

GOVERNANCE OF PASSPORT ISSUANCE SERVICES DURING THE COVID-19 PANDEMIC: A CASE STUDY AT THE IMMIGRATION OFFICE CLASS I CHECKPOINT YOGYAKARTA

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Junaidul Fitriyono

[junaidulfitriyono@mail.u
gm.ac.id](mailto:junaidulfitriyono@mail.u
gm.ac.id)

Gadjah Mada University

Intan Sari Puspita

[intansaripuspita@mail.u
gm.ac.id](mailto:intansaripuspita@mail.u
gm.ac.id)

Gadjah Mada University

Farikhah Yuni

[Farikhah.yuni@mail.u
gm.ac.id](mailto:Farikhah.yuni@mail.u
gm.ac.id)

Gadjah Mada
University

Virgin Marthalia

virginmarthalia@mail.ugm.ac.id

Gadjah Mada University

ABSTRACT

Passport issuance at the Yogyakarta Class I Checkpoint Immigration Office during the COVID-19 pandemic experienced various fluctuations. At the beginning of the pandemic, it experienced a very significant decline with a closure then continued with restrictions until the implementation of the *new normal*. The response made by the Yogyakarta Class I Checkpoint Immigration Office by implementing innovations derived from the Directorate General of Immigration's policies in the form of the M-Passport application and the Eazy Passport program, as well as internally created innovations such as Karyo Sepakat, Bilang Karyo and Mas Karyo is enough to encourage an increase in passport applications. *Networking* in order to increase passport applications is also carried out with the Eazy Passport program and cooperation with institutions including in education, business and government sectors. The establishment of UKK at the UGM International Office, ULP at Lippo Plaza Mall and MPP in Wates Kulon Progo are part of network development in expanding passport issuance services outside the Yogyakarta Class I Checkpoint Immigration Office. System development and socialization are important factors in order to maintain the sustainability of innovation and efforts to maintain the *networking* that has been established.



Keywords: *Service, Passport, Innovation, Networking, Pandemic*

Introduction

The covid-19 pandemic that has hit the world since the beginning of 2020 is a big challenge for all nations, including Indonesia. The conditions during the pandemic faced by Indonesia represent all aspects known as VUCA (*Volatile, Uncertain, Complex and Ambiguous*) terminology. In an unpredictable manner, Covid-19 has a very strong and broad impact on various changes in the socio-economic activities of the community. These unanticipated changes in turn create a lot of uncertainty for the community. This includes uncertainty in the implementation of public services, even though public services are community needs that must be met by public and private organizations with an orientation towards community satisfaction. This means that even in *unnormal* conditions such as the Covid-19 pandemic, people's needs for adequate public services must still be guaranteed. The government, as an organization with the highest authority, has a great responsibility and role in minimizing various uncertainties in the implementation of public services.

Policies to prevent the spread of the covid-19 virus during a pandemic, such as imposing social restrictions or restrictions on community activities, have an impact on the relevance of using existing and previously implemented public service standards. So that to ensure the implementation of public services, service providers must innovate to improve the quality of public services and make adjustments to service operational standards. As a concrete step in adapting to changing conditions, public service management policies must also continue to be adjusted to the needs, expectations and demands of the community. This is done as an effort to provide the best service for the community amid the covid-19 pandemic situation. So that the community's needs for services can still be met without overriding the safety and comfort of the community as service recipients.

One form of adaptive and innovative public service delivery during the pandemic can be observed from the efforts made by the Yogyakarta Class I Checkpoint Immigration Office. Immigration Office (Immigration Office) Class I Checkpoint Yogyakarta is one of the Technical Implementation Units (UPT) of immigration services under the coordination of the Directorate General of Immigration, Ministry of Law and Human Rights. The working area of the Yogyakarta Class I Immigration Office covers 1 (one) City and 4 (four) Regencies, namely Yogyakarta City, Sleman Regency, Bantul Regency, Gunung Kidul Regency, and Kulon Progo

Regency. As a unit that carries out immigration services, Yogyakarta Class I Immigration Office organizes various vital public service products such as: travel document services (Passport, Visa); immigration examination; residence permit and immigration status services; immigration surveillance and intelligence, and other services. (Jogja.immigration.go.id, 2022).

In an era where citizen mobility is getting higher and cross-border socio-economic activities continue to increase, the role of immigration is becoming increasingly important in supporting the smooth running of these activities. However, the Covid pandemic is realized to have hampered the implementation of public services, especially immigration services in the 2020-2021 period. This is stated in the 2021 Government Agency Performance Accountability Report (LAKIP) of the Directorate General of Immigration which shows a decrease in service realization from the target set for all immigration services. In 2020 the overall realization of public services only reached 74.37% of the target, and in 2021 it got worse with a realization of only 53.82% of the target. The most affected service is the passport service, which only realized less than 25% of the target in 2021. (Directorate General of Immigration, 2021).

Realizing the obstacles in the implementation of public services, especially in passport services, Immigration Office Class I Yogyakarta implemented various policy innovations as an effort to restore and even increase service capacity during and even after the Covid-19 pandemic. Immigration Office Class I Yogyakarta utilizes Information Technology as a facility to support the implementation of services to the community. Services using information technology or what is often referred to as an online system, are more chosen and preferred by the public because they promise convenience, cheapness, transparency and certainty in relation to time and cost. (Risanto & Bahri, 2017) which is very much needed in a pandemic situation. The use of Information Technology in order to support public service innovation is expected to provide ease of process and access for people who need public services.

One form of innovation implementation is the implementation of the *Eazy Passport* program and the use of the *M-Passport* application. *Eazy Passport* is a collective passport service that is carried out outside the immigration office and goes to the applicant's location using a mobile passport service unit car. This service is provided to government/private offices; educational institutions; communities or organizations; housing complexes, with some provisions. Meanwhile, Mobile Passport or *M-Passport* is a new form of Online Passport Queue Registration Application (APAPO) which is implemented to make passport services

more transparent, accountable and fast. M-Passport allows the public to apply for a passport by uploading scanned files to the application without the need to wait for officers to upload and enter application data.

As an extension of the Directorate General of Immigration in the region, Immigration Office Class I Checkpoint Yogyakarta must implement service innovations with the necessary adaptations according to the needs of the people in the Special Region of Yogyakarta Province. This mini-research aims to find out more about how Immigration Office Class I Checkpoint Yogyakarta responds to challenges in public services during the Covid-19 pandemic to date. Furthermore, this research is expected to explore the values of public sector governance applied in immigration services, especially in passport issuance services amid the uncertainty caused by the pandemic.

Concept Overview

Public Service

The government in Law No. 25/2009 on Public Services defines public service as an activity or series of activities in order to fulfil service needs in accordance with laws and regulations for every citizen and resident for goods, services, and/or administrative services provided by public service providers. In line with this, Subarsono (Dwiyanto, 141: 2005) also describes public service as a series of activities carried out by the public bureaucracy to fulfil the needs of user citizens. The users referred to here are citizens who need public services, such as making identity cards (KTP), birth certificates, marriage certificates and death certificates, and so on.

Purwanto (2019), in the inauguration of Professor of Policy Science at Gadjah Mada University, stated that currently the bureaucracy is required to be able to create public services that are not one suits for all, but rather personalized. This is because considering the increasingly dynamic and unpredictable global situation. The existing VUCA situation also presents its own challenges in providing public services. The impact felt by the community also varies because the ability of various community groups to adapt to VUCA situations is also different. To continue to ensure equitable distribution of public services for all groups of society, the government must be responsive, creative and flexible in creating innovative public service policies.

Passport

Passport of the Republic of Indonesia or commonly referred to as a passport is a
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document issued by the Government of Indonesia to Indonesian citizens to travel between countries that are valid for a certain period of time. (*Law Number 6 of 2011 concerning Immigration*, 2011). Passport applications can be made by Indonesian citizens either in the territory of Indonesia through the Immigration Implementation Unit or outside the territory of Indonesia through representatives of the Republic of Indonesia abroad. The purpose of applying for a passport varies from the interests of tourism, work, continuing education, carrying out worship or even combining with family who are abroad. Passports not only function as a personal identity but also the identity of one's citizenship. Therefore, the task of issuing passports is left to the Directorate General of Immigration of the Ministry of Law and Human Rights.

Passport-related Immigration Service Products

a. M-Passport

Mobile Passport or M-Passport is an application developed by the Directorate of Immigration Systems and Technology to replace the Online Passport Registration Queue (APAPO) system. M-Passport was officially launched on the commemoration of the 72nd Bhakti Immigration Day by the Directorate General of Immigration of the Ministry of Law and Human Rights of the Republic of Indonesia on 26 January 2022. The advantages in the *M-Passport* application include simplification of passport services, efficiency of Human Resources (HR), increased service capacity, *paperless* services, and service certainty.

M-Passport is considered to have various advantages over the previous version of APAPO application. Based on the Guidebook, there are several differences between APAPO and *M-Passport*, among others: 1) In APAPO there is no verification of the identity of the account owner, while in *M-Passport* verification has been applied using e-mail and the Population Identification Number (NIK) which is integrated with population data; 2) In APAPO, the service quota setting is the authority of the Immigration Division of the Regional Office of the Ministry of Law and Human Rights which oversees the Immigration office area, while in *M-Passport* the quota can be independently set by the Immigration Office so that the service capacity can be adjusted more accurately and *real-time*; 3) Then, the *M-Passport* has a feature to upload documents that are integrated with the Travel Document System of the Republic of Indonesia (DPRI), and is equipped with a payment menu that has not been facilitated in APAPO. (Directorate of Immigration Systems and Technology, 2022).

b. Eazy Passport

The *Eazy Passport* service is an innovation in collective passport services carried out outside the Immigration Office or at the applicant's location using a mobile passport service car and / or *mobile unit* of the Republic of Indonesia Travel Document (SPRI). This service was created with the aim of providing convenience to people who want to make passports in large communities, besides of course this innovation was carried out to answer the challenges of the decline in the number of passport issuances that fell during the Covid-19 Pandemic.

Although designed to provide convenience to the community, of course, this service is limited by several provisions, such as:

1. *The Eazy Passport* service serves a minimum of 50 applicants per day in one place;
2. *Eazy Passport* services only serve the creation of new passports and passport replacements due to expiration and full pages, not serving passport replacements due to loss or damage;
3. Scheduled service on weekdays (08.00-16.00 local time)
4. The implementation of data input and biometric collection is carried out with the SPRI mobile unit either online or offline;
5. The passport completion process is 4 (four) working days after the applicant makes PNPB payments in accordance with the type of passport chosen;
6. The printed passport can be taken directly by the passport applicant or taken by a representative of the agency / office / community or can also be sent through the services of PT Pos Indonesia.
7. Can serve families of employees in Government / TNI / POLRI / BUMN / BUMN / BUMD / Private offices and educational institutions.

Values of Public Service Governance during VUCA

Innovation

Policy innovations are created to improve effectiveness and efficiency, address problems and fulfil social needs, as well as to legitimize the government. (Osborne and Brown 2011; Hartley 2005; Dekker et al. 2020, in Ansell & Torfing, 254: 2022). But now innovations must also be created in response to unexpected situations. Disruptive VUCA situations such as the Covid-19 Pandemic have caused *chaotic* conditions and have stopped various aspects of people's lives, including in public service delivery activities by the government. Innovation is the development and realization of new and creative solutions

that challenge conventional wisdom and/or replace old practices in a particular context (Sorensen and Torfing 2011, in Ansell & Torfing, 255: 2022) or in this case the VUCA situation in the form of the Covid-19 Pandemic.

Innovation can be developed in the governance systems of *traditional public administration*, *new public management*, and *collaborative governance*. (Ansell & Torfing, 260: 2022).. Innovations developed in the governance system of *traditional public administration* are usually carried out by the government itself based on political direction and bureaucratic administration. In governance that adheres to *new public management*, the process of innovation formation comes from the government but service products are sometimes carried out by third parties. Whereas *collaborative governance* brings together various *stakeholders* in the same forum to produce decisions by consensus so that the innovations created will get *input* from various points of view and the *outputs* produced will be more accommodating to various community groups.

Network

Networks in *governance* are associated with how related parties are interdependent and then form a field or system. Networks start with the assumption that no single actor (government, nongovernmental organization, private sector or community) has all the resources needed to address increasingly dynamic, volatile, uncertain and complex problems. Resources (such as finance, human resources, information, knowledge and competences) are increasingly dispersed among various actors, so that interdependence brings these actors together in a system.

With the inability of the public sector to act as the main actor, creating a network model through interactive communication needs to be considered as a form of solution in formulating agile and effective public policies. With multi-directional interaction between actors in sharing information and resources, it is expected that the rigid and hierarchical bureaucratic work culture can also be replaced with a more agile, fast and dynamic system. The accuracy and completeness of information gathered from various actors' perspectives are also expected to produce the right decisions and avoid ambiguity in answering the challenges of today's problems that also require a fast and precise response.

Method

This research is qualitative research using a case study approach. As stated by Creswell, case study research deals with real and unique social phenomena in the context of individuals

and communities that are related to each other and form the same special pattern (Creswell, 2009). (Creswell, 2009). As case study research, the presentation of the results of the research is explained in a descriptive explanation. This research will be conducted at the Yogyakarta Class I Checkpoint Immigration Office including the Passport Service Unit (ULP) Lippo Plaza and Kulonprogo Public Service Mall. The research conducted since October to November 2022.

The type of data used in this research is in the form of words or actions in the form of information obtained from informants. The data obtained from informants is the primary data needed in the analysis process. Apart from using primary data, this research also uses secondary data from various data sources that are already available and can be accessed either directly or through a bureaucratic process in the form of data request requests. Secondary data is needed to complete the perfection of the analysis process so that confirmation of primary data can be compared with secondary data. Secondary data is not only related to data officially released by government agencies but can also be other data related and relevant to this research from various other civil society organizations. In addition, secondary data can also be obtained from reliable information from mass media and social media with clear references.

Data collection in this study used a triangulation technique, namely a combination of interviews, observations and documentation studies. Interviews were conducted with informants who are considered to know and have an important role in the research issues discussed. In this study, the informants who became the object of the interview were the responsible officials in accordance with the main tasks and functions related to immigration services. Observation allows researchers to develop the results of interviews conducted. Information that is considered important and relevant to the topic of discussion which is independently carried out by researchers to see and assess real phenomena in the field. Documentation studies are related to the type of secondary data used because in addition to obtaining data from the field through direct interaction with informants and interested parties, data can also be obtained from other sources such as government agencies and other community organizations that have relevance to the research topic.

The data analysis technique used in this study refers to the method presented by Miles and Huberman (1984) which states that in qualitative data analysis, three steps are needed which are carried out simultaneously, namely Data Reduction, Data Presentation and Decision

Making / Verification. (Rijali, 2018). Data reduction is related to the selection and sorting of data related to the topic discussed so that it remains in accordance with the discussion in the study. Data presentation is the stage of presenting the findings obtained from the previous stage. Decision making / verification is related to drawing general statements on the various findings that have been presented. This whole process influences one another and is an inseparable unit in the data analysis process.

Discussion

Requests for passport issuance services during the Covid-19 Pandemic in the Yogyakarta Class I Checkpoint Immigration Office service area experienced a surge even though the Yogyakarta area was then designated as a Level 5 Covid-19 emergency area. The Directorate General of Immigration (DG Immigration) made a policy by issuing a Circular Letter of the Director General of Immigration (SE Director General of Immigration) related to limited services for passport services during the Covid-19 Pandemic which was previously eliminated. Prior to the issuance of the Circular, immigration services were generally stopped, with some employees continuing to carry out office duties in turn according to the picket schedule. In the Yogyakarta time period, PPKM level 5 was established, it turned out that public requests for passport issuance services continued to arrive for various reasons whose urgency could be considered for passport services.

Considering the greater public need for passport services even during the Covid-19 Pandemic, the Director General of Immigration then re-issued a Circular Letter regarding the terms and conditions of limited immigration services that can be carried out during the Pandemic. In this circular letter, Immigration Offices throughout Indonesia are allowed to provide passport issuance services for people with certain reasons and interests, including people who have urgent needs abroad such as for treatment, passports for service as health workers, or visiting family who are in treatment or critical conditions.

Following this relaxation, Immigration Office Yogyakarta has gradually made "local" innovations as a form of effort in responding to the high demand for immigration services, amid the limitations and uncertainties that exist during the period of community mobility restrictions due to the Covid-19 Pandemic.

Local Innovation of Immigration Office Class I Checkpoint Yogyakarta

In addition to M-Passport and Eazy Passport which are national level innovations initiated by the Directorate General of Immigration to be implemented in all immigration offices throughout Indonesia, Immigration Office Yogyakarta also created various local innovations specifically designed as an effort to overcome the problems of limited services during the pandemic for people in Yogyakarta Province, among others:

1. Sepakat Karyo

Sepakat karyo is a helpdesk application designed and used to handle all forms of public complaints on services provided by the Yogyakarta Immigration Office, on an online basis. This application was created as a response to the Yogyakarta Immigration Office, which receives daily visits from people who come from various districts/cities to inquire or confirm the immigration services they have received. The public can create a support ticket to ask about the progress of the proposed service, track the service process or even file a *complaint* if there is a discrepancy between the service received by the public and the existing SOP. With this application, the number of direct visits to Immigration Office Yogyakarta has decreased significantly, as many people come for consultation purposes or to inquire about the progress of their service requests. This application is considered effective to support the social distancing program as an effort to prevent the spread of the virus, and until now it is still relevant to use because the community response also welcomes this application to monitor the progress of service requests.

2. Bilang Karyo

Bilang Karyo is an Immigration Service Information website of Yogyakarta Immigration Office created to facilitate the public to obtain immigration information in general through the imigo.dev/infoImmigration Office jogja website or by scanning QR codes on banners located at the Yogyakarta Immigration Office. Unlike Sepakat Karyo, which caters to the personal needs of each community or service applicant, Bilang Karyo provides general information services related to updates on the development of immigration services at Immigration Office Yogyakarta. The public can access this page to get the latest information on requirements, special provisions and other things that apply at Immigration Office Yogyakarta during the PPKM period. Although it is very helpful as an up-to-date

information Centre during the pandemic, in the current *New Normal* period where changes to service provisions do not change too often, the use of the Bilang Karyo website can be said to tend to be less than optimal and not too attractive to the public to get the latest information.

3. Mas Karyo

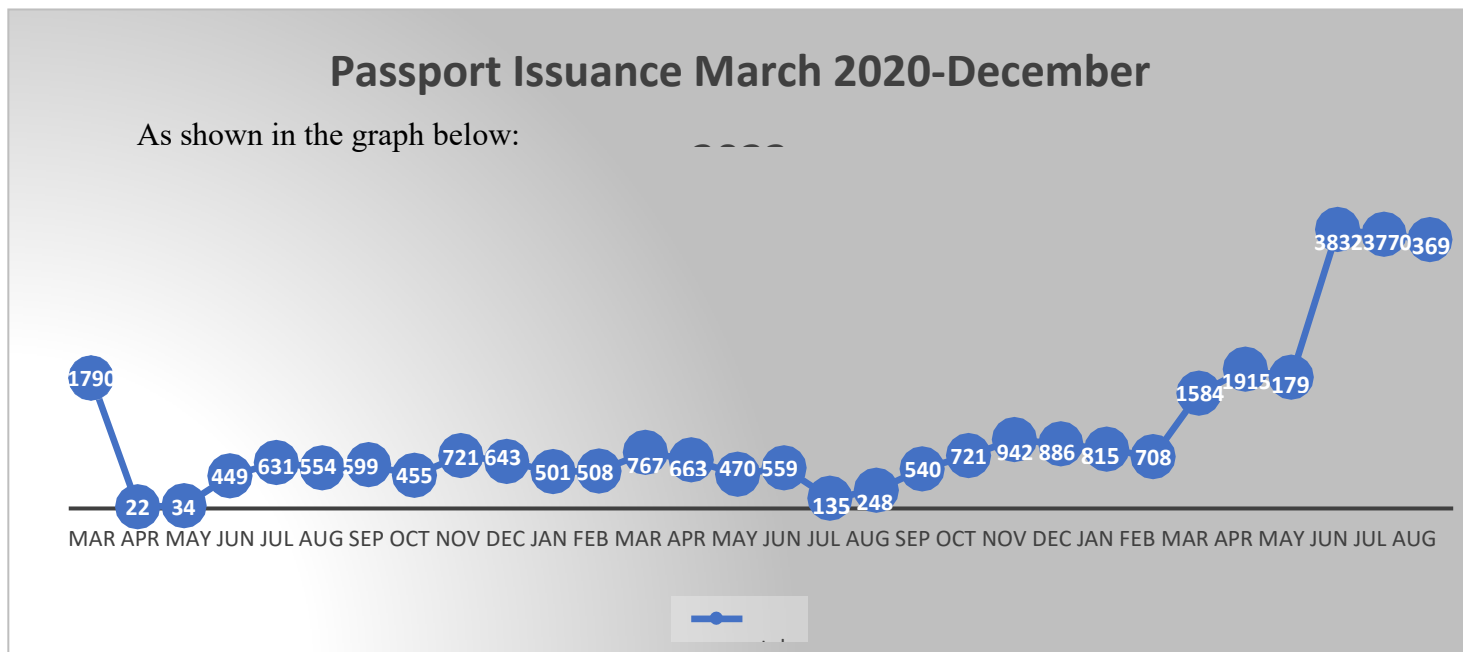
Mas Karyo is a foreign student monitoring application. This innovation is a *Custom-made Application* that is designed to adjust the social conditions of the people of Yogyakarta with the label "City of Students", which includes foreign students. This application was created to assist the Yogyakarta Immigration Office in carrying out supervision of foreigners registered at universities in Yogyakarta as students. Before the pandemic, the immigration office carried out manual monitoring by routinely visiting hotels, inns, restaurants and other *mainstream* places. However, this task was hampered due to PPKM, so during the PPPK period the Yogyakarta Immigration Office initiated an application that could assist immigration officers in monitoring foreigners with the help of universities. Until now, the university that has cooperated and signed an MoU with Immigration Office Yogyakarta is UGM, and is currently in the process of signing an MoU with UNY and other universities. In addition to supervision related to residence permits, this application can also help foreign students to remind their stay permit period in Indonesia.

In addition, as a continuation of Immigration Office Yogyakarta's partnership with UGM, Immigration Office Yogyakarta also provides reciprocity in the form of special service lines for UGM academicians to access immigration services such as passport making with an agreed daily quota. This is certainly a positive signal of the integration of the two agencies to synergizes in improving the quality of services of each agency. Until now, the application is still used and even very relevant to continue to be used and even emulated by other immigration technical implementation units with similar social conditions.

Observed Data

In general, the issuance of passports since the spread of COVID-19 was declared a pandemic in early March has decreased significantly. Based on data published by the Yogyakarta Class I Checkpoint Immigration Office, the average issuance per month is around 2,000 (two thousand) to 3,000 (three thousand) applications. The following is the data we obtained regarding

the number of passport applicants before the pandemic (early 2020) during the pandemic and until now (new normal).



Passport Issuance March 2020-December 2022 Immigration Office Class I Checkpoint
Yogyakarta Data Source: Immigration Office Class I Checkpoint
Yogyakarta

Based on this graph, there was a very significant decline during the early days of the COVID-19 pandemic. Although in March 2020 applications were still in the range of 1,790 (one thousand seven hundred and ninety) applicants in one month, in the following month there was a very drastic decline, namely only 22 (twenty-two). Restrictions on applications are only on certain criteria and reasons such as medical treatment, visiting family that cannot be postponed, planned business trips, administrative arrangements in the context of studying and working.

A greater increase occurred in June 2020 where applications increased by more than 10 (ten) times, from initially only 34 (thirty) four applications in May increased to 449 (four hundred forty nine) applications in June of the same year. This increase is in line with the development of better handling of COVID-19 where the Directorate General of Immigration provides direction for the implementation of strict health procedures for Immigration Offices that provide passport issuance services, including the Yogyakarta Class I Checkpoint Immigration Office. This increase has been relatively stable because in July 2020 an innovative program was launched by the Directorate General of Immigration entitled Eazy Passport. This innovation is a ball pick-up service for

communities, educational institutions, companies and even residential neighborhoods that collectively collaborate with the Immigration Office under the Directorate General of Immigration in the context of issuing passports.

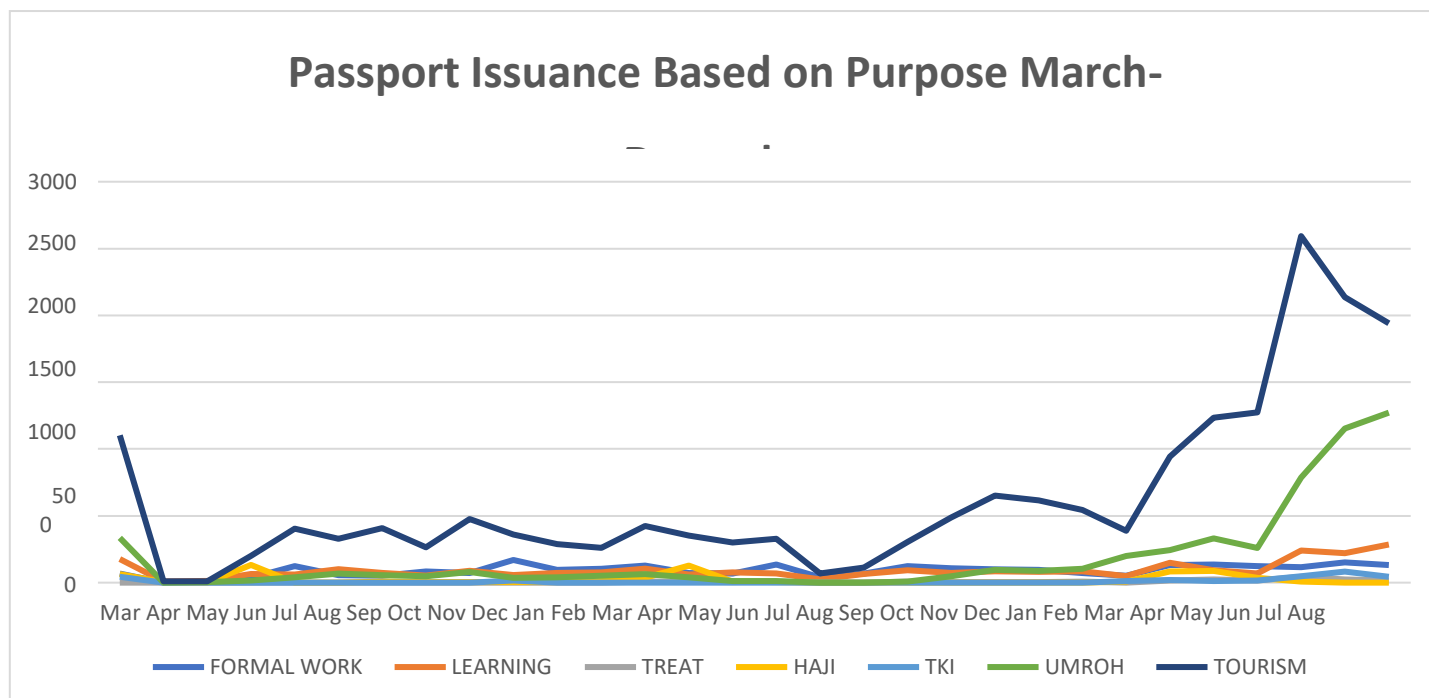
Passport issuance from August 2020 to June 2021 looks very stable in the range of 500 to 700 applicants per month. But interestingly, there was a decline back in July 2021. The decline was quite significant up to 300% from the previous 559 (five hundred and fifty-nine) applications in June then decreased to 135 (one hundred and thirty-five) applications in July 2021. This decline is related to the discovery of a new variant of COVID-19 that is very deadly named Omnicron. Applicants tend to postpone departure abroad because conditions are not very conducive so that applications for passport issuance have decreased.

Along with the better handling of the Omnicron virus, the confidence of the community to apply for a passport has increased again. This can be seen from the graph which has increased from August 2021 to February 2022. The peak was in March 2022, there was a tremendous increase even though it could not be said to match the conditions before the pandemic, namely an increase in passport applicants from 708 (seven hundred eight) applications in February 2022 to 1,584 (one thousand five hundred and eighty-four) in March 2022.

The increase in the number of applications in February 2022 until the following month was not only influenced by the better handling of the pandemic, the discipline of applicants and the Immigration Office in carrying out Health procedures, but also influenced by the inauguration of an application that makes it easier for passport applicants in the application process. This application, called M-Passport, was officially introduced on the day of Bhakti Imigrasi in 2022 and became the mainstay innovation of the Directorate General of Immigration in issuing passports to the public. Evidently, there is a very significant increase because with this application, the length of the process, transparency and clarity of procedures are truly felt by immigration service applicants, especially at the Yogyakarta Class I Checkpoint Immigration Office. This is indicated by the stable number of applications from March 2022 to May 2022.

An interesting thing happened in the middle of May 2022 towards June of the same year. There was a very significant increase and the value was almost the same as the number of passport applications before the pandemic period in early 2020. The number of applicants increased to 3,832 (three thousand eight hundred and thirty-two) applications in June and stabilized until August 2022. Many factors affect this, including the better pattern of handling COVID-19, the success of vaccinations carried out by the government, the opening of many tourist attractions both

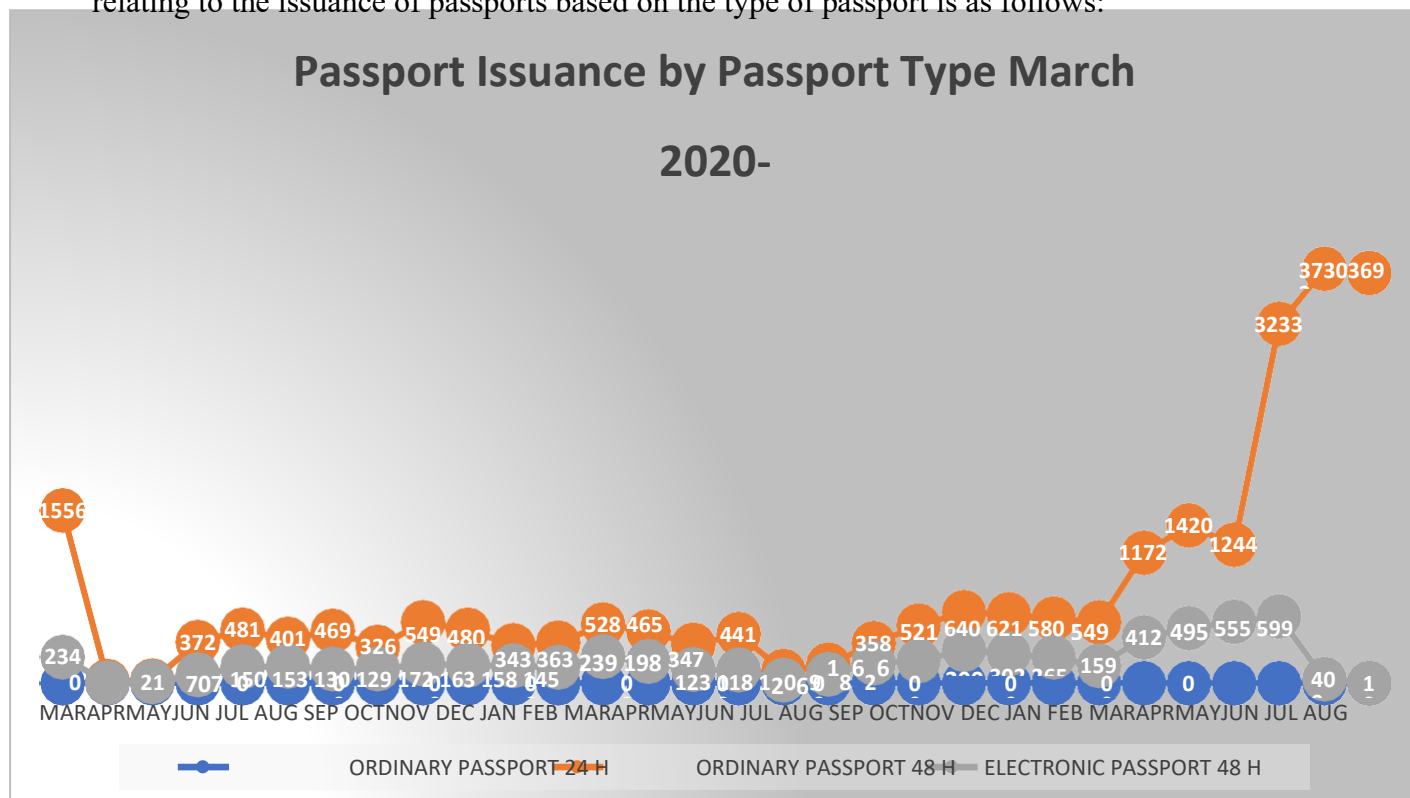
at home and abroad, better business development, universities abroad that have provided opportunities for Indonesian citizens to continue their education, even to the destination countries for Indonesian Migrant Workers (PMI) who need Human Resources from Indonesia have opened massive recruitment. The development of passport issuance based on the purpose and destination of the application is shown in the following graph:



Passport Issuance Based on Purpose March-December 2020 Immigration Office Class I
Checkpoint Yogyakarta
Data Source: Immigration Office Class I Checkpoint Yogyakarta

Based on this graph, Tourism and Umrah are the most frequent application purposes submitted by passport applicants at the Yogyakarta Class I Checkpoint Immigration Office. The graph of applications in the context of tourism and Umrah has the largest proportion than other application purposes such as Indonesian Migrant Workers (TKI), Hajj, Medical Treatment, Study and Formal Work. However, it is interesting to see the graph displayed by passport applicants in the context of studying and formal work which almost have the same number. While the application in the context of Hajj only looks significant in number ahead of the Hajj departure process in 2020 and 2021, while in 2022 as it is known that the moratorium on the departure of prospective pilgrims is carried out from 2020 to 2021 and only departed in 2022. This condition causes very few passport applicants in order to carry out the Hajj in 2022 compared to applicants in previous years.

Apart from the number of applications each month and the purpose of passport applicants applying for passport services, it is also interesting to see the number of passport issuances based on the types of passports issued from the beginning of the pandemic until August 2022. The graph relating to the issuance of passports based on the type of passport is as follows:



Passport Issuance Based on Passport Type March 2020-December 2022 Immigration Office Class I Checkpoint Yogyakarta
 Data Source: Immigration Office Class I Checkpoint Yogyakarta

Passport types are divided into 3 (three) namely 24-page, 48-page and 48-page electronic passports (e-passports). The third function has the same function, namely as a national identity but differs from the number of pages and the side of Non-Tax State Revenue (PNBP) that must be paid. A 24-page passport can be provided free of charge for applicants who are Prospective Indonesian Migrant Workers (CPMI) who will first work abroad but the applicant must pay Rp. 100,000 (one thousand rupiah) if they want to apply for this passport. The 48-page PNBP passport is Rp. 350,000 (three hundred and fifty thousand rupiah) and the 48-page electronic PNBP passport is Rp. 650,000 (six hundred and fifty thousand rupiah). The graph above shows that applicants at the Yogyakarta Class I Checkpoint Immigration Office tend to choose 48-page passports rather than the

other two types of passports. The submission of 48-page passport applicants follows the general increase and decrease in passport applications that occur at the Yogyakarta Class I Checkpoint Immigration Office.

Although it cannot be fully claimed as the impact of the innovations made by the Yogyakarta Immigration Office, this data is quite in line with the argument that innovation and networking carried out by the Yogyakarta Immigration Office positively affect the increase in the capacity of the Yogyakarta Immigration Office in providing services to the community.

Analysis of Innovation

Based on the field findings and data analysis above, there are several innovations made and implemented by the Yogyakarta Class I Checkpoint Immigration Office. Innovations such as M-Passport, Eazy passport, Bilang Karyo, Sepakat Karyo and Mas Karyo are innovations that were raised as part of the response to pandemic conditions. This innovation is an answer to the community's need for access to passport issuance services at the Immigration Office in the form of information, ball pick-up services or even issuance services at the Immigration Office itself. As a form of response, the innovations that are made and implemented experience very significant developments, not only related to adjustments to conditions and situations, but also in the development of the features in it. Therefore, it is inevitable that innovation during a pandemic is related to sustainability and resilience to conditions and changes that drastically occur.

The innovations made by the Yogyakarta Class I Checkpoint Immigration Office are not entirely the result of thinking done by the Yogyakarta Class I Checkpoint Immigration Office internally. The Directorate General of Immigration designed several service innovations that are expected to be implemented in all Immigration Offices in Indonesia. one of the innovations created and developed by the Directorate General of Immigration is M-Passport. This application replaces the Online Passport Queue Registration (APAPO) application which is considered undeveloped and does not meet the needs of the community for speed, accuracy, openness and convenience in Immigration services, especially those related to passport issuance.

The innovation developed by the Directorate General of Immigration was quickly accepted by the public as part of the solution to various problems that occurred not only during the pandemic but also long before the pandemic occurred. Openness, clear procedures and independence given to applicants to access the application, make M-Passport one of the interesting breakthroughs

innovations launched by the Directorate General of Immigration during the COVID-19 pandemic. This innovation was trialled nationally to coincide with the Bhakti Immigration Day in 2022 and continues to be developed according to the needs of passport applicants in Indonesia.

Another innovation also developed by the Directorate General of Immigration is Easy Passport. This service was first introduced towards the end of 2020. Massive socialization has made Easy Passport Innovation gain more attention in the community. The willingness of the Immigration Office to come directly to provide services to communities, educational environments or companies, by prioritizing the principles of safety and strict health procedures, makes this innovation very important in order to increase the number of passport applications. This service is related to the opening of networks by the Immigration Office to provide access and opportunities for communities, educational institutions or companies that need passport application services to be able to cooperate with the Immigration Office in the context of the issuance process.

Innovations developed independently by the Yogyakarta Class I Checkpoint Immigration Office include Bilangkaryo, Sepakat Karyo and Maskaryo. These 3 (three) applications have a very important role during the pandemic for the Yogyakarta Class I Checkpoint Immigration Office. Bilangkaryo as the spearhead of providing the latest information and updates related to Immigration services, not only related to passports but also other details related to Immigration can be asked. As an information media, Bilangkaryo provides the latest and reliable information related to issues related to Immigration. Meanwhile, Sepakat Karyo is an innovation developed as a means of complaints about the quality of services provided by the Yogyakarta Class I Checkpoint Immigration Office. With the Karyo Agreement, complaints can be structurally and regularly managed and directed to be responded to by other parties who have the authority. Complaints related to services, complaints related to officers, complaints related to facilities are some examples of complaints that often become input for the Yogyakarta Class I Checkpoint Immigration Office.

Another innovation is Maskaryo, a monitoring application for foreign students at the Yogyakarta Class I Checkpoint Immigration Office. Although not directly related to passport issuance, Maskaryo became a good forerunner in the process of the Cooperation agreement between the Yogyakarta Class I Checkpoint Immigration Office and Gadjah Mada University in the context of Immigration services for the academic community. Immigration services that were originally only monitoring students turned into the Yogyakarta Class I Checkpoint Immigration Office Work Unit (UKK),

one of which was the expansion of passport issuance services for the academic community at Gadjah Mada University.

The presence of various innovations applied by the Yogyakarta Class I Checkpoint Immigration Office, both in the nature of derivative programs from the Directorate General of Immigration and those that are a form of internal initiation of the Yogyakarta Class I Checkpoint Immigration Office, has a significant influence in the context of improving passport services. As explained in the previous section, the innovations made increasingly give passport applicants the confidence to apply for passports independently because the information, procedures and accountability shown by the Yogyakarta Class I Checkpoint Immigration Office are very high. Although it can also be realized that there are various other conditions that also affect the issuance of passports at the Yogyakarta Class I Checkpoint Immigration Office during the pandemic such as the wider vaccination process, a decrease in the level of transmission, the opening of border gates to other countries and various offers of post-pandemic tour packages abroad, also contributed to the increase in the number of passport applications.

Innovations that have been implemented cannot be separated from the evaluation process. Internally, there are 2 (two) major things that must get serious attention, namely system development and socialization. System development is related to increasing the capacity to use information technology to support the smooth and successful implementation of innovation. As is known, the innovation developed by the Yogyakarta Class I Checkpoint Immigration Office is related to the use of Information Technology, therefore it is natural that one of the important concerns to be developed is the improvement of the quality of the system that supports the entire business process carried out by the Yogyakarta Class I Checkpoint Immigration Office.

Socialization is one of the spearheads that is very important in order to provide useful information for the community. Socialization is an important tool in order to bridge the needs of the community with the availability of access to services provided by the Yogyakarta Class I Checkpoint Immigration Office. Good socialization is related to the receipt of the same information among the public about immigration services, especially passport issuance services. Although internally there is already a special section that is responsible, namely the Immigration Information Facilities and Information Technology Section, but in fact socialization is the responsibility of all elements in the Yogyakarta Class I Checkpoint Immigration Office.

Analysis of *Network*

Immigration Office Yogyakarta is the only immigration office in Yogyakarta, therefore to facilitate access to people whose residence is far from the location of the immigration office, Immigration Office Yogyakarta cooperates with external parties to open immigration service representative offices in several locations. Cooperation is carried out with the Manager of Lippo Plaza Yogyakarta to open the Passport Service Unit (ULP) Lippo Plaza Yogyakarta. Then, cooperation was also carried out with Gadjah Mada University (UGM) to open an Office Work Unit (UKK) at the UGM *Office of International Affairs* (OIA). In addition, cooperation was also carried out with the Kulon Progo Regency Government which provided space for Immigration Office Yogyakarta to open its services at the Kulon Progo Public Service Mall. This cooperation is carried out with the division of external parties providing locations and general equipment needed, such as tables, chairs, internet networks, while Immigration Office Yogyakarta provides officers and special equipment, such as laptops, cameras, recording devices and so on.

As for the network in the implementation of service innovation can be seen in the implementation of the MAS KARYO system. As a foreign student monitoring system, MAS KARYO is useful for an *early warning system* for problematic foreign students. If there are foreign students at UGM who have problems or potential problems, the campus can report it to Immigration Office Yogyakarta and then it will be immediately followed up by officers. The MAS KARYO system cooperation network is carried out with universities. Currently, the university that has signed a *Memorandum of Understanding* (MoU) with Immigration Office Yogyakarta is UGM. After the cooperation in terms of monitoring foreign students can run well, the cooperation with UGM is enhanced by opening other immigration services, such as issuing passports. This service is open not only for foreign students but also for the general public. This service is conducted at the *Office of International Affairs* UGM.

The cooperation in implementing the MAS KARYO system between Immigration Office Yogyakarta and UGM is a *pilot project* in terms of monitoring foreign students and in the future it will be developed for cooperation with other universities, such as UNY which is currently still in the *sounding* stage. The network in the MAS KARYO system, for now, has

not seen a comprehensive network because the actors involved are only Immigration Office Yogyakarta and UGM, but in the future, if other universities participate in this system, a more comprehensive network will be seen.

Collaboration in Socialising Immigration Office Yogyakarta's Work Programme with Various Media



While the cooperation network in the *Eazy Passport* Service is more visible in the network in the socialisation process. Immigration Office Yogyakarta uses various media in socialising this *Eazy Passport* Service, both through local television stations, local radio stations, even Immigration Office Yogyakarta also has its own Youtube Channel and *Podcast*. Through these various socialisation efforts, it can be seen in table 1 that the number of *Eazy Passport* Service enthusiasts in Yogyakarta is quite a lot and according to the anim until now there are still queues for the implementation of the *Eazy Passport* Service.

Table 1. Data of *Eazy Passport* Service Users in Yogyakarta

YEAR 2020

NO.	DATE	ORGANISER	PLACE	NUMBER OF APPLICANTS
1.	13-08-2020	Bank Syariah Mandiri KCP Ambarukmo	Bank Syariah Mandiri KCP Ambarukmo	23
2.	09-09-2020	Customs and Excise Supervision and Service Office (KPPBC) Madya Type Customs B Yogyakarta	Hall of KPPBC Type Madya Pabean B Yogyakarta	72

YEAR 2021

NO.	DATE	ORGANISER	PLACE	NUMBER OF APPLICANTS
1.	09-03-2021	DIY POLDA	Anton Soejarwo Multipurpose Room POLDA DIY	43

2.	12-04-2021	Community of Mixed Marriages (PERCA) Yogyakarta Branch	Royal Darmo Malioboro Hotel	23
3.	28-09-2021	Hyatt Regency Yogyakarta Management	Hyatt Regency Hotel Yogyakarta	48
4.	15-10-2021	PT Setyawan Eunike Gemilang (<i>Natasha Holding Group</i>)	Natasha Bank Building	36
5.	03-12-2021	<i>Olifant School</i> Yogyakarta	<i>Olifant School</i> Multipurpose Room	17
6.	15-12-2021	Gadjah Mada University (UGM) Yogyakarta	UKK UGM	59

YEAR 2022

NO.	DATE	ORGANISER	PLACE	NUMBER OF APPLICANTS
1.	20-01-2022	Universitas Muhammadiyah Yogyakarta (UMY)	UMY Hall	53
2.	25-03-2022	PT Insan Madani Library (PT. Intan Pariwara Group)	PT Insan Madani Library Multipurpose Room	43
3.	30-03-2022	Office of the Ministry of Religious Affairs (MoRA) Gunung Kidul district	Gunung Kidul Ministry of Religious Affairs Hall	43
4.	04-04-2022	Family of Sri Sultan HB X	Kepatihan Complex	12
5.	09-06-2022	Institut Seni Indonesia (ISI) Yogyakarta	ISI Yogyakarta Rectorate Building	23
6.	14-06-2022	<i>Junior Chamber International (JCI) Yogyakarta Chapter</i>	<i>Poenokawan Cafe, Resto and Gallery</i>	29
7.	28-06-2022	College of Islam (STAI) Sunan Pandanaran Yogyakarta	STAI Sunan Pandanaran YK	39
8.	28-07-2022	Kulon Progo Regency Government	KP Regent's Office	25
9.	02-09-2022	University of 'Aisyiyah (UNISA) Yogyakarta	Moendjani Building UNISA YK	61
10.	06-10-2022	Yogyakarta City Government	MPP YK City	17

It can also be seen in the table above that the number of applicants in each agency using the *Eazy Passport* Service mostly does not reach 50 (fifty) people. Whereas the Circular Letter of the Director General of Immigration provides direction that the minimum applicant for the *Eazy Passport* Service is 50 (fifty) people. This is the result of policy discretion from the Yogyakarta Immigration Office who understands that it is difficult to gather 50 (fifty) people and finding an open space together 50 (fifty) people while still paying attention to the safety procedure during pandemic is also a difficult thing. Therefore, Immigration Office Yogyakarta prioritizes the availability of a large open space and a stable internet network. Even if the number of applicants

does not reach the minimum limit of 50 (fifty) people, they will still be visited. Policy discretion combined with a wide socialization network has contributed to the high demand for the *Eazy Passport Service* in Yogyakarta.

Conclusions And Recommendations

Conclusion

From the findings and analyses conducted, the following conclusions can be drawn:

1. Yogyakarta Province with its character and uniqueness was successfully seen as a potential by Immigration Office Class I Checkpoint Yogyakarta to become a strength in carrying out the task of service functions (Potential campus, community elements and utilization of information technology);
2. Although it is difficult to identify as the only factor causing the increase in the number of recipients of immigration services (passports), the findings in the field are sufficient to support the argument that the innovations and networks formed by Immigration Office Yogyakarta are one of the effective solutions in overcoming the limitations and uncertainties posed during the Covid-19 pandemic;
3. The sustainability of innovative action and network maintaining remains relevant and feasible even in the new-normal era.

Recommendations

From the conclusions previously described, there are 2 (two) things that can be recommended from the results of this study, namely:

4. Innovations that suit the needs and conditions of the community are needed to respond to problems related to access to public services, therefore it is important to continue to identify potential innovations that can be developed;
5. The networks that are established need to be sustained and even strengthened with ongoing co-operation, either formally or informally.

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Statement of Originality

This manuscript is the original work of the author, the article is free from plagiarism, the references are provided in the article, and the statement that the article has not been published yet and has not been submitted in other journals.

Biography

All of the authors are civil servant who are currently studying Master in Public Policy and Management at Faculty of Social and Politics, Gadjah Mada University. Junaidul Fitriyono currently civil servant at Immigration Office Class I non Checkpoint Pati, while Intan Puspita Sari and Farikhah Yuni both represent Legal dan Human Right Research and Developmen Agency (Balitbangham), Virgin Marthalia works at Ministry of Finance. All of them are awardee from Lembaga Pengelola Dana Pendidikan (LPDP), Indonesian biggest scholarship funding organization.

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