

The Move toward Dynamic Governance in Indonesian Public Service Case Study of the Dynamic Capabilities of the Immigration Office Class I Surabaya Regions in Passport Service

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Abstract: This paper aims to examine the dynamic capabilities of public institution to improve the public service quality, in case on Immigration Office Class I Surabaya Regions; and the factors that drives such dynamic capability in passport service. This research uses qualitative research method, involving depth interview, observation and document analysis. The informant chosen with purposive and snowball sampling. This research finds that the Immigration Office Class 1 Surabaya Regions has moved towards implementing dynamic capabilities. Realization of thinking ahead start with the strong leadership role has, in turn, created more motivated and innovative staff that eager to create various innovations. Moreover, the leadership roles has intensified service performance evaluation, and later make the evaluation not only become more routine, but also impacted on the changes of various service policies as form realization of thinking again. While the realization of thinking across mindset shown by the staff's attitude towards their eagerness to learn from others through sight visit to other immigration office across areas in Indonesia. Ultimately, this research has shed a light to the more fact that Indonesian bureaucracy and institution has move towards dynamic capabilities, and thus, may advance the global competitiveness of Indonesia's public service.

1 INTRODUCTION

The development of the world moves so fast with changing environmental conditions, the limited availability of the nation's resources but the increasingly complex demands of public services over time. In this situation, the government must be able to move dynamically by understanding how the environment is changing and influencing the changing demands of public service in the future, governance capability will be the main factor in the government's success to facilitate the growth of the quality of public service, as the lessons learned in the economic crisis in Africa in "The 1989 World Bank Study 'Sub-Saharan Africa - from Crisis to Sustainable Growth' analysed the development problems in Sub-Saharan Africa" suggest that the stagnation of progress is caused by problems the "crisis of governance" (World Bank, 1989 : 60).

Dynamic governance becomes an answer for the government in responding to this challenge, such as dynamic governance is the government ability continually adjust their public policies and

programs, and change the way they are formulated and implemented, so that the long-term interest of the nation can be achieved (Neo and Chen, 2007 : 8). One of the important tasks for the government is about creating excellent service quality for the citizen, as though public service becomes one of the eight main areas of bureaucratic reform in Indonesia that issued Presidential Regulation No.81/2010 on Grand Design of Bureaucracy Reforms 2010-2025, especially public service institutions that deal directly with the citizen.

2 RESEARCH METHODS

This research uses qualitative descriptive with the purpose to examine the dynamic capabilities of Immigration Office Class I Surabaya Regions in their passport service activity. To gain an in-depth understanding of the institution's dynamic capabilities, then the researcher performs participant observation by registering as a passport applicant in the office, supported by documentary studies, as

well as in-depth interviews with 31 people composed of immigration officials, passport applicants and partners-working with immigration offices that support service activities.

3 RESULTS

3.1. Institutional Dynamic Capabilities: Case on Immigration Office Class I Surabaya Regions

Passport issuance service is one of public service which be an attention for citizen of Indonesia. Passport has become one of the important documents for the peoples today along with the increasing economic ability of society in Indonesia every year which impact on the high intensity of society to travel abroad. In 2017, the number of passport applicants in Indonesia reached 3,1 million people, a higher number compared to 2015 which reached 2,9 million people (setkab.go.id). In addition to high passport applications by the community, other challenges faced by the immigration office are the high complaints about public dissatisfaction with the quality of services provided, the increasing of brokers, the uncertainty of the services provided, and the technical problems of the service.

Immigration Office Class I Surabaya Regions is one of the main institutions that provide a passport service for east java with working area includes a part of Surabaya (south, central, and north Surabaya's), Mojokerto city, Mojokerto regency, and Jombang regency. Although the working area is limited to the 4 areas, but the people applying for passports at the Immigration Office Class I Surabaya Regions come from various regions, especially in the eastern part of Indonesia including the applicants from East Java, Sulawesi Island, Kalimantan to Papua.

This situation requires institutions to be able to have dynamic capabilities, "dynamic capabilities is the firm's ability to integrate, build, and reconfigure internal and external competencies to address rapidly changing environment" (Helfat dkk, 2007:2). Dynamic institutions are able to design their various service activities to adapt to environmental changes and community demands to create excellent service quality. In Neo and Chen (2007) the dynamic capabilities of institutions are seen from their ability to apply the three main mindsets that will lead to

dynamic governance. The mindset consists of thinking ahead, thinking again and thinking across.

Thinking ahead is an institutional capacity to identify future environmental and community development needs, to understand its implications for activities in achieving organizational goals and to identify strategies and options needed to anticipate them (Neo and Chen, 2007:30). The executive manager (head and chief of division) in immigration office class I Surabaya aware that their main position in carrying the reputation of public service of Indonesian immigration in the public view, therefore they emphasize how the door-to-door activity in the passport service can be reduced by issuing various service system changes, first through "one stop service" innovation to simplify the passport service flow becomes shorter. Second, the online passport queue to provide certainty to the public to obtain a passport queue that was previously enforced manually; Third, remove the payment system manually into via bank in 76 cooperating banks and PT Pos Indonesia; Fourth, by creating an innovation service checking the status of taking passport via whatsapp official account of Immigration Office Class I Surabaya Regions.

Thinking again is the institutional ability to utilize actual data, information, measurements and feedback on problems that impede performance, review various derivatives of policies and programs from the past to find ways of improving their performance (Neo and Chen, 2007: 36). The realization of the process of thinking again an institution that is on the evaluation of the service activities. The formal process of evaluating service performance in reporting is done in several phases, every month, quarterly, in semester and years. In addition, immigration office employees, especially the sector that give the passport serving (division of information and communication; and section of immigration documents service) also conduct non-formal performance evaluations such as in the form of brainstorming, working meetings between executive managers and each division at least once a week. This has an impact on the immigration office to detect changes that need to be made to improve service effectiveness.

The evaluation and review of the various service activities resulted in various policy changes and redesign of passport services to improve services so that in accordance with the public's demands in order to create excellent service.

Table 1.1 Changes in service policy at Immigration Office Class I Surabaya Regions

No	Passport Service Policies	Goals
1	Implement an online queue thoroughly by "Antrian Paspors Online"	Reduces the queue and limits of the activities space for brokers
2	Simplification of Terms For Passport Extension	Simplify the applicant by simply bringing the E-KTP and previous Passport (real and copying document)
3	Addition of Hour of Passport Taking Service	Adding hours of service to the public for taking passports. (Previous: 13.00- 16.00 to 09.00 - 16.00)
4	Remove the manually payments system	Provides ease in payment system, reduces case of illegal levies in practice of service.
5	Enforcement of the walk-in queue system is only for special needs	The walk-in queue is aimed more appropriately for the applicant who really needs special needs.
6	Implementing the "One Stop Service" System	Simplify the passport service system and reduce the number of applicants arriving in the passport arrangement

Source : In-depth Interview with immigration servant (processed*)

Thinking Across is an organizational ability across traditional boundaries to learn from the experiences of others so new ideas can be adopted and allow innovative new policies and programs to be tried and institutionalized (Neo and Chen, 2007:40). The learning process undertaken by Immigration Office Class I Surabaya Regions is to conduct comparative study activities with the immigration office from other regions such as Banten, Palembang, Manado, Bali and Jakarta. This is to take the lessons and best practices from each of the advantages possessed by each immigration office from other areas. In addition, it's also as an effort to compare the quality of services owned by the Immigration Office Class I Surabaya Regions as rivalry in one sector at the directorate general of immigration to compete become the best immigration office in Indonesia to providing certainty and excellent service passport to the community.

The comparative study activity became one of the important agendas and became a necessity for the Immigration Office Class I Surabaya Regions. Organizations or sub-units between governments unite to learn from each other, social socialization will be formed and create what are called innovation-rings (Kouzmin et.al, 1999:131) the comparative study process helps this institution to get better service innovation ideas, the ineffectiveness of the service system at other immigration offices serve as a warning to prevent it from happening. This makes the service system in Immigration Office Class I Surabaya Regions continues to develop in public views, so that not infrequently people from outside the East Java region willing to apply for passports in the Immigration Office Class I Surabaya Regions because of the certainty of service that they can provide more than other Immigration Office.

3.2. Dynamic Capabilities Driving Process in the Immigration Office Class I Surabaya Regions

The process of thinking ahead of the Immigration Office Class I Surabaya Regions is formed by the intensity of meetings that the head of immigration always exercises to the executive manager to always talking about innovative services that can be created and the openness of his thoughts on the development of the passport applicant's needs and the willingness to accept the advice of his employees. As a result, employees feel more appreciated and free to share their opinions to think about what future services need to be, and this makes employees more motivated to think about the various innovations of service, they to create a more excellent service than ever.

The thinking again process is formed by routine evaluation activities, both formally and non-formally, which is often done by the head of the immigration office to the executive manager. As a result, the evaluation results are also increasingly on-floor and accepted to all employees in each field. This encourages employees at all levels (up to the level of technical service) also often gather to brainstorming and doing informal evaluations together to respond the wishes and outcomes of the evaluations conducted by the head of the immigration office together with the executive manager.

While the thinking across process is formed by the needs from every employee in the entire division to learn from other immigration offices performance.

This attitude is embedded from the various benefits that they feel after doing a comparative study, for the Immigration Office Class I Surabaya Regions, the comparative study process is the best solution when an institution needs the latest innovation notion when the idea for developing a service system is already limited. This comparative study makes them think more openly by getting information and fresh thoughts that were previously unthinkable to be applied in service activities and take lessons to prevent the ineffectiveness of the services performed by other immigration offices at the Immigration Office Class I Surabaya Regions.

In this case, we find that leadership factor is the main roles to actualize the dynamic governance. If there is still a leader in a government institution led by an incompetent, intelligent and agile person then dynamic governance will never happen (Andhika, 2017:94). The leaders is the mastermind for institution, leader with the dynamic mindset will drive the institution move dynamically as well, especially in generating public policies and services.

4 CONCLUSIONS

Dynamic capability of Immigration Office Class I Surabaya Regions through the analysis of thinking ahead, thinking again, and thinking across in the implementation of passport services capable enough of generating various changes to the passport service system that impact on improving the quality of their passport services, although there are still some things that need to be perfected in the dynamic capabilities of this institution, but this analysis shows implement the mindset of thinking ahead, thinking again, and thinking across can drive institutions to develop better in the activities undertaken, in this case in particular provide excellent service for public. This case show that innovation of public services is an important product of the dynamic capabilities of an institution that is the result of dynamic governance, such as described by Gulbrandsen (in Andhika, 2017:89) that dynamic governance will be which says the concept of dynamic governance will be more beneficial if government policy also innovates, and this is implemented by Immigration Office Class I Surabaya Regions.

The process of forming dynamic capabilities at the Office of Immigration Class I Special Surabaya is dominated by the leadership role of immigration office head that mobilizes all employees to be able to create various innovations that become the

realization of the service minds thinking ahead, service performance evaluation activities become fairly routine and impact on changes in various service policies that are the realization of thinking again thinking patterns, and attitude willing to learn service practices through comparative study with other immigration office which is the realization of mindset thinking across. As the work process resulting from group learning process is one part of the influence of leadership behaviors applicable in the institution (Schein, 2004 : 11). The role of leader is the key to improve the public servant performance and establish a dynamic institutional capability in public service activities in Indonesia.

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