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Applying Interactive Planning on Public Service Leadership in The Directorate General of Immigration Indonesia

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Abstract

Nowadays, the public sector is being under pressure to improve the service and be able to work with other sectors more effectively and efficiently. This is due to the high expectations of the people to obtain services from public sector organizations. As the result, the leaders of public sector organizations are required to carry out bigger duties and responsibilities. It includes the implementation of Indonesian immigration functions being performed by The Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia. Immigration in Indonesia itself has a unique character, because in terms of its geographical condition, Indonesia is a the largest archipelagic state in the world for its large width of seas and numbers of islands, which affects the expansion of the immigration service. The main question is what kind of leadership that is needed to control the high dynamics of immigration in Indonesia? This study aims to describe the interactive planning (Ackoff, 2001, Asmuj and Fitriati 2013), which includes the explanations of what things are needed to be applied in the case of The Directorate General of Immigration. The results showed that the leadership in the General Directorate of Immigration Republic of Indonesia is not tied to a position that has formal authority, but rather to the collaboration between management and staff of the organization (Morse & Buss, 2008). The leadership characteristic needed is the leadership that has mission, create a vision, trust employees, keep their heads in a crisis, encourage risk taking, has the expertise, know what is essential, become listener, teachers and mentors. The leadership characteristics determine how the planning is able to answer challenges and overcome various problems of immigration system in The Directorate General of Immigration. To support the success of interactive planning in immigration services in Directorate General of Immigration, participative principle, continuity principle, and holistic principle are required. The recommendations for Directorate General of Immigration are that government needs to conduct further research in order to do mapping and planning scenario related to the role and position in Directorate General of Immigration, Ministry of Justice and Human Rights Republic of Indonesia in facing globalization as well as ASEAN Economic Community 2015.

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1. PREFACE

The implementation of the immigration service universally is always in very high dynamics condition, why is that so? It is because the immigration functions are dealing directly with human mobility and the essential nature of every human being who always craves for the changes to strive for the best. Migration of people from one country to another country itself is driven by human’s desire to achieve a better life than the previous one, in order to obtain the quality of life, happiness, security and a sustainable life with his family.

Immigration function in every country in the world is conducted through the government function. Therefore, the immigration office is a government agency with the scope of work in the form of public service activities, law enforcement and implementation of the state security. However, an organization, as well as immigration and all officers, work under the supervision of a leader. The leader of immigration organization is fully responsible for the flow of all the functions that exist in the organizational structure. The quality of an organization in carrying out its functions highly depends on the cooperation between management and all officers.

Immigration in Indonesia itself has a unique character, because Indonesia, based on its geographical condition, is an archipelagic state which consists of a series of islands. Indonesia, in its strategic location, has territorial waters, land and air which are stretched very wide. In fact, Indonesia is the largest archipelago in the world because it has an area of the sea and the largest number of islands. The length of the coast of Indonesia reaches 95,181 km (World Resources Institute, 1998) with the sea area of 5.4 million km2, which dominates the total territorial area of 7.1 million km2. The location of Indonesia which is between Asia and Australia as well as the Indian and Pacific Oceans is very strategic. Indonesia also has three Indonesian archipelagic sea lanes (ALKI) and some strategic choke points for global importance, such as in the Sunda Strait, the Strait of Lombok and Makassar Strait. Although Indonesia is an archipelago state, according to the UN Convention on the Law of the Sea (UNCLOS) of 1982, the territory of Indonesia is a one unit area. For the Indonesian state is also known as the Negara Kesatuan Republik Indonesia (NKRI).

The implementation of Indonesian immigration functions are performed by the Directorate General of Immigration which operates under the Minister of Justice and Human Rights Republic of Indonesia. The main issue to be discussed is what kind of leadership that is required for an organization in order to control the high dynamics of immigration in Indonesia? This study aims to describe the various interactive planning needed in the application on the Immigration Directorate of the Ministry of Justice and Human Rights of the Republic of Indonesia.

2. LITERATURE STUDY

Leadership plays important role in the operation of the organization, agency, or state. Leadership is often described as an attempt to influence and give an example to his followers in achieving institutional goals (Chemers, 1997). The quality of the institution he leads is highly influenced towards the leader’s leadership itself. The shifting paradigms of the meaning of leadership begins from the view of leader as an individual in formal, rigid, and transactional character. Nowadays, the 'Servant Leadership' appears and emphasizes that the leader is a servant to others.

In modern science, that model of leadership was conceived by Robert K Greenleaf known as "The Servant as Leader" instead of "The Leader as Servant" (Smith, 2005). Servant leadership is an idea of a leadership that focuses on serving the public, so that the leadership model is more likely to meet the needs and put the interests of the community. Some have argued that such model runs with the application of a spiritual base. In application of the
model, then the servant leadership, the relationship between leaders and followers only is to serve others interest. They are responsible for the other person feel comfortable, happy, and happy when interacting. Because it is universal and very easy to accept, then the servant leadership can be applied in all areas of the institution, including public sector organizations.

Spears (1996) believes that the Servant Leadership is a model that put 'serving others' as a top priority. Servant Leadership has these frameworks as follows. First, stressing on improving the service to others. Leader positions himself as a waiter in his interactions with his followers. Originally, the legitimacy of a leader is built not through their great exercise of powers, but from the desire to help others. Thus, that fact is the key in building the triumph of a leader (Greenleaf, 1970). Secondly, a holistic approach in the work. Greenleaf (1996) has the term "The work exists for the person as much as the person exists for the work" which can be interpreted as the more active a person in a work environment, then the work will also be sustainable. This term criticize the individualist theory that one should be himself without having to interact with the organization and the social environment as a whole. Third, promoting social sensitivity. Along with the rapid growth of the modern social environment, it gives result in the erosion of the meaning of 'social'. In the perspective of the Servant Leader, he is required to provide social services. A pure service in a person doesn’t come from a group or community. Thus, the leader will determine the success of an organization that possess high social sensitivity (Greenleaf, 1970). Fourth, divided authority in decision-making. Opening opportunity for the followers to participate and give more authority to his followers, the servant leader could create organizational effectiveness and employee motivation.

Russell (2001) himself argues if a leader wants to empower his followers, it is necessary to distribute the authority, not resist it. Thus, the Servant Leadership is often described as ‘inverted pyramid’ of the theory of 'classical organizational pyramid', by placing followers, clients, and stakeholders in peak position and a leader in the down position. That leads Servant Leadership as a flexible model in its application in an organization (Lee & Zemke, 1993; Biberman & Whitty, 1997).

Many studies conducted by experts of organizational behavior confirms the ten characters as important characters to be possessed by a servant leader (Joseph & Winston, 2005), although many others have noted other characters that are important. Russell and Winston (2002) proposed at least 20 characters which must be owned by a servant leader. While the Greenleaf’s (1970) idea on Servant Leadership analyzed by Russell & Stone (2002) identified ten prominent leadership character, namely: listening, empathy, healing, awareness, persuasion, conceptualization, foresight, stewardship, commitment to the growth of people, and building community.

Today, the public sector is under pressure to improve service and able to work with other sectors to more effectively and efficiently. It thus appears due to the high expectations of the people since they are the objects that are served by public sector organizations. In effect, the leaders of public sector organizations are required to carry out bigger duties and responsibilities. If the leadership in the public sector is so important, then there are two (2) important things that must be met (PIU, 2001): (1) Environmental organizations which are able to make their leaders as good leaders. Good cooperation between organizations, leaders, and social environment; and (2) the improvement of availability of an effective leader, both from within and outside the organization. Thus, the public will continue to be served well.

In fact, public sector organizations, should be based on skills and abilities as a public servant leader to guide, plan, execute, and measure the strategy and objectives of the company along with the complex problems of today’s world. So the process of serving the community does not become the burden of the leader alone, but also the responsibility of the organization as a whole. And the role of government and civil servants are not always associated with authority and authority, but as a public servant (Bourgon, 2009). This is corroborated by Salomon (2002) that is in the government, there is no organization, unit, agency or department who work alone; doing service or running programs independently; but the collaboration of all of them as a single unit in taking steps towards a broader results. The success of a public sector organization in carrying out the process of service to the community, also will increase the organization credibility; and also got a strong legitimacy from the people. Ongoing process between the government services with strong credibility and legitimacy of the public, will further strengthen public confidence in the institutions of government (public sector organizations) (Mahbubani, 2009).

In relation to immigration, the literatures within the last five years provide explanation of the process of human migration, not only looking human as “unsich”, but it should be understood that any movement / movement of
people simultaneously is also defining movement/transfer of money capital (money capital), human resources (human capital), political issues, social, cultural, security, demographic, environmental and other aspects of life (Faist, Fauser and Reisenauer, 2013). This paper focuses on interactive methods of planning applications made through the leadership of the public service organizations to build public institutions immigration that can provide the best public service assurance and certainty of law enforcement in Indonesia.

3. METHODOLOGY

Interactive planning used in this study, in order to make a plan in the future, is based on concerns that we are facing today which then is designed to tackle these problems. Interactive planning is directed at creating the future which is based on the belief that an organization’s future depends at least as much on what it does between now and then, as on what is done to it (Ackoff, 2001, Asmui and Fitrati 2013).

Interactive planning method is derived from the concept interactivism and a participatory method of dealing with a series of problems, interrelated when it was believed that if an action is not done, then the desired future is not possible, and that if appropriate action is taken, the possibility of a future that has desired can be realized. (Ackoff, 1981, Lumbo, 2007: 15). Thus, interactivists itself, choose a way in solving problems through changes in the environment as a whole. This can be done by drafting desirable plan in the future and find a way to make it happen.

On the other hand, Ackoff (2001) also explained that the interactive planning method consists of several design planning. "This planning consists of the design of a desirable present and the selection or invention of ways of approximating it as closely as possible. It creates its future by continuously closing the gap between where it is at any moment of time and where it would most like to be." (Ackoff, 2001: 3). Furthermore, an interactive planning consists of five parts, namely: (1) formulating the mess, (2) ends planning, (3) means planning, (4) the design of implementation, and (5) design of controls (Ackoff 2001; Asmui and Fitrati 2013). In interactive planning methods Ackoff (2001) also mentions a few things that support planning in this method, namely: (1) participative principle, and (2) Continuity principle, and (3) Holistic principle.

Selection of interactive planning methods in the study, is performed to determine the decision making by the Chairman of the Directorate General of Immigration Ministry of Justice and Human Rights of the Republic of Indonesia, with the right leadership style in making immigration policy. This is done by identifying the problems that arise and make policy planning in the Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia. Furthermore, with the planning method, the interactive planning will be made in the Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia based on the principles of participatory, continuity and holistic. Thus, the right solution to the problem that’s happening can be made and the evaluation and improvement of improper actions in the implementation of policies, including the leadership of the public service institutions, can be done.

3.1. The Directorate General of Immigration as Public Sector Organization

The economic crisis in 1997 has terminated the long period of Orde Baru and started the era of reformation. The aspiration that is embedded in the society demands a strong commitment towards the value of human rights, the enforcement of law and justice, the actions to tackle the corruption, collusion and nepotism, and democratization, good governance, transparency and accountable governance also need to always be echoed, including the demand of accelerating the regional autonomy.

Meanwhile, the globalization of information has made the world seems flat and fused without any borders. (Friedman, 1997). It encourages the developed countries (WTO) to make the world function as a free market starting in 2000, and even as ASEAN free market in 2015. Certainly, this flow of globalization also leads to the more limited boundaries of a country (bordeless countries) and encourage the increasing intensity of the interstate traffic.

It has caused various problems in many countries, including Indonesia, which is geographically very strategic, which in turn affects the life of Indonesian society and immigration tasks as well. In the field execution, there are several problems related to the foreigners who need further handling. The global and domestic strategic environment
has developed so rapidly, that it requires all the government bureaucracy, including immigration in Indonesia to give a quick response and be responsive towards that particular dynamic.

Moreover, the duty of immigration recently has been increasingly heavy as the rise of terrorism and the escape of the perpetrators of criminal offenses abroad. To cope with the rapid dynamics of the strategic environment, the immigration sector is required to anticipate such conditions with various policies and infrastructure which are increasingly more advanced. The immigration policy should also be responsive to the paradigm shift of immigration functions. If the previous paradigm of immigration functions in the implementation of Law No. 9 of 1992 on Immigration emphasize more in terms of the efficiency of service, currently this paradigm needs to put more attention to the law enforcement function as well as the security function.

In facing the problems and the progress in within and outside the country, The Directorate General of Immigration has implemented the following six work programs (based on the interview and [http://www.imigrasi.go.id](http://www.imigrasi.go.id)).

Firstly, The Completion of The Law and Regulations. The government renewed Act No. 9 of 1992 on Immigration. The motion to update the Act No. 9 of 1992 on Immigration was soon included in the National Legislation Program (Program Legislasi Nasional - Prolegnas) to be discussed by the legislative institutions (Parliament). After a long discussion process with the Commission III in the parliament, finally the new Immigration Bill was approved and proposed for enactment into law at a plenary meeting on April 7th, 2011. Hereinafter, on May 5, 2011, the President of the Republic of Indonesia passed Act No. 6 of 2011 on Immigration, which was promulgated in the State Gazette of the Republic of Indonesia Year 2011 No. 52, Supplement to State Gazette of the Republic of Indonesia No. 5126.

Secondly, Institutionalization. As the result of the implementation of the regional autonomy and the progress taking place in several countries, the immigration duties in the provincial, city / district level and in the related country continuously were getting increased in line with the characteristics of the dynamics of the community life. In order to anticipate such phenomenon, The Directorate General of Immigration has established several policy measures, which include: (1) The establishment of immigration offices in the region, (2) Upgrading the class of several offices immigration, (3) The establishment of the intelligence directorate, (4) The establishment of immigration detention centers, (5) The addition of immigration checkpoints, and (6) The establishment of attaché / immigration consul at representative of Republic of Indonesia in Guangzhou-China. However, the number of immigration institutions spread in the region and abroad up to at the moment are: (1) 115 immigration office, (2) 13 immigration detention centers, (3) 33 immigration checkpoints both in airports and sea ports, 79 cross-border posts, and 19 attaché / immigration consul at The Representative of The Republic of Indonesia.

Thirdly, Management. The results that have been achieved in the management sector are as follows: (1) The processing of arrival and departure citizen/foreigner data in the Directorate General of Immigration has been recorded which are sent from the immigration checkpoint system with the intelligent character recognition (ICR) system, (2) The recording and data storage of immigration through the electronic filing system, (3) The arrangement of general pattern of the classification criteria for the immigration office, (4) The planning of SIMKIM, standardization of a common pattern of UPT immigration building and immigration service standardization.

Fourthly, Human Resources with a better quality, professionality, good work ethic, high dedication and morality. The implementation of human resource development policies in relations with the institutional arrangement and management systems, are being implemented through: (1) The re-establishment of the Academy of Immigration in 2000, (2) Education and Training of Technical Immigration, and (3) Education and Training of hierarchical arrangements. In addition, the overseas education programs for officers / employees of immigration commenced academically which include the programs for Strata S-2 (Magister / Master) and Strata S-3 (Doctoral / PhD), and shortcourse (short training), in Australia, Taiwan, Japan, and South Korea. Domestically, a scholarship education program in collaboration with public universities has been developed, such as the University of Indonesia and Padjadjaran University. This does not include the betterment of the immigration officials personal capacity through the self-help education of academic background by pursuing Strata S-1 and graduate studies at several leading universities such as the University of Diponegoro, University of North Sumatra, University of Udayana, University of Sebelas Maret and others.
Fifthly, Infrastructure. There are several facilities and infrastructure development programs which are being focused by The Directorate General of Immigration, namely: (1) The physical construction of the immigration office buildings in the region, (2) Physical construction of the immigration detention centers, (3) Improvement of the border-crossing facilities in the areas of border among states, (4) Procurement of visa on arrival facility / visit visa upon arrival in several international airports, (5) Provision of full Intelligent Character Recognition (ICR) in some of the technical implementation unit that oversees the immigration checkpoints (TPI), (6) Procurement of electronic filing system in the Directorate General of Immigration, (7) Development plan of immigration management information system (SIMKIM), (8) construction of forensic laboratories in the Directorate General of Immigration, (9) Procurement of EDISON tool to determine the national passport specifications throughout the all countries, (10) Procurement of tools to detect forged documents, (11) Development plan of border management information system and alert system in collaboration with the Department of Immigration and Multi Cultural and Indigenous Affairs (DIMIA) and the International Organization for Migration (IOM).

Sixthly, Immigration Settings, which include: (1) the reciprocal visa-free setting, and visa on arrival (VOA) settings, (2) A special setting for elderly tourist visa, (3) The APEC business travel card facility (ABTC) settings, (4) Control, deterrence and enforcement of foreigners, (5) Visa sticker, (6) Immigration cooperation both domestically and abroad, (7) The deportation of illegal immigrants, (8) The case of forgery passports for migrant workers, (9) The prevention and deterrence, (10) Clearance House (CH), which is a coordinated forum whose members consist of institutions that deal with foreigners in conducting research in order to approve visas for particular countries which are categorized as vulnerable state of the Ipoleksosbudhankamnas and immigration. To be taken into account, in many countries, the naturalization process is an integral part of the function of immigration, such as Australia (Department of Immigration And Border Control), United States of America (Department of Homeland Security / US Citizenship and Immigration Services), Singapore (Immigration & Checkpoints Authority / Dept.Citizen Service Centre), and other countries.

Consequently, in an effort to achieve the strategic role of immigration functions by the interactive planning approach, it requires several efforts which include the effort of mapping the actual conditions, the principal problems encountered, evaluation and analysis of problems, setting the goals and objectives to be achieved, the application of the method to be used, preparation of the necessary strategic steps, decision-making and the implementation of decisions that have been determined previously. To carry out these things, certainly it requires some changes, which have to be dynamically adjusted to the dynamics of the current field conditions so that these efforts are able to achieve optimal yet efficient results. Those changes are inevitable whether it include the legislation, organization, human resources, existing infrastructure that has been running until at the moment (business as usual). Table 1 shows the stages of planning by the interactive planning with adoption.

### Table 1. Interactive Planning Stages

<table>
<thead>
<tr>
<th>Formulating the Mess</th>
<th>Ends Planning</th>
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<tbody>
<tr>
<td>The increasing diversity and sophistication of the immigration criminal offenses modus.</td>
<td>Determine the desired ideal form of organization to the current Director General of Immigration, which can be implemented by establishing changes in the Directorate General of Immigration.</td>
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<tr>
<td>The lack of TPI and Cross Border Post (PLB) facilities to be provided by the manager</td>
<td>Vision and Mission of The Directorate General of Immigration</td>
</tr>
<tr>
<td>The potential and negative impact of illegal immigrants existence.</td>
<td>Vision: People obtain assurance of immigration services and law enforcement</td>
</tr>
<tr>
<td>The potential of overlapping interest towards the increasing of people’s mobility in ASEAN member countries through the establishment of the ASEAN Economic Community (AEC) in 2015</td>
<td>Missions:</td>
</tr>
<tr>
<td>The difficulty of providing optimal treat and supervision due to the very spacious and open geographical conditions.</td>
<td>1. Increasing the excellence service of immigration</td>
</tr>
<tr>
<td>The higher growth of world population and the more competitive global employment opportunity which generate condition where the world population are illegally seeking work in domestic and abroad.</td>
<td>2. Strengthen the enforcement of the fair and transparent immigration laws</td>
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<tr>
<td>The existence of civil society pragmatic culture to get the ease of immigration services which tend to ignore the elements of law enforcement and security.</td>
<td>3. Support the creation of a stable security for state</td>
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<td></td>
<td>4. Support the sustainable development of public welfare</td>
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Position, Duties and Functions

1. The Directorate General of Immigration is the implementing elements under and being responsible to the
Minister of Justice and Human Rights.

2. The Directorate General of Immigration is led by a Director General.

Duties: to design and implement policies and establish technical standardization in the field of immigration.

Function:
- a. policy formulation in the field of immigration;
- b. policy implementation in the field of immigration;
- c. formulation of norms, standards, procedures and criteria in the field of immigration;
- d. providing technical guidance and evaluation in the field of immigration; and
- e. the implementation of the Directorate General of Immigration administration.

1. Creating a legal establishment of transparent and accountable mechanism as well as facilitating the society’s involvement to participate in the establishment of the law;
2. Strengthening the legal services and human rights institutions (immigration, administrative law, intellectual property and legal assistance);
3. Strengthening the role of the Ministry of Law and Human Rights in terms of law enforcement efforts through the active role the Ministry of Justice and Human Rights in the forum of the Supreme Court, Ministry of Justice, Attorney General and the Cop.
4. Creating a monitoring mechanism (evaluation and monitoring) to support the advancement of respect, protection and fulfillment of human rights;
5. Strengthening the institutional support (supporting) in exteriorizing the administrative management services of Ministry of Justice and Human Rights;
6. Strengthen the internal control unit and improve the functioning of the internal control through a partnership approach to other units in the Ministry of Justice and Human Rights.

In 2013, the Directorate General of Immigration absorption was 91.02%. The expenditure ceiling was Rp. 922,109,810, -. While the realization was Rp. 839,342,435,018, -.

Output: Draft study materials of strategic planning of human resources immigration procurement.

Recommendations:
1. Establish mapping positions in accordance with Act No. 5 of 2014 on Civil Administrative State;
2. Deliver the need to Minister of the State Apparatus (Ministry of Administrative Reform) through workshops!

Procurement Planning of Human Resources Immigration

Output: Draft Selection mechanism of HR immigration procurement and governance oversight

1. The need for the proposed exceptions to the requirement for recruitment related job analysis and analysis of the workload in a particular area;
2. It is necessary to define the percentage of gender quotas (male and female) during the recruitment associated with certain conditions (geographical, work specification, and others);
3. The need for approaches to local governments to fill the vacancy of general functional (immigration) in border / remote;
4. To overcome the shortage of staff in a specific task can be raised first aid (Government Employees Contract Agreement).

Completion of the program plan and accountable as well as on time budget.

Establishment of the satisfaction index towards the Management Support and the other Technical Support of Directorate General of Immigration.

The increasing percentage of policies that are available to be published to the public.

Completion of the accurate and accountable State Property document.

Establishment of financial statements in accordance with the existing provision. Percentage of an accountable budget absorption.

Completion of the program plan document and the accountable and timely budget.
evaluation in the field of travel documents services, visas and immigration facility in accordance with the technical policies established by the Director General of Immigration with the function as follows:

a. preparing the formulation of policy in the field of travel documents, visas and immigration facilities which include: implementation, coaching, guidance and services in the field of travel documents, visas and immigration facilities;

b. preparation of the creation of norms, standards, procedures and criteria in the field of travel documents, visas and immigration facilities;

c. preparation of technical policy formulation and coordination in the field of travel documents and special travel documents Indonesian workers, visas, entry permits, contrast and immigration checkpoints and immigration facilities;

d. implementation the guidance, control and technical assistance in the field of travel documents and special travel documents for Indonesian workers, visas, entry permits, contradictory, and immigration checkpoints and immigration facilities;

e. implementation of policy in the field of travel documents and special travel documents Indonesian workers, visas, entry permits, in contrast, immigration checkpoints and immigration facilities; and

f. implementation of administrative affairs and households, as well as the evaluation and preparation of the Directorate of Travel Documents, Visa and immigration facilities.

3. Directorate of Intelligence Immigration
Duties: preparing the formulation and implementation of policies, providing technical guidance and evaluation in the field of immigration intelligence in accordance with the technical policies established by the Director General of Immigration with the function as follows:

a. preparing the formulation of immigration policy in the field of intelligence;

b. implementation of coaching, guidance and intelligence services in the field of immigration;

c. preparation preparation of norms, standards, procedures, and criteria in the field of immigration intelligence;

d. formulation and policy coordination in the field of immigration intelligence operations, security immigration, immigration intelligence production and intelligence cooperation on immigration;

e. guidance, control and technical assistance in the field of immigration intelligence operations, security immigration, immigration intelligence production and intelligence cooperation on immigration;

f. implementation of technical policy in the field of immigration intelligence operations, security immigration, immigration intelligence production and intelligence cooperation on immigration;

g. implementation of administrative affairs and households, as well as the evaluation and preparation of the Intelligence Directorate of Immigration.

4. Directorate of Investigation and Enforcement Immigration
Duties: preparing the formulation and implementation in accordance with the immigration technical policies established by the Director General of Immigration the following functions:

a. preparation of policy formulation in the field of investigation and prosecution immigration;

b. implementation of coaching, guidance and services in the field of investigation and prosecution immigration;

Preparations of norms, standards, procedures and criteria in the field of investigation and prosecution immigration;

d. formulation and policy coordination in the field of investigation and immigration enforcement, prevention and deterrence as well as immigration detention and deportation;

e. coaching and technical assistance in the field of investigation and prosecution immigration, prevention and deterrence as well as immigration detention and deportation;

f. implementation of policy in the field of investigation and prosecution immigration, prevention and deterrence as well as immigration detention and deportation; and

g. implementation of administrative affairs and households, as well as the evaluation and preparation of the report of the Directorate of Investigation and Immigration Enforcement.

5. Directorate of Cross Border and International Cooperation Immigration
Tasks: preparing the formulation of policy formulation and implementation, providing technical guidance and evaluation in the field of cross-border services and foreign cooperation on immigration in accordance with the technical policies established by the Director General of Immigration has the function:

a. preparation of policy formulation in the field of cross-border cooperation and foreign immigration;

b. implementation of coaching, guidance and services in the field of cross-border cooperation and foreign immigration;

c. preparation preparation of norms, standards, procedures, and criteria in the field of cross-border cooperation and foreign immigration;

d. formulation and coordination of immigration policy in the field of border cooperation, cooperation of international organizations, cooperation between countries and cooperation of foreign missions;

e. guidance, control and technical assistance in the field of immigration border cooperation, the same kerjas international organizations, cooperation between countries and cooperation of foreign missions;
f. immigration enforcement cooperation in the field of border cooperation, cooperation of international organizations, cooperation between countries and cooperation of foreign missions;
g. promoting and disseminating the results of the implementation of cooperation in the field of immigration border cooperation, cooperation of international organizations, cooperation between countries and cooperation of foreign missions; and
h. implementation of administrative affairs and households, as well as the evaluation and preparation of the Directorate of Cross Border and International Cooperation Immigration.

6. Directorate of Immigration Information Systems and Technology
Duties: preparing the formulation and implementation of policies, providing technical guidance and evaluation in the field of information technology systems and immigration in accordance with the technical policies established by the Director General of Immigration organizes functions:
a. preparation of policy formulation in the field of information technology systems and immigration;
b. implementation of coaching, guidance and services in the field of information technology systems and immigration;
c. preparation preparation of norms, standards, procedures and criteria in the field of information technology systems and immigration;
d. planning and implementation of information technology security and increased immigration of information technology expertise;
e. preparation of statistical reports and data on immigration and maintenance of information technology systems and immigration;
f. implementation of cooperation in the field of information technology systems and immigration as well as the dissemination of information on immigration;
g. the conduct of the registration, distribution, monitoring the quality and format of immigration documents and electronic card immigration; and
h. implementation of administrative affairs and households, as well as evaluation and reporting within the Directorate of Immigration Information Systems and Technology.

**design of control**
The last step to be done in interactive planning model is designing the control Ackoff (2001), which how to monitor assignments and schedules and adjusting it to failure in meeting the schedule, and how to monitor decision of planning implementation to establish whether the intended product appropriate to expectation, and if not, determine what corrective action to be taken to resolve it over policy implementation and predetermined programs.

a. Regulation of the Minister of Law and Human Rights-02.PW.02.03 M.HH No. 2011 on The
b. Implementation of Internal Control Systems Government in the Ministry of Justice and Human Rights
c. Decision of the Director General of Immigration No. IMI-1817.PR.09.06 In 2012 on Task Force Government Internal Control System Directorate General of Immigration
d. Procedures IMI-2148.IL.01.10 No. 2012 on External Monitoring Directorate General of Immigration
e. Decision of the Director General of Immigration No. IMI-2955.PR.09.06 2012 on External Monitoring Team of the Directorate General of Immigration
f. Decision of the Director General of Immigration No. IMI-799.PW.01.01 2013 on External Monitoring Team of the Directorate General of Immigration

The results of interactive planning in the Directorate General of Immigration Ministry of Justice and Human Rights Republic of Indonesia has shown that leadership become an important component of public sector organizations. In fact, it is indirectly also recognized as central of a good governance according to the constitution of government (OECD, 2001). Similar argument was also disclosed by Andrews and Boyne (2010) that the performance of public sector organizations closely related to the practice of leadership; and with strong leadership capacity, public sector organizations also showed an increase in adaptation, innovation, effectiveness, and efficiency compared with similar organizations that have a weak leadership capacity. However, formal education which instructs one about leadership and leadership practices are not enough to be translated into actual behavior (Morse & Buss, 2008; Van Wart 2005; Kim 2010; Amagoh 2009).

In today's public sector organizations, as in the Directorate General of Immigration, Ministry of Justice and Human Rights Republic of Indonesia, leadership is not exclusively tied to a position that has the formal authority, but rather to the collaboration between management and staff of the organization (Morse & Buss, 2008). Experts also argue that traditionally, people still regard the government as the main agent in fulfilling and serving the public interest (Bingham, Nabatchi & O'Leary 2005); so when issues concerning food, health, environmental, or security (including immigration), the leader becomes the most responsible actor in solving these problems (Denhardt & Denhardt 2003), including the Director General of Immigration Ministry of Justice and Human Rights Republic of Indonesia.
4. Conclusion

The result of the study shows that: first, the leadership characteristic needed is the leadership that possess a mission, create a vision, trust employees, keep reviews their heads in a crisis, encourage risk taking, has expertise, know what essential, become listener, teachers and mentors. The leadership characteristics will determine how the planning is able to overcome challenges and various problems of immigration system in The Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia. Second, the planning process involves leadership factor that can be analyzed by using interactive planning method as an approach in organizing the plan in the present and future. Third, to support the success of interactive planning in immigration services in Directorate General of Immigration, participative principle, continuity principle, and holistic principle are required.

Meanwhile, the recommendations for the Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia government and for further research are as follows: first, further studies need to be done with mutual enrichment research methods in order to map and scenario planning related to the role and position of the Directorate General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia in the face of globalization, including the readiness of the imposition of the ASEAN Economic Community in 2015. Second, the Director General of Immigration, Ministry of Justice and Human Rights of the Republic of Indonesia needs to do the monitoring and evaluation of the regulation of the Minister of Justice and Human Rights, the decree of the Director General of Immigration of the task force on internal control systems, and lastly, the decree of the Director General of Immigration on External monitoring Directorate General of Immigration.

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