

**Four Important Managerial Competencies
For Middle Managers As Policy Drafter
(A Study of ones of the ministries middle managers as policy drafter)**

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ABSTRACT

This study is aimed to identified of important managerial competencies of middle managers as chairperson of the policy drafter through integrity, cooperation, communication, and goal orientation. This research was conducted qualitatively using the phenomenology method approach. Data was collected through questionnaires, observations, and in-depth interviews from selected respondents. The result shows a level of mastery, and most respondents agreed upon integrity (50%), cooperation (45%), communication (50%), and goal orientation (50%) are important managerial competencies as chairperson. The result of this study is useful for public service middle managers.

Keywords: Policy, Managers, Managerial Competencies, Phenomenology

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INTRODUCTION

In the continental legal system, policies are made and developed by government institutions. Ministries are one of the policy initiators, they formulate the policies through specified procedures (Presidential regulation number 87 of 2014 concerning regulations for implementing law number 12 of 2011 concerning the formation of regulations, 2014). Every policy has to go to several stages before it approved and implemented. The initial stages draft of the policy followed by several discussion, and subsequently refined it.

Managers divided into 3 levels, the top, middle, and first managers (Nadrifar et al., 2013). The middle managers are the most significant because they involved as the main executor on the policy draft as a chairperson. They need competencies to ensure the job well done,

The initial stage working group includes members from various related organizations such as other ministries, professionals, and academicians, and chaired by officials from the initiator's ministry (The minister of defense regulation number 19 of 2014 concerning procedures for preparation of the regulation, 2014). They're responsible to draft the policy. They lead and work closely, confront members coming from different backgrounds to prepare a draft of the policy.

A competent chairperson and the members are required to prepare a good draft and usable policies. It has been reported some of the policies, it can not be implemented wisely due to weaknesses such as conflict with the constitution, the absence of further implementing provision, contradictory, and incompatible with other policies (Attorney General, 2020).

The modern methods of quality policy-making require basic competencies (Gleeson et al., 2011). Policy capacity is a set of competencies and abilities required for policy formulation, and an individual competency is an important determinant in policy formulation (Wu et al., 2017). Competency has a different concept (Le Deist & Winterton, 2005). To succeed in various fields of work, different strategies have to be implemented to obtain the required competency (Young & Chapman, 2010). Policy formulation with more complex issues requires certain capacity included the next process for the approval, and implementation.

Managerial Competencies represent the expected reflection of policymakers. Competencies are the key to the managers' successful roles (Wu et al., 2017) yet ignored frequently in the practice (Ramesh et al., 2016), and the incompetency or lack of managerial competencies among policymakers often become central issues in the identification of policy failure (Hicklin & Godwin, 2009). That is not many studies had been published concerning managerial competencies for policymakers of the public sector. This study aims to determine the middle manager managerial competencies.

LITERATURE REVIEW

1. Competency

Competency defined as the individual basic characteristics, the integrated intelligence of emotional, social, and cognitive (Boyatzis, 2008). At various levels of work, working groups, organizations, certain types of competencies are closely related to the role of a specific manager. The focus of the manager's roles at each level varies according to job responsibilities (Rao & Palo, 2009). Managerial competencies represent the necessary activity, knowledge, skill or behavior, and personal characteristics (Szczepańska et al., 2014).

As a characteristic required to complete the task. It was acquired not only from formal education or training. These abilities lie between formal education, training, and experience. The capability was obtained as the product of what has been learned, or formal and informal experiences, and in some cases, related to the ability resulted from one's life experience (Guthrie, 2009).

Competency, as a behavior can be defined as a talent and quality that create an individual, used independently by the individual in their jobs at certain times and in a particular organization (Nikolajevaite & Sabaityte, 2016). Competency is important for a successful organization, such as interpersonal skills, communication, and collaboration with others. Soderquist, based on the results of several studies, has identified the five most essential elements an individual must possess to work in a group or organization (Soderquist et al., 2010):

- a. interpersonal relationship;
- b. openness;
- c. confidence;
- d. ability to approach;
- e. discipline and harmony in action.

The main focus of competency as behavior is how an individual does a job, determines certain performance needed when doing tasks (Russo, 2016). Competence as behavior defines and evaluates abilities related to one's attitude in working, including assertiveness, discipline, empathy, creativity, persistence in problem-solving, and initiatives (Berg et al., 2017).

2. Competency Mapping

Mapping the competency is a process to identifying the necessary competencies (Yuvaraj, 2011), successful job depends highly on this, several ways are carried out by public or private organizations to identify it to achieve success (Anisha, 2012). Policy-making is the authority of the government, which is carried out in a working group by involving participants from different backgrounds (Winarno, 2014), thus requires at least a competency guide to achieve objectives (Kaur & Kumar, 2013).

The process of how a job performed, job descriptions, and the competency needed (Mahajan, 2015), capability acquisition is not intended to get individual with an impeccable aptitude to complete the tasks, because the perfection of human being does not exist, yet competent to build relationships with others, build communication, do the jobs, and adapt (Gupta & Vaishali, 2015), and at least one capable individual is there to meet these standards.

Competency mapping implemented through job analysis. Job analysis carried out to determine and describe work in such details, so the job description is clear (Cushway, 2003). The process and manner of doing the job will show the necessary abilities; develop the scale of competencies using the obtained parameters (Mahajan, 2015), and determine what types of the individual assigned for the task (Dessler, 2014).

3. Managerial competencies

Managerial competency is the specific type of individual capacity that is related to personal characteristics in an organization. The suitability of personal quality in the working group or organization has been a subject in many studies. Many theories and studies confirm that particular managerial competencies relate to the manager's success in doing their jobs.

These abilities defined into different levels (Rao & Palo, 2009), roles, and job

complexity (Grobler, 2005). The managerial competencies of employees assigned in a policy development working group have received less attention. There are some issues related to the behavior of the members of the ministry internal workgroup in terms of interaction even though most of them possess both technical skills and master the substance of policy development. Inadequate appreciation, communication, and inefficient workgroup are noticeable in most discussion forums.

Managerial competencies are significant and vital for various management roles. Managers who possess it will most probably reach success in their tasks (Seate et al., 2016). Managers are responsible for preparing some materials, identify potential alternatives, analyze procedures for each choice, and provide proposals for discussion (Zhang et al., 2012). Managerial Competencies is a reflection of the abilities expected reflection of policymakers, the essence of managers' successful roles (Wu et al., 2017) yet ignored frequently in practice (Ramesh et al., 2016) and the incompetency or lack of it among policymakers often become central issues in the identification of policy failure (Hicklin & Godwin, 2009).

The Ministry of "X" is currently in the process of creating new managerial competencies for its employees. Managerial competencies for middle managers will focus on level 3 of mastery. Managerial competencies are soft competency, which includes knowledge, skill, and behavior according to their tasks and/or functions (Regulation of head of state civil service number 7 of 2013 guidelines for the development of state civil apparatus managerial competence standards, 2013). Soft competency is a life skill necessary for private, group, or community (Alsabbah & Ibrahim, 2013). The skills of communication, emotional, language, group, show ethics, morality, and respect show an individual's quality at every level (Schulz, 2008).

The mastery level of managerial competencies determined by behavioral indicators. The mastery level is the behavior needed to do the job. The complexity of competency requirements includes descriptions of activities or behavior associated with each competency. There is five mastery level based on requirement complexity (Regulation of the minister of administrative and bureaucratic reform number 38 of 2017 concerning state civil apparatus competency standard, 2017):

- 1) awareness;
- 2) basic;
- 3) intermediate;
- 4) advance; and
- 5) expert

RESEARCH METHOD

The present study has been carried out in two stages, the first stage is preliminary studies. It was conducted for four months from September to December 2018 in several private and public organizations to find out why they did not perform the responsibilities established under the national policy. The second stage was conducted in several working units in one Ministry for six months, June to November 2019. The research samples of job analysis were selected purposively in one working unit. Data collected through questionnaires and interviews in other departments. Data will be analysed qualitatively through data reduction, data display, and conclusion drawing.

Research conducted using the phenomenological theory and with a qualitative approach to describe individual life experiences related to a phenomenon (Priya, 2017). Through this approach, it is expected to explore in-depth human attitudes, different perspectives, and experiences of the information sources, to find out the com-

plexity in situations through the overall framework. Sugiyono submits that generalization is not applicable in a qualitative approach, but instead emphasizes the depth of information to reach the meaning behind what appeared (Sugiyono, 2017).

Qualitative research is a method to explore and understand social or humanitarian problems experienced by several individuals or a group of individuals. Data collected and grouped questionnaires, asking a question, data analysis, and followed with confirmation in a focus group discussion. The final report of this research has a flexible structure and framework. Data collected through questionnaires and interviews in other departments. Data analysed qualitatively through data reduction, data display, and conclusion drawing. Anyone involved in this research must apply an inductive research perspective, focus on individual meanings, and translate the complexity of the issue (Creswell, 2009).

RESULTS AND DISCUSSIONS

From the job analysis questionnaire and in-depth interviews, the process of how the work carried out is identified. The survey defined a job and essential managerial competencies needed, obtain job descriptions from middle managers as the chairperson of internal ministry working group to draft of the policy. Job descriptions are the main task stages which are confronted with the Competence Dictionary as stipulated under the Minister of Administrative and Bureaucratic Reform. The results also reveal the required scope of competence of managerial to carry out activities as a working group chairperson, are expected to run effectively so the product will be useful as well.

The required mastery level of managerial competencies possessed by the middle manager as chairperson in the ministry's internal working group is finally obtained. There are four managerial competencies along with the appropriate mastery level that must be possessed. These competencies were obtained from interviews with the respondents, and information given by 80 middle managers on the questionnaires in terms of importance and frequency of use. The final validation of managerial competencies was conducted through focus group discussion by involving officials in charge of developing competency standards for employees, assessors, and middle managers assigned in the ministry internal working group.

The level of interest and use of four crucial managerial competencies that must be possessed by middle managers presented in the descriptive diagram below:

Tabel 1
The scale of Importance and Frequency of use

No.	Importance	No.	Frequency
1.	Not important	1.	Never
2.	Slightly important	2.	Rare (0-25% time used)
3.	Moderately important	3.	Sometimes (26-50% time used)
4.	Important	4.	Often (51-75% time used)
5.	Very important	5.	Always (76-100% time used)

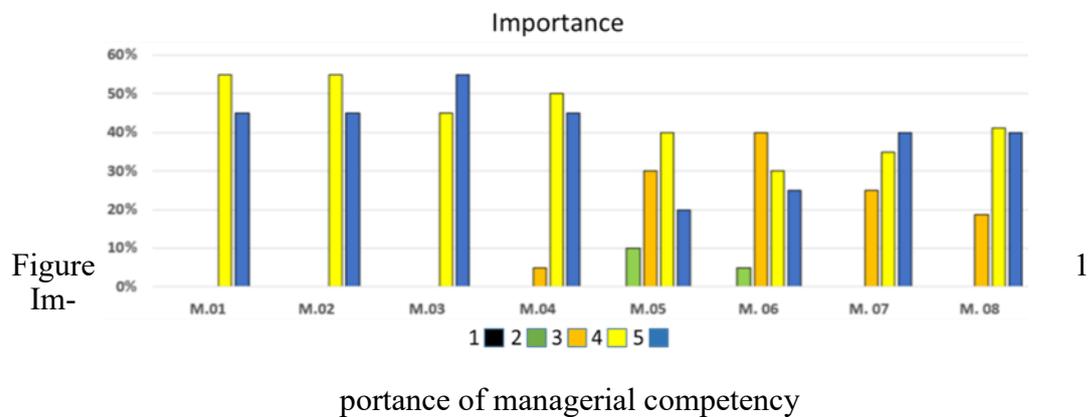


Figure 1

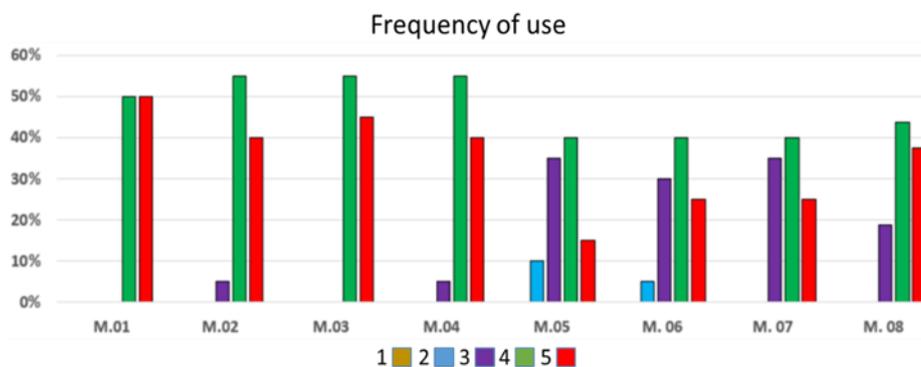


Figure 2
 Frequency of use

The importance (Figure 1) and frequency of use managerial competencies (Figure 2)

M.01 Integrity, the important competency 55% and very important 45%, frequency of use in workgroup policy drafting discussions: often 50% and always 50%

M.02 Cooperation, the important competency 55% and very important 45%, frequency of use in workgroup policy drafting discussions: sometimes 5%, often 55% and always 40%

M.03 Communication, the important competency 45% and very important 55%, frequency of use in workgroup policy drafting discussions: often 55% and always 45%

M.04 Goal Orientation, moderately the important competence 5%, important 50% and very important 45%, frequency of use in workgroup policy drafting discussions: sometimes 5%, often 55% and always 40%

Whereas the mastery level of four managerial competencies that should be possessed by middle managers as chairperson is as follows:

1. Level four of integrity: capable of creating work situations and encouraging compliance with organizational values, norms, and ethics. The related behavioral indicators are:
 - a. Create work situations that encourage all stakeholders to adhere to the organization's values, norms, and ethics in all conditions.

- b. Support and apply high moral principles and ethical standards, and dare to assume the consequences.
 - c. Dare to make corrections or take action related to any deviations from the code of ethics/values committed by disobedient within the institutional level despite the risk.
2. Level five of cooperation, create consistent cooperation situation in and outside the institution with behavioral indicators as follows:
 - a. Create constructive work relationships by adhering to norms ethos/positive values in and outside the organization; improve productivity and become role model in an organization.
 - b. Consistently maintain synergy to allow stakeholders to work closely with other people in and outside the organization.
 - c. Build consensus to mix resources from different stakeholders for the best interest of the nation and country.
3. Level five of communication, initiate a strategic and open communication system to find solutions to improve performance, with behavioral indicators as follows:
 - a. Remove any communication barriers, be able to communicate high-risk national issues, build a relationship on a strategic scale at national level
 - b. Use formal and informal communication channels to reach an agreement to improve performance at the national institution level
 - c. Initiate a communication system by involving stakeholders from the early-stage to find solutions to improve performance at the national institution-level
4. Level five of goal orientation, improve the quality of the organization's work achievement, with behavioral indicators, as follows:
 - a. Ensure the quality is by following the organization's standards and sustainability that contribute to the success of national priority targets.
 - b. Ensure the availability of organizational resources to ensure the accomplishment of national institution priority targets.
 - c. Make policies to implement more effective and efficient work methods to achieve organization and national institution priority goals

Regarding the importance of mastering these competencies in their respective level following the theory:

1. Integrity

Membership in the existing working group, from the same or different organizations and different backgrounds. On the one hand, different backgrounds united by the same organizational culture; on the other hand, they are different. The ability to accept differences wisely, if viewed from the ministry employee's background, should not be a problem, yet if referring to the result of observations, this competency needs attention. Integrity is the quality of action in harmony with moral values, norms, and rules (Huberts, 2018); further examples are provided, such as consistency between words and actions. The core of integrity is trustworthiness, honesty, morality, consistency (Gentry et al., 2016). Various literature defines integrity as wholeness, coherent, identity, reliability, and moral commitment (Schott, 2015). Studies reveal that weak organization is because their employees were behaving with individual values, strict regulation yet unwise, therefore, it is necessary to recognize, understand the situation to take

appropriate action as balance (Robbins et al., 2018).

2. Cooperation

Many kinds of literature and researches give different definitions of collaboration because of each view from different perspectives (Shaw, 2006). From the observation results, members from other ministries/institutions will bring their abilities and characteristics. A working group can be an effective capable team if the leadership is right, problem-solving, work accountability becomes standard reference (Wibowo, 2016). Cooperation or collaboration in the daily terms is working together to achieve a goal or profit (Zagumny, 2019). Participation is a relationship between members in an activity, independent from vision or mission, with adherence to coordination and control (Schott, 2015).

3. Communication

Based on the observations, communication skill in this working group needs high attention. Some members come from internal organizations that have an understanding of the importance of communication behavior both vertically and horizontally with proper mechanisms. Communication during policy drafting is conducted directly and indirectly, verbally and in writing using several tools, in formal and informal situations. Conflicts caused by delivery, and acceptance, different interpretation always comes up during discussions although some aspects can be managed well, but, this will affect information acquired, and decision making in these activities.

Various studies on institutions and academics show the importance of interpersonal communication competencies in organizations (Okoro et al., 2017). Effective communication is an essential component for a successful organization, whether among individuals within an organization and others (Mahajan, 2015). Effective communication within a group depends on a person who can manage the communication channel (Robbins et al., 2018). Participant's active roles in connection are related to the level of information, knowledge, understanding, decision making, job demands, and organization policies (Limpornpugdee et al., 2009).

4. Goal Orientation

The Ministry's internal workgroup works from the initial stage of the policymaking process, during the policy drafting process, efforts need to be made related to the competencies of operating unit personnel in doing their tasks. From the results of the interview, the late submission of policy drafts always occurs in the Ministry. In the initial stage of policy formulation discussion, despite obstacles such as limited personnel, time, cost, quality of policy product is expected to be followed up immediately in the next process for formalization, and this is indeed possible only if the group members possess the required competencies.

The theory of goal achievement has been a concern in social, organizational, educational, and psychological areas in terms of determining behaviors as are necessary for task achievement (Raver, 2012). Managers who work with goal orientations, who have a good relationship with their colleagues and show a positive attitude at work, will get high job satisfaction (Thamrin, 2016). A person who works with a goal-oriented approach will show his ability to work (Chen & Mathieu, 2008), always try to get positive inputs from others, and work with the right people to complete difficult tasks (Rahman Khattak et al., 2017).

The four important managerial competencies and the relevant mastery level

that as result on studied as shown in table 2.

Table 2
The important managerial competencies

Important managerial competencies for middle managers	FGD	Opinion From 80 middle managers			
		Importance		Fequency of use	
	Level	Important	Very important	Often	Always
Integrity (M.01)	4	55 %	45 %	50 %	50 %
Cooperation (M.02)	5	55 %	45 %	55 %	40 %
Communication (M.03)	5	45 %	55 %	55 %	45 %
Goal orientation (M.04)	5	50 %	45 %	55 %	40 %

CONCLUSION

In conclusion from the 8 managerial competencies as the regulation of the minister of administrative and bureaucratic reform, only 4 managerial competencies for middle managers crucial to be a policy drafter. Among the four competencies, the level of mastery is 5 for cooperation (M.02), communication (M.03), and goal orientation (M.04), followed by integrity mastery level on 4 (M.01). It is further conclusion integrity and cooperation score highest (55% each), followed by goal orientation (50%) and communication (45%).

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