development program for its staff. This condition where the implementation of personal development program has been done by this institution internally and involving the related vertical institution causes a less targeted result and its positive impact is not felt significantly regarding the implementation of e-passport issue. In short, it is not accurately said that it is unsatisfactorily unsuccessful.

2. Personal competency Gap

There are two basic ways in analysing a personal competency gap owned by street level bureaucrats working in this institution, including: the analysis activity of quantity gap and the analysis of quality gap. Quantitatively, the number of street level bureaucrats given authority and responsibility of operating ICT in issuing micro chips based e-passport is already sufficient, but because job emplacement is not arranged based on competency and because the working loads are not accurately analysed, it is resulting in working inefficiency. In one side, several job types should have a relatively more number of street level bureaucrats, but in practice it has a relatively smaller number of bureaucrats. This, as a result, causes overload working burden and is slow work. This condition occurs in an interview job. In another division which is face recognition and biometric scanning division, needing a relatively smaller number of staff, this job is done by a relatively greater number of personnel. Therefore, a level of accomplishment of those two jobs is imbalanced that hinders the next job series. In other words, several jobs related to passport issue process are serial jobs; the occurrence of this situation truly hinders the effective and efficient working performance. This can be proven by a relatively slow working accomplishment of passport issue required by general public. Consequently, a statement spoken by authorized senior staff stating that the unexpected process of providing public services which is mainly due to lack of street level bureaucratic numbers is less justified. If the allocated operational staff is accurately performed based on proper working loads, that condition won't happen, which may result in a quicker and better result.

Analysed from a qualitative analysis, most staff has a relatively low personal competency. Based on the analysis done by competency level scale of Manninen and Vittala [2], There is, in fact, one officer out of 27 staff of street level bureaucrats categorized into the fifth category which is an expert level, a personal competency owned by a supervisor program, 3 officers in the 4th level, which is termed as a professional level and the rest in the second level as well as the first level, which are termed novice level and informed level. Noticing the competency level from all street level bureaucrats relatively low, it can be understood that this personal competency condition is the main cause of their low competency in performing their main duty in providing public service for general public, especially that of providing public service of passport issue.

3. The role of leaders in doing development programs

Based on a field data successfully collected, it depicts that the low quality of personal competency of street level bureaucrats results from the less maximal role of leaders in this institution in designing the programs of personal competency developments for the staff. Generally, the heads of the institution have a relatively passive attitude in doing a development program, characterized by a waiting attitude of development program, held by its upper vertical institution. They are likely to be less initiative, proactive and progressive in thinking about the programs regarding personal competency development programs, really needed by their subordinates and institution or organization. Hence, the program of personal competency development arranged or offered by a vertical institution has a rare volume and frequency. This causes a limited opportunity of new personal competency relevant to the staff's working types. Another data shows that it is a fact that a program or a proposed personal competency development program which involves; Acquiring/Recruiting of competent human Resource, maintaining personal competencies, developing personal competencies or another development program is always granted by its upper vertical institutional. This means that if there are still many street level bureaucrats whose personal competency is still low due to a rare opportunity in participating in a development program, this all results from leaders' passive attitude in this institution to design, propose and involve the staff in various programs of personal competency development.

4. Steps and development program Forms.

This institution does not have a standardized guide that can be used to make steps and determine the forms of personal development program forms for the staff it has because the existing leader components merely rely on the development program offered by a mere vertical institution. Furthermore, the form of personal competency development program that has been conducted is highly homogeneous and the forms of the given development programs are not suited to the real personal competency development that is truly required by

street level bureaucrats needed by the institution. In implementing the development program which aims to find a new personal competency and to replace an old personal competency which is usually done by holding and recruiting new staff, it is, in fact, an authority of related vertical institution. Nevertheless, the authorized vertical institution does not get accurate information regarding the needs of real competency needed by this institution, the allocated personnel is sometimes unsuited to the real needs. The same thing also occurs in the development program which aims to conduct an education and training program which is not relatively adjusted to the real needs of an educational and training program which is accurately targeted. This inappropriate condition is reflected from all street level bureaucrats, directly related to e-passport service. Based on documentary data obtained from this institution, it illustrated that 17 officers of street level bureaucrats functioning as operational staff in the program of passport issue in this institution are never participated/involved in ICT-based technical training and education program. Meanwhile those ever participating in a technical educational and training program, but not a technical training and educational one join in PIM training and education program whose purpose is not enhancing a new personal competency but preparing them to have another structural level.

A more interesting thing in analysing a personal competency assessment owned by street level bureaucrats is not yet based on personal competency, but is likely to be based on the staff's level of obedience and loyalty. This assessment is relatively deficient in describing the quality and the progress of personal competency owned by each street level bureaucrats from time to time, so that it is problematic for the leaders to perform and propose the program of developing personal competency of street level bureaucrats. Moreover, with the deficiency of detecting the quality of personal competency owned by street level bureaucrats, the leaders will find it hard to give proper extrinsic motivation and intrinsic motivation, deeply attached to the staff. A motivation strategy is one of the effective ways done by an organization to manage, retain and control personal competency in all street level to result in overall enhanced organizational working performance [2][9]. That's why, if all leaders in this institution have an appropriate motivation strategy, it can increase, retain and control the staff's working performance effectively and truly targeted having a positive effect for the institution in which the staff is working [15][16][17].

5. The results of development programs obtained/gained.

Referring from several field data having been analysed through an interactive method [11], it can be said that personal competency development program conducted by this institution up to 2011 has not yet been optimal. There are 3 indicators used to determine the success of the implementation of personal competency development program in Immigration office class 1 of Malang. Those three indicators involve the indicators of development process, output generated, as well as outcome accompanying it.

Seen from its process, this institution still does not have a plan, program and standardized step enabling to be guide in determining forms and models of personal competency development conducted by another related institution. The statement is proven by a model and a development program form having been carried out and participated by its street level bureaucrats, which is in fact still homogeneous. Besides, the already given competency development program was not intended to fulfil a functional need, it is in fact done to meet structural professional needs.

Meanwhile, seen from its output, it depicts that a number of 27 human resources, including 17 staff of street level, given an authority to implement e-passport issue public service, do not have a relevant educational background in a computer field, excluding a supervisor. He is not a government officer, but outsourcing staff taken from a private institution. None of the 27 staff has ever participated in ICT-based technical Workshop, carried out by related vertical institutions.

The Program activities of competency development not periodically and systematically held and less applicable results in a less qualified e-passport issue public service. There are several factors why e-passport issue public service needs improving:

1. Time duration of accomplishment and issue of e-passport is considered longer compared to the time determined by the upper vertical institution.
2. General Public still finds it hard to access Web facility and institution's website (on-line) this results in a manually operated method by general public when filling out their application.
3. One-day service is not yet fully applied, resulting in longer time accomplishment around a 3 time-go back and forth within a 5-working-day, making a bigger transportation cost, especially those coming from out of Malang city.
4. One-stop service is also not yet optimized in the initial registration of public service administration.
5. This institution is not yet capable of providing services available on-line within 24/h/days.
6. This institution has not held a full on line transaction service, including delivery and payment [18][19][20].

A more crucial impact is that this institution is not yet capable of issuing micro chip based e-passport. In the initial stage, this micro chip based e-passport issue should have started since 2010; however, it has not come

into practice until 2011. There are several limitations in holding e-passport issue especially micro chip based due to not optimized personal competency owned by its street level bureaucrats. This results from unstructured, unsystematic, discontinuous and less targeted personal competency development program.

CONCLUSION

Referring from the analysis result that this study has done, it can be concluded that:

1. Immigration office class one of Malang does not have a staffing data designed based on competency, causing some difficulties for the institution heads to know the accurate condition and the development of competency owned by street level bureaucrats especially those assigned as the operator of issuing e-passport needed by general public.
2. The institutional heads do not know yet the accurate and appropriate gaps occurring either between the owned personal competency and personal competency that should have been owned by its street level level bureaucrat or a gap occurring between the really owned personal competency and personal competency needed by the available jobs in this institution.
3. Since 2011, the program of personal competency development conducted by this institution has not yet been systematically, structurally, continuously held. This is due to a deficient competency based inventory that can be used as a guide in designing, planning and involving its street level bureaucrats held by both the related authorized institution and other competency development institutions.
4. The role of leadership in holding this personal competency development programs is still less optimized. This results from the leader's passive role, merely waiting for the competency development program offered by the upper vertical institution. Also, the management positions do not have a motivation giving strategy that can be used to enhance, lead, retain and control personal competency owned by its street level bureaucrats specially designed as operational staff in e-passport implementation.
5. Holding or involving its street level in its personal competency development program is likely not be based on a systematic step or less targeted to the real needs of this institution. This condition may lead to the competency development which the staff joins is less optimized usefulness in enhancing the staff's working performance. This also affect the institution's less optimized working performance in implementing e-passport issue service which general public needs.
6. Seen from its process, output and its income, it can be said that the results of personal competency development programs for street level bureaucrats owned by this institution need to be more increased in the future time

RECOMMENDATION

1. Immigration Office class one of Malang should design and have a staffing document based on competency of its staff, in which it should describe the gaps and the needs of personal competency in detail that can be a guide in implementing its program of personal competency for its street level bureaucrats.
2. This institution should perform the analysis of working loads for both all human resources and its street level bureaucrats who are assigned as its program operator in the process of passport books, to allow him/her to allocate his work rationally to prevent from an overload work and under-load work. If this is successfully done, the process of providing e-passport issue service can be held better, with a shorter time period in order to satisfy customers or the service users.
3. This institution should make a standardized step concerning an identification program of personal competency for short term, middle and long term to achieve a more effective, guided and more targeted and periodically held personal competency development program for street level bureaucrats.
4. It needs an immediate reorientation and leadership authority for all leader elements existing in immigration office class one of Malang city, enabling them to soon understand their own TUPOKSI specifically the ones that are directly related to the implementation of personal competency development for SDA or street level bureaucrats under their leadership. If seen necessary, a specific training and educational needs to be conducted, regarding ways to identify a personal competency as well as a technique of staffing administrative management based on competency for SDA and SLB.
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