

# The Covid-19 Pandemic and Its Implications for Passport Services in Indonesia

Lukman Supriadi<sup>1,\*</sup> Tony Yuri Rahmanto<sup>2</sup> Penny Naluria Utami<sup>3</sup> Gilang Azhari<sup>4</sup>

<sup>1,4</sup>*The Class II TPI Bagansiapi-api Immigration Office, Riau, Indonesia,*

<sup>2,3</sup>*The Agency of Research and Development of Law and Human Rights, Ministry of Law and Human Rights of The Republic of Indonesia*

\*Corresponding author. Email: [lukmanae99@gmail.com](mailto:lukmanae99@gmail.com)

## ABSTRACT

The COVID-19 pandemic is a global health crisis that is already having devastating impacts on thousands of people in Indonesia, and thus it rapidly demands the people to adapt in various sectors of life. With regard to this issue, the New Normal discourse will broadly limit interactions among citizens. Public services carried out by having direct interaction shall be far limited and even have to switch into online services. In relation to public services, the citizens do not only request to meet the needs of good services, but also a will of granting the availability and quality of public services provided by the government. Therefore, the present study is concerned with analyzing and assessing the quality of services provided by the Bagansiapiapi Immigration Office, such as supporting and inhibiting factors and solutions that have been and will be carried out. This research-based paper is a type of descriptive qualitative with data collected through interviews and observations. The chosen informants were several Bagansiapiapi Immigration Office staffs and service users. The results of the data and interviews were then analyzed using existing literature and other literature sources. By using the concept of assessment based on five dimensions. First, tangibles showed excellent quality, especially in human resources (HR) performance and effective facility optimization. Responsibility disclosed good quality for the development of existing human resources has been optimally conducted. Third, responsiveness demonstrated good quality for officers can respond to problems quickly. Assurance revealed good quality as there is no time and cost gap between the citizens and service providers. Fifth, empathy disclosed good quality because the officers remained polite, friendly, and cooperative. Based on the results obtained in this line of research, it can be concluded that the quality of service in making passports at the Bagansiapiapi Immigration Office has expressed high service quality because there is no gap between expectations among the people and the quality given in making passports, and thus, customer satisfaction can be achieved. Therefore, it is expected that the Bagansiapiapi Immigration Office can continue to maintain professional integrity and improve the quality of public services in regard to realizing the expectations of citizens, called good and clean governance.

**Keywords:** *passport service, covid-19 pandemic, immigration.*

## 1. INTRODUCTION

The spread of Corona Virus Disease-19 (COVID-19) around the world to date continues to show an increasing trend no exception in Indonesia where the first case that occurred appeared in Depok, West Java with two people declared positive exposure to COVID-19. Up till now, data from the Ministry of Health of the Republic of Indonesia of October 11, 2020, showed that the

number of cases of people confirmed positively amounted to 333,449 people followed by the deaths of 11,844 people. [1]

As a result of such obvious increase, the Government of the Republic of Indonesia took strategic measures by imposing restrictions on all sectors of activities such as education, employment, and worship to stop the spread of the virus so that it caused the public service sector to also be affected by the restrictions. In response to the move, the

Directorate General of Immigration as an Indonesian government agency under the Ministry concerning immigration services shall switch all service activities by implementing some restrictions through new adjusted policies.

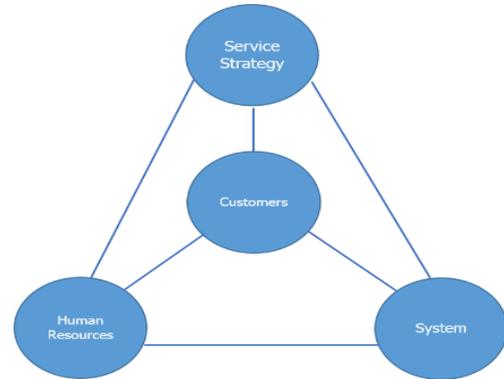
The policies were presented by the Inspector General of the Ministry of Justice and Human Rights. The presentation was delivered at a press conference at the Office of the President of the Republic of Indonesia. *First*, on February 6, 2020, the Minister of Law and Human Rights issued regulations, namely Regulation No. 3 of 2020 on the Temporary Suspension of Visa-Free Visits, Visas and Granting Forced Residence Permits to Chinese Citizens. The regulation was issued on February 6, 2020, and ended on February 28, 2020 (actually ended February 29, 2020). *Second*, on February 28, 2020, the Minister of Law and Human Rights has also issued further Regulation No. 7 of 2020 on Granting Visas and Residence Permits in an Effort to Prevent COVID-19 Entry.[2]

Besides, the Directorate General of Immigration provides services only for certain applicants, namely people with an emergency medical condition who are sick and shall be referred abroad and those who are urgent. And therefore, the COVID-19 pandemic has drawn broad attention and become a central topic of the world, and in an effort to address such situation in relation to the high demand of public services quality, according to Groetsh and Davis, they suggested that quality is a dynamic condition related to products, services, processes, and the environment that meet or exceed expectations.[3]

Following the guidelines outlined by (Kotler in Jasfar, 2009), quality must start with customer needs and end with their perceptions.[4] This indicates that a good quality image is not based on the viewpoint or perception of the service provider; however, it should be based on the perception of customers. According to Albrecht and Zemke (1990) in Dwiyanto, the quality of public services is the result of the interaction of various aspects, service systems, human resources of the service providers, strategies, and customers.[5] To facilitate the prior understanding, it can be described as:

of Law and Human Rights which has the duties and functions

Figure 1 Forms of Quality Public Service



Source: Dwiyanto, 2008.

Although some policies have been established during the pandemic related to functions of immigration services, the implementation is considered to have some constraints, for instance, a tendency of Indonesians to access public services directly is still very dominant while supporting infrastructure for online-based public services is still not optimal both in terms of state organizers and socialization in the community towards access to public services online. This is evidenced by the Ombudsman's report in 2019 showing that 70.3% of respondents are still comfortable taking care of directly compared to online mechanisms or using intermediary services. In addition, regarding the convenience of accessing information about service standards, 51.6% of respondents chose to ask the officer directly.[6]

Besides, the passport application procedure for Indonesian Citizens is described as follows. The requirements for applying for a passport are in accordance with aw Number 6 of 2011 concerning Immigration [7] and the Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 8 of 2014.[8]

Granting of Ease of Procedures and Requirements for Replacement of Ordinary Passports in accordance with the Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number M.HH-07.UM.01.01 of 2017, as follows:

1. Identity Card (E-KTP);
2. Old passports issued since 2009;
3. Not valid for passport replacement due to loss, damage, or change of name/date of birth;
4. Continue to prioritize the principle of protecting Indonesian citizens from the

criminal act of trafficking in persons. Where all Terms and Conditions apply.

With these provisions, it is noted that Application for a passport at the Bagansiapiapi Class II Immigration Office cannot come directly (walk-in) but must first go through the Online Queue Registration through Android application queuing for passports through “Antrian Paspor” (APAPO);

Based on the previous problems, this paper will analyze and assess the quality of service provided by the Class II TPI Bagansiapiapi Immigration Office and what is an inhibition in the provision of passport service functions during the current pandemic Covid-19.

**2. RESEARCH METHOD**

In an effort to analyze the data, the researchers use descriptive research with qualitative methods, which is a study that intends to receive a natural description of a community phenomenon. Descriptive research is generally employed to determine the development and frequency of certain physical facilities.

This research does not only compile of the materials such as theories, concepts, principles, and regulations of law dealing with the topic, but also explains the reality of the law in society as a law subject phenomenon.[9]

All data needed are collected by literature review then the data are analyzed qualitatively by doing a deepen analysis. Deep interviews are conducted to supply the empirical data needed. In this study, the documents that will be used are the Immigration Office’s Strategic Plan, the Immigration Law, and other literature books such as the Immigration Office’s activity book. The primary data sources in this study were employees of the Class II TPI Bagansiapiapi Immigration Office as the service providers and the Passport applicants as the main target of the service. In addition, data from observations made by researchers are also strongly considerable.

**3. FINDINGS AND DISCUSSION**

In the face of the COVID-19 outbreak, the Government of the Republic of Indonesia took a number of strategic steps in providing public services, including the Directorate General of Immigration of the Ministry of Justice and Human Rights of the Republic of Indonesia who responded to the same by taking a number of measures in response to the outbreak. The step is to limit the passport application service until the end of the

emergency period. In this case, the Directorate General of Immigration provides services only for certain applicants, namely people with emergency medical conditions who must receive treatment abroad based on the recommendation of their doctor and those who have certain recommendations.

Based on the data of passport applicants at the Class II TPI Bagansiapiapi Immigration Office can be known the number of applications in 2020 as follows:

Table 1. Passport Issuance Data The Class II TPI Bagansiapiapi Immigration Office

Month	Indonesian Citizens						Amount
	New Passport	Passport Renewal					
		Expired	Full Page	Lost	Dmgd	Splp	
Jan	464	279	1	6	-	-	750
Feb	234	151	1	9	-	-	395
March	82	47	1	1	-	-	131
April	1	1	-	-	-	-	2
May	-	5	-	-	-	-	5
Jun	11	13	2	-	-	-	26
Jul	18	16	1	-	-	-	35
Augt	11	13	2	-	-	-	26
Sept	13	19	2	-	-	-	34

Source: Bagansiapiapi Immigration Office, 2020.

Service can be declared to have good quality or satisfactory if the service can meet the needs and expectations of the community. If the public is not satisfied with the services provided, it is certain that the service is of low quality or inefficient. Therefore, the quality of service always focuses on the interests or satisfaction of customers where the service is provided to meet the wishes of the customer. However, customer satisfaction (citizens) can be achieved not only seen by service providers but also seen from the involvement of local governments, both directly and indirectly in the service.

Government involvement in service can have an impact on improving the quality of service to excellent service. A good public service system will produce good quality public services as well. The quality of public services provided by the bureaucracy is influenced by various factors such as the level of competence of the apparatus, the quality of the equipment used to process services, bureaucratic culture, and so on.

In line with the previous description, Sutopo and Suryanto in Wahid mentioned that good service

is a service based on the needs and interests of the community. The recipient of the service is honored, comfortable, safe, and certainly given the best according to the expected service.[10]

In assessing how good the quality of service is given, according to scholars (Zeithaml in Ratminto and Atik Septi Winarsih, 2013), there are several dimensions that can be used cited as follows:[11]

1. Tangibles
2. Reliability
3. Responsiveness
4. Assurance, and
5. Empathy

The quality of service for making passports at the Class II TPI Bagansiapiapi Immigration Office has experienced a lot of improvements, especially in-service facilities. The main goal in service improvement is solely for customer satisfaction. Therefore, quality improvement wherever possible should be carried out continuously. One of the successes of this continuous improvement can be achieved through community participation as users of immigration services.

Most importantly, many improvements have been able to provide satisfaction to customers who use immigration services. With the government's image as a public service provider, it is difficult to provide satisfaction to customers. Especially the service in making passports which has so far been attached to the minds of the public as a form of poor service delivery. This is because the image of expensive services, long, with complicated procedures, does not remain popular for among the citizens, and therefore the performance of the government, especially the Immigration Office, in providing the best service shall be improved. The quality improvement carried out by the Immigration Office can be seen in the many improvements to infrastructure, performance motivation, and the procurement of facilities that are carried out every year. Furthermore, even though there is a diversity of community backgrounds, it has resulted in efficient improvements because the officers can show excellent service for the citizens.

The description of passport service quality performed by the Class II TPI Bagansiapiapi Immigration Office is described in more detail in the following sections:

### **3.1 The quality of Passport services in the Class II TPI Bagansiapiapi Immigration Office**

#### **3.1.1. Tangibles (physical appearance)**

Quality of service for making passports at the Class II TPI Bagansiapiapi Immigration Office when viewed from the Tangibles or physical

appearance has demonstrated good quality. There are a lot of improvements in some parts. For physical appearance, it can be seen from the existing service profile, supporting infrastructure, and the performance of service personnel. These three elements are important in providing services to the community. For the three phenomena related to Tangibles, all the items included the infrastructure has been complete, the service profile and performance of the officers are strongly considerable. Moreover, for the service profile, the Immigration Office has the right media and thus people can easily understand and access every product and service process that exists. In addition, the officers who act as implementers of existing services are also not very supportive.

With currently limited human resources, the Immigration Office will be definitely overwhelmed in handling many applications in a short period of time, hence it is not surprising that there are often delays in the completion of passports. And up to now, the Immigration Office has always provided improvements in facilities to meet the needs of each of its customers. The existence of facilities such as Queue Number, SMS Gateway, Drop Box, Charging Box, as well as the comfort of a waiting room that is already air-conditioned, complete CCTV equipment, and so on greatly helps the citizens in getting the best service for them.

Most importantly, these facilities are also supported by product socialization and public information, which is conducted through brochures, banners, the Immigration Social Media, and the Immigration website. The people also do not understand service products because they only know about their passports. However, the excellence of public information of socialization and human resources in providing services help such existing practical mechanisms.

#### **3.1.2. Reliability or the staff's competence**

The quality of service for making passports at the Class II TPI Bagansiapiapi Immigration Office can also be assessed from the reliability or competence of existing service officers. This formulated premise consists of Officer's Competence and Service Standards. Based on the findings obtained in this line of research, the assessment of this dimension is quite good. The Bagansiapiapi Immigration Office already has SOPs as Service Standards used in making passports. A few years ago, they preferred using leadership policies as a guideline, with the existence of this SOP, service officers also possess achievement targets and definite rules.

In addition, the competence of service providers continues to be sharpened and developed to improve the quality of passport manufacturing services. This is done in a way that at the time of initial recruitment, service providers choose recruits who are proficient in the use of IT. Meanwhile, existing officers are improved through training and improvement of technical competencies. The training is carried out every month by sending participants in turns, thus the development of competencies of existing officers can be carried out evenly.

With such formulated training, the competence of officers will increasingly improve because existing deficiencies can be minimized, and the strengths of each officer can be explored and optimized.

### 3.1.3. Responsiveness

Assessment of the quality of passport service at the Class II TPI Bagansiapiapi Immigration Office can also be assessed from the dimension of responsiveness of service officers. Put forward an analysis to such account, this is performed by looking at how often complaints occur against the services provided. In addition, by looking at the response and attitude of the officers in overcoming it. Dimensions of Responsiveness of officers in the service of making passports at the Class II TPI Bagansiapiapi Immigration Office is quite good. The response of this officer is also related to the competence possessed by the service officer. By providing training for each officer, most importantly, it will help in shaping the responsiveness of officers in dealing with each customer and responding to all complaints that occur.

In the passport service mechanism, the response of officers in handling complaints is also fast, as long as the community also helps in the mechanism according to the existing provisions. For security guarantees, it can also be said to be good because the security provided by the Immigration Office is very valid. Therefore, there is no public hesitation in using the products provided. Even though a suggestion box has been provided, it is more effective to submit complaints directly. The active role of customer service so far has not helped in this complaint mechanism.

### 3.1.4. Assurance

Another approach used to assess the quality of passport service at the Class II Immigration Office of TPI Bagansiapiapi can also be seen from the guarantee of service certainty to service users. Clarity regarding passport-making services can be

reflected in the public's knowledge of the procedures and service mechanisms for making passports, where the community will automatically come to the Immigration Office and service bureaus in providing services. The procedure for making a passport is still difficult for the public to understand, because it does not take a long procedure or a long time to process it. So far, the implementation of passport-making services has been in accordance with established procedures.

Thus it can be concluded that the level of clarity for passport-blocking services is clear and good. In addition, the exact time for the completion of the existing passport service reminds clear. This can be seen from the gap that occurs between employees and the user community. The certainty of time in completing passport-making services is due to the qualified skills of human resources as service providers, even though there are still a few citizens who possess long and poorly understood procedures due to several process and technical problems. In addition, the high number of applications is also not a problem because of the duties and functions of the Class II TPI Bagansiapiapi Immigration Office to organize and carry out technical activities regarding passport-making services.

The service fee is also highly clear and definite. It can be seen that there are no differences in costs that must be paid by the community. In this case, even though costs are also a very sensitive issue because up to now the stigma of the immigration service community is getting kindly improved, with no further existence of brokers, service bureaus, and other people who are often irresponsible. People who complain that the cost of making a passport is very expensive and not in accordance with what has been determined never occur in such matters, depending on their respective interests. Because it is clear to regulate the cost, even though the immigration office has set applicable guidelines. By looking at the certainty of procedures, costs, and service time, the quality of service for making passports at the Class II TPI Bagansiapiapi Immigration Office can be declared good.

### 3.1.5. Empathy

For the empathy dimension, it can also be seen in the friendliness and politeness of the service providers. Making a passport at the Class II TPI Bagansiapiapi Immigration Office can be said to be friendly and polite in the implementation of passport-making services that have been carried out so far. This is evidenced by information from the applicants who have received services. Whether or not the treatment given by officers to the

community can be used as a benchmark in meeting customer satisfaction. The employees at the Class II TPI Bagansiapiapi Immigration Office always try to meet the needs of each of their customers. Furthermore, even if the human resources are limited, people who come to the Immigration office can be handled well and thus they do not often feel neglected.

### ***3.2 Supporting and inhibiting factors in improving Service Quality***

Supporting factors and obstacles can actually be used as a motivation for service providers because with these factors make service providers always try to improve the organization and become an evaluation in order to improve the quality of existing services. Supporting factors can be divided into two, the first is the supporting factor that comes from within the organization where more emphasis on a number of regulations that become the basis in the provision of services, as well as the quality and quantity of human resources. While the supporting factor that comes from outside is in the form of relationships with other organizations such as the linkage of procurement of supporting facilities and infrastructure provided by the center. Some examples of procurement of supporting facilities include the addition of electric power, the addition of computers, and supporting tools services. However, some supporting infrastructure is currently considered not running optimally due to rules that restrict service users to face-to-face, so an online-based passport application service (Online Passport Queue or APAPO) is provided.

Regardless, the factors that are hampered in the provision of quality passport service are perceived to come from the internal side in terms of the availability of infrastructure facilities such as lack of electrical power resulting in frequent shutdowns, faulty printing equipment, external problems from existing customers. While from the external side can be known to come from the addition of workload due to the availability of human resources assigned during the limited pandemic period. In addition, the demands of the public to complete passport creation on time resulted in the officers not being able to concentrate properly to complete the existing application. However, there are several supporting factors for passport-making services, which can be used to cover all existing inhibition factors. The inhibitory factor is also not a big deal, but it can be the motivation for better improvement.

### ***3.3 Solutions that have been and will be conducted***

For the solution that has been done up to now, it is more to provide complete infrastructure. By

procuring queue numbers, sms gateways, drop boxes, providing better services based on existing SOPs, in addition to the addition of service support infrastructure and changing room layouts are also very important. In addition, to improve the competence of service personnel, frequent training and supervision of HR to be more professional must also be carried out. For solutions that have not been implemented, such as adding rooms for pregnant and lactating women, rooms for the elderly, parking lots, and other physical facilities. For staffing, this year there have been improvements to e-finger print attendance from Simpeg Kemenkumham Application by changing the system to be even more assertive.

One of the solutions that has been implemented is the procurement of a queue number. Due to the existence of this queue number, there are more or fewer changes in service conditions. Furthermore, there is no separation of applicants; every single applicant applies and takes care of themselves. Also various layout improvements. In addition, the solutions carried out for the bureau are more emphasized on the commitment given to each customer. The applicants in this regard the citizens have the expectation of improving the passport service provided by the Class II TPI Bagansiapiapi Immigration Office. Socialization of profiles, products, procedures, terms, and use of the facilities provided can be done even more.

In addition, the socialization of the operation of the facilities is also very necessary, and therefore the community can get the maximum benefit from these facilities. Also, an improvement comes from within. In addition, the Immigration Office can better manage all the provisions to be more orderly and in accordance with existing procedures. Access via the website is faster and easier. Because up to now, it has not been effective, and it is supposed that it is faster to come directly than through the website. For the addition of counters, it can also be considered its implementation. Thus, the queue is not too long.

## **4. CONCLUSION**

Based on the previous findings and discussions, it can be known that in responding to the Covid-19 Outbreak, the Directorate General of Immigration took an important and strategic step to support public services provided by restricting passport application services until the end of the emergency period. In this case, the Directorate General of Immigration provides services only for certain applicants, namely people with emergency medical conditions who must receive treatment abroad based on the recommendation of their doctor and those who have certain appeals.

Furthermore, based on the findings of the field at Bagansiapiapi Immigration Office on the quality of passport service, it can be assessed well where the conditions can be described in the following dimensions:

- a. Tangibles or physical appearance has remained good. This indicates that the infrastructure is complete, and the service profile and performance officers owned are good where the service profile of the Immigration Office has the right media so that people are easy to enter understand and access every existing product and service process.
- b. Reliability or competence of existing officers is good. Development and competency improvement are also continuously carried out by organizing personnel and technical training. Training is carried out every month by sending participants in turns, so that competency development existing officers can be carried out evenly.
- c. The current responsiveness of officers is good. The responses of officers to the problems and complaints that have occurred quickly, coupled with the provision of training for each officer, certainly will help in shaping the responsiveness of officers in facing every customer and responding to all complaints which occur.
- d. The current assurance or service certainty has remained good. The procedure for making passports is easy to access for the public to understand because the procedure does not take quite a long time to take care of it.
- e. Empathy or caring service officers are good. Service officers at Immigration Office are friendly and courteous in carrying out passport-making services that are carried out all this time.

## REFERENCES

- [1] Kementerian Kesehatan Republik Indonesia, "Jumlah penyebaran Virus Covid-19 per 11 Oktober 2020," *kemkes.go.id*, 2020. [Online]. Available: <https://covid19.kemkes.go.id/category/situasi-infeksi-emerging/info-coronavirus/#.X4OEIGzY2w>. [Accessed: 12-Oct-2020].
- [2] B. H. Putra, "Pengaruh Pandemi COVID-19 Terhadap Kebijakan Keimigrasian Indonesia," *lipi.go.id*, 2020. [Online]. Available: <http://www.politik.lipi.go.id/kolom/kolom-2/politik-nasional/1412-pengaruh-pandemi-covid-19-terhadap-kebijakan-keimigrasian-indonesia>. [Accessed: 12-Oct-2020].
- [3] Hardiyansyah, *Kualitas Pelayanan Publik: Konsep, Dimensi dan Implementasinya*. Yogyakarta: Gava Media, 2011.
- [4] F. Jasfar, *Manajemen Jasa Pendekatan Terpadu*. Bogor: Ghalia Indonesia, 2009.
- [5] A. Dwiyanto, *Mewujudkan Good Governance Melalui Pelayanan Publik*. Yogyakarta: Gadjah Mada University Press, 2008.
- [6] A. A. Chaerul M, "Pelayanan Publik di Era New Normal," *ombudsman.go.id*, 2020. [Online]. Available: <https://ombudsman.go.id/artikel/r/artikel--pelayanan-publik-di-era-new-normal>. [Accessed: 12-Oct-2020].
- [7] Republik Indonesia, *Undang-Undang Republik Indonesia Nomor 6 Tahun 2011 Tentang Keimigrasian*. Republik Indonesia, 2011.
- [8] Republik Indonesia, *Peraturan Menteri Hukum dan Hak Asasi Manusia Republik Indonesia Nomor 8 Tahun 2014 Tentang Paspor Biasa dan Surat Perjalanan Laksana Paspor*. Indonesia.
- [9] L. J. Moleong, *Metode Penelitian Kualitatif*. Bandung: PT. Rosdakarya, 2011.
- [10] M. Wahid, "Pelayanan Publik di Masa Pandemi: Menjawab Tantangan dan Peneguhan Paradigma Baru," *Jambi-independent*, 2020. [Online]. Available: <https://www.jambi-independent.co.id/read/2020/05/30/51290/pelayanan-publik-di-masa-pandemi-menjawab-tantangan-dan-peneguhan-paradigma-baru-->. [Accessed: 15-Sep-2020].
- [11] Ratminto and A. S. Winarsih, *Manajemen Pelayanan*. Yogyakarta: Pustaka Belajar, 2013.