



## Public Service Bureaucratic Reform at the Office of the Class 1 Immigration Checkpoint for the City of Surabaya

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**Abstract :** This study aims to describe and analyze: Public Service Bureaucratic Reform and the factors that support and hinder Public Service Bureaucratic Reform at the Office of the Special Class 1 Immigration Checkpoint for the City of Surabaya. The research method to be used is qualitative descriptive. Data Collection Techniques include: Interviews, Observations, Documentation. The research informant is the Head of the Surabaya Special Class I Immigration Office. The data analysis technique using interactive model analysis was developed by Miles et al., (2014), namely data condensation, data presentation, and conclusion drawn. The results of the study show that in the institutional aspect in accordance with Law Number 6 of 2011 concerning immigration, the institutional arrangement at the Immigration Office is divided into several parts according to their duties and functions. The current posture of organization is relatively slimmer and flat (not very hierarchical). In the resource aspect, human resource improvement is also carried out through the internal office, namely through performance evaluation meetings. In terms of governance, organizational units/work units within the Surabaya Special Class I Immigration Office currently have and implement systems, procedures, and work mechanisms, as well as service standards that are more standard, clear, efficient, and effective, supported by the optimal use of adequate information and communication technology. Supporting Factors for Bureaucratic Reform at the Special Class I Immigration Office in Surabaya are Productive Apparatus, Representative Policies, and Employee Capacity Building. The inhibiting factor is that there is still a practice of brokerage.

**Keywords:** Reform, Bureaucracy, Public, Service

### 1. INTRODUCTION

Law Number 25 of 2009 concerning Public Services is a law that regulates the principles of good governance which is the effectiveness of the functions of the government itself. Effective public services carried out by the government or corporations can strengthen democracy and human rights, promote economic prosperity, social cohesion, reduce poverty, intensify environmental protection, be wise in the use of natural resources, deepen trust in government and public administration. As a consequence of the implementation of regional autonomy. Regional Governments are required to improve their performance in order to provide services to the community. In essence, the implementation of regional autonomy is directed to accelerate the realization of community welfare through improving services, empowerment and community participation, as well as increasing regional competitiveness.

Bureaucratic apparatus is indeed highly expected to have a spirit of service and service to the community. And those who are relied on are able to change the image of "asking to be served", to "serving" (Mulyadi, 2007). The role of the bureaucracy as an implementer of political policies, or in other words the bureaucracy as the organizer of the government. Bureaucracy as an organizational system that is governed by complex rules, procedures, and hierarchies, has the goal of providing public services to the community in an orderly, fair, and

efficient manner (Bennett & Rablen, 2021). The bureaucracy often experiences problems that hinder the achievement of these goals. The slow decision-making process, corruption and abuse of power, lack of responsiveness to the needs of the community, the occurrence of bureaucratic fattening and regulatory obstacles as well as the lack of innovation and capacity development are tangible manifestations of the occurrence of bureaucratic pathologies (Mustafa et al., 2022). Bureaucratic pathology in public services affects the effectiveness and publicity of the government and public institutions (Handoyo et al., 2022).

Improving public services is carried out through policy management, regulation, justice, preventing exploitation, ensuring continuity and stability of services and ensuring social closeness, but this does not mean that it is the only institution that is the best in providing services to the public. On the other hand, the bureaucracy is often criticized for being too conservative, too thick with political nuances and too extravagant. Various kinds of efforts are being made by the government in realizing good governance, one of which is by bureaucratic reform.

Reform in the bureaucracy is not just a demand from various elements of society so that the bureaucracy and apparatus can be better but also a need for government apparatus to be able to provide maximum benefits. The success of bureaucratic reform must be able to be felt by all elements of society, therefore the goal of bureaucratic reform is not only to innovate work procedures and results in reports, but also the impact of better service changes that can be felt by the community so that what is needed by the community can be met.

The direction of implementation of bureaucratic reform is based on the direction of the government's policy of the 2015-2019 work cabinet, one of which is in the NAWACITA document, which includes 9 (nine) promises that the Government of the Joko Widodo and Jusuf Kalla era wants to realize, it is stated that the second point in Nawacita is that the government promises to: "make the government always present by building clean governance, effective, democratic, and trustworthy" in addition, in Presidential Regulation Number 2 of 2015 concerning the 2015-2019 RPJMN Book I, five national development agendas are described, two of the five agendas allude to bureaucratic reform, namely: 1) Building transparency and accountability of government performance, and 2) Perfecting and improving the quality of national bureaucratic reform. The direction of the implementation of bureaucratic reform is then interpreted as a pattern of bureaucratic improvement in the aim of improving the quality of public services.

One of the government agencies that is intensively implementing bureaucratic reform is the Ministry of Law and Human Rights. Referring to the 2015-2019 Bureaucratic Reform Road Map that has been stipulated by the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform, in order to meet the goals of bureaucratic reform that have been set by the Ministry of Law and Human Rights, the Ministry of Law and Human Rights also implements a form of bureaucratic reform. The Ministry of Law and Human Rights oversees a large sub-organization, namely: 1 secretariat of the Directorate General and 6 directorates, in addition to which there are: 33 regional offices (*kanwil*) that have an immigration division, 138 immigration offices, 16 representative offices of the Republic of Indonesia (*KPRI: Kantor Perwakilan Republik Indonesia*), 13 immigration detention houses (*Rudenim: Rumah Detensi Imigrasi*), 13 immigration academies (*AIM: Akademi Imigrasi*), 130 immigration checkpoints (*TPI: Tempat Pemeriksaan Imigrasi*), and 79 cross-border checkpoints (*PPLB: Pos Pemeriksaan Lintas Batas*).

Law Number 6 of 2011 concerning immigration Article 1 paragraph (3) states that. "The Immigration function is part of the elements of the state government in providing immigration services, law enforcement, state security, and facilitators of community welfare development". The importance of bureaucratic reform at the Directorate General of Immigration of the Ministry of Law and Human Rights lies in the problem where the Directorate General of Immigration in carrying out its duties and functions directly dealing with the community is required to be able to provide the best possible service to the community.

The implementation of bureaucratic reform in public services by the Directorate General of Immigration is a guideline for the integrated implementation unit (*UPT: Unit Pelaksanaan Terpadu*) under its control. As a UPT, the Special Class I Immigration Office of Surabaya is an institution that has the right and authority to regulate the traffic of people both in and out of the territory of the Republic of Indonesia. In its implementation, the Surabaya Special Class I Immigration Office provides residence permits for Indonesian citizens, especially those in the work area of the Surabaya Special Class I Immigration Office to live abroad with a Travel Document of the Republic of Indonesia (*SPRI: Surat Perjalanan Republik Indonesia*) or passport and provides residence permits in the territory of the Republic of Indonesia for foreign citizens with a limited stay permit card (*KITAS: Kartu Izin Tinggal Terbatas*), and also the Permanent Stay Permit Card (*KITAP: Kartu Izin Tinggal Tetap*), the immigration office is required to provide excellent service in passport and *kitas-kitap* management to the community to realize good governance.

Various kinds of problems related to management and institutions are not only the central authority in making improvements but all technical implementing units under it have the same responsibility in making bureaucratic improvements. Facing these problems, the reason to participate in bureaucratic reform at the Surabaya Special Class I Immigration Office is urgently needed in order to improve services to meet the needs of the community as well as participate in overcoming problems in the scope of immigration in particular and the Ministry of Law and Human Rights in general. Bureaucratic reform is implemented at the Surabaya Special Class I Immigration Office with the hope that there will be an improvement in the quality of carrying out duties as a public servant supported by a change program and acceleration towards performance-based government in accordance with the Bureaucratic Reform Road Map targets.

As emphasized in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 11 of 2015 concerning the Bureaucratic Reform Road Map 2015-2019 emphasizes that the implementation plan for bureaucratic reform is described in the Bureaucratic Reform Road Map which will be a guide for bureaucratic reform managers at the national level and government agencies to take concrete steps to improve the quality of government bureaucracy. Through the Road Map of bureaucratic reform as an acceleration program, it is hoped that one by one the problems of public services in the immigration sector can be solved gradually.

Based on this, this study more broadly aims to describe and analyze how the Public Service Bureaucratic Reform at the Office of the Special Class 1 Immigration Checkpoint in Surabaya City and what factors are supporting and hindering the Reform of the Public Service Bureaucracy at the Office of the Special Class 1 Immigration Checkpoint in Surabaya City.

## **2. THEORETICAL STUDIES**

According to Rewansyah (2010) Bureaucratic reform is an integral part of reform in the political, legal, economic, and cultural fields. The government bureaucracy must always be adjusted to the demands of scientific development, the environment, and the demands of society. The basis for rejecting bureaucratic reform departs from two points, the first is a paradigm change in the government system and the second is the objective condition of the nation and the government bureaucracy.

Sedarmayanti (2009) explained that reform in bureaucratic reform is a process of systematic, integrated and comprehensive efforts, which is allowed to realize governance carried out by employees based on laws and regulations. Bureaucratic reform is the government's effort to improve performance through various means with the aim of being effective, efficient, and accountable. The structuring of bureaucratic reform according to Sedarmayanti (2009) to realize a good, clean, transparent, and professional government, free from corruption, collusion, and nepotism (KKN: *Korupsi, Kolusi, Nepotisme*) includes the three most important parts, including institutional structuring, administrative structuring, and human resource structuring.

Furthermore, Sedarmayanti (2009) revealed four forms of institutional transformation, namely: Renew: related to changes in people and organizational spirit, with the inventory of individuals with new skills and goals, so as to enable organizations to regenerate. Reframe: a replacement for the organization's concept of what and how something can be achieved. Restructure: prepare the organization to achieve a level of competition for work results. Revitalize: revitalize the energy for the growth of the organization related to the environment through a more challenging process.

Administrative Arrangement according to Sedarmayanti (2009) the objectives of administrative arrangement are: "(1) to realize concise/simple, effective, efficient, and transparent governance; (2) providing excellent service and community empowerment". The next aspect of Bureaucratic Reform, namely the structuring of human resources, is an improvement in employee performance or competence through education and training (diklat) or character building, which has been explained by Sedarmayanti (2009) that civil servant education and training is a process of "transformation of the quality of apparatus human resources" which touches on four main dimensions, namely spiritual, intellectual, mental, and fiscal dimensions which are directed at quality changes from The four dimensions of human resources of the apparatus.

According to Rewansyah (2010), the purpose of bureaucratic reform is "public trust building and eliminating the negative image of government bureaucracy. Government management is trust management".

The goals of bureaucratic reform are listed in the Ministerial Regulation. Utilization of the State Apparatus and Bureaucratic Reform Number 11 of 2015 concerning the 2015-2019 Bureaucratic Reform Road Map, namely: (a) Clean and accountable bureaucracy, (b) Effective and efficient bureaucracy and (c) A bureaucracy that has quality public services.

Public service is likened to a process, where there are people who are served, served, and the type of service provided. So that public services contain substantial things that are different from services provided by the private sector. Public services are services provided by the government in order to meet all the needs of the community, so that they can be distinguished from services carried out by the private sector (Ratminto, 2006).

According to Dwiyanto (2005) as "a series of activities carried out by the public bureaucracy to meet the needs of users, not only goods produced in public services, but also in terms of providing administrative services". Meanwhile, according to Kurniawan (2005) public service can be interpreted as "a service provider (serving) the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures that have been set".

Abbas and Sadat (2020) and Larisu (2021) state that public service is any activity carried out by the government towards a number of human beings who have every beneficial activity in a group or unit, and offer satisfaction even though the results are not physically tied to a product. According to Kurniawan (2015) and Mukmin, Arifin Utha, (2022) public services are a form of service provided by the government to meet the living needs of its people. Public services must also refer to and be supported by applicable laws or regulations so that they can be a reference in their implementation. In addition to parties from the government who are public service providers, it is also possible for public services to be carried out by non-government parties, such as the private sector or the community. However, this does not seem to deny that the role of the government is so important in the implementation of public services for the community.

However, on its journey, it turned out that public services encountered various obstacles that stood in their way. One of them is the bureaucratic paradigm that tends to ask to be served rather than serve. This has resulted in various problems (Singgih Wiranto, 2006) such as convoluted, ineffective and efficient, difficult to understand, difficult to implement, inaccurate, not transparent, unfair, bureaucratic, unprofessional, unaccountable, limited technology, limited information, lack of legal certainty, KKN, high costs, political polarization, centralism, the absence of standard standards and weak community control.

There has been a paradigm shift in public services where the people or citizens are the focus of service. Public services themselves consist of various forms of services provided by the State. Public services can be in the form of services in the field of goods and services (Ratminto, 2006).

The meaning of immigration comes from the Latin *migratio* which means the movement of people from a place or country to another place or country. There is a term *emigration* that has a different meaning, namely the movement of people from a region or country out to another region or country. On the other hand, *immigration* in Latin means the movement of people from one country to enter another country. In essence, *emigration* and *immigration* concern the same thing, namely the movement of people between countries, but the difference is the way of looking at it. When a person moves to another country, the event is seen as *emigration*, but for the country that the person is visiting it is called an *immigration* event (Wijayanti, 2012)

Immigration according to article 1 paragraph 1 of Law no. 6 of 2011 concerning immigration is regarding the traffic of people leaving or entering the territory of the Republic of Indonesia and the supervision of foreigners in the territory of the Republic of Indonesia. In carrying out its duties, immigration has an important role in terms of traffic for people who will leave or enter Indonesian territory, including the issuance of Travel Documents of the Republic of Indonesia, the granting of immigration permits and conducting supervision related to the existence and activities carried out by foreigners.

### **3. RESEARCH METHODS**

Research on Public Service Bureaucratic Reform at the Office of the Special Class 1 Immigration Checkpoint for the City of Surabaya was carried out using qualitative research. The research method to be used is a qualitative descriptive research method. The descriptive method is a method of researching the status of a group of people, an object, a condition, a system of thought or a class of events in the present (Nazir, 2011). Data collection techniques in this study include: Interviews, Observations, Documentation. The informants in the study included authorized officials, namely the Head of the Surabaya Special Class I Immigration Office. The data analysis technique in the study using interactive model analysis was developed by Miles et al., (2014) with three procedures, namely data condensation, data display, and conclusion drawing.

#### **4. RESULTS AND DISCUSSION**

##### **Public Service Bureaucratic Reform at the Office of the Class 1 Immigration Checkpoint for the City of Surabaya**

Policies in Bureaucratic Reform at the service level begin with the Ministry of Law and Human Rights and the Directorate General of Immigration as policy regulators, then the Surabaya Special Class I Immigration Office as the policy implementer in accordance with the strategy for implementing bureaucratic reform, then carried out through 3 (three) levels of implementation, namely macro, meso, and micro (Ministry of Law and Human Rights, 2015:36). The implementation of bureaucratic reform at the macro level, in this case which is tasked with improving national regulations related to efforts to implement Bureaucratic Reform, was designed by the Ministry of State Apparatus Empowerment and Bureaucratic Reform through the determination of the Grand Design of Bureaucratic Reform 2010-2025 as a master draft containing policy directions for the implementation of national bureaucratic reform for the period 2010 to 2025, then translated so that every five years it is prepared Bureaucratic Reform Road Map In order to create bureaucratic changes that remain in accordance with the conditions and needs of the community, then the government through the Ministry of Justice in 2015 issued Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 11 of 2015 concerning the Bureaucratic Reform Road Map for the period of 2015 to 2019.

Bureaucratic reform in improving services at the Surabaya Special Class I Immigration Office is the right thing, considering that the Surabaya Special Class I Immigration Office is one of the policy implementers that deals directly with the community with the type of administrative services. In realizing the three goals of bureaucratic reform, areas of bureaucratic change are determined. Changes in certain areas of the bureaucracy are expected to create conducive conditions to support the achievement of the three goals of bureaucratic reform.

##### **1) Institutional Aspects**

In its function to improve the performance of the apparatus in the institutional framework, the clarity of the size of the organization, and the clarity of tasks must be improved. Overlapping work and poor institutional arrangements will lead to low performance. A good system and arrangement are needed. Therefore, to be able to improve the institutional function, the Surabaya Special Class I Immigration Office is in accordance with Law Number 6 of 2011



concerning immigration that the institutional arrangement at the Immigration Office is divided into several parts according to their duties and functions, namely Wasdakim, Statuskim, Insarkom, and Lantaskim with different functional tasks. The Directorate General of Immigration mandates the division of several fields of work at the immigration office in accordance with their duties and functions, this is intended so that there is no overlap of work between work sections so that it can improve the performance of the apparatus.

The current organizational posture is relatively leaner and flat (not too hierarchical), poor in structure but richer in functions, so that organizational units/work units can carry out their duties and functions more quickly, flexibly, effectively and efficiently, which can ultimately result in high organizational performance. There are no longer overlapping duties and functions of organizational units/work units within the Surabaya Special Class I Immigration Office, so that there is no more duplication in carrying out duties/work. A structure that is too fat and has many hierarchies in government institutions leads to convoluted processes, delays in service and decision-making, and finally creates a feudal culture in the apparatus so that it is not effective and efficient. Therefore, changes in the institutional system will encourage efficiency, effectiveness, and acceleration of service processes and decision-making in the bureaucracy. This is expected to encourage the creation of a more conducive culture/behavior to realize an effective and efficient bureaucracy

Each organizational unit/work unit has clearer functional tasks, which have been divided into the duties and functions of the positions in it. The institutional arrangement developed by the central government must be placed within the framework of the organizational role, which consists of regulatory functions, public services, and empowerment, in order to improve the professionalism of employees of the Surabaya Special Immigration Office class I in providing services to the community. This arrangement is also manifested in the subsidiarity model, where the community is actively involved in the administration of government.

Another thing that needs to be considered is the organization's understanding of institutional structuring which is not understood only as a structural arrangement, but also as an institutionalization of an adaptive network of cooperation (networking) in democratic issues. Bureaucratic and rigid organizational models are eliminated. In addition to facilitating coordination, All subsidy will also be responsive to developments that occur in society. Community participation should not be ruled out. After internal strengthening is carried out, all organizational sectors need to dialogue with the community to develop indicators for each type of service. This indicator cannot be separated from the financing factors needed along

with the source of funds. This step is followed up with the socialization of indicators in detail until they are understood by the public. Of course, the performance assessment benchmark must be precise and easy to operate. The simpler the measuring tool, the easier it will be to implement and evaluate. The Surabaya Special Class I Immigration Office must also transparently and periodically inform the public of the results of its implementation.

## **2) Human Resources Aspect**

New programs mandated by the government and implemented by the Surabaya Special Class I Immigration Office actually require the role of human resources in the implementation of the program. Therefore, comparative studies and training are needed to produce human resources who are reliable, capable, have integrity and understand the ins and outs of the program so that in the process of implementing the program will be maximized.

Human resource improvement is also carried out through internal offices, namely through performance evaluation meetings led by the head of the Surabaya Special Class I Immigration Office. Performance evaluation meetings are held when deemed necessary, especially if the Surabaya Special Class I Immigration Office obtains a mandate to run a new program, the implementation of the performance evaluation meeting must be attended by all employees and officials at the Surabaya Special Class I Immigration Office. The existence of training programs, and regular meetings are intended so that the Surabaya Special Class I Immigration Office can play a role in the expected results in the area of human resource change, namely increasing the ability of units to manage competent apparatus human resources, increasing the number of agencies that are able to implement individual performance management to identify and improve the competence of apparatus human resources, and increasing the professionalism of apparatus.

The demands of democracy and the development of discourse on good governance, apparatus resources must also accommodate new challenges in democracy because they can ensure that the aspirations of the community about policies formulated by state apparatus and public services by the Surabaya Special Class I Immigration Office will be more responsive. This requires behavior change, which can be done through the cultivation of a code of ethical conducts based on environmental support (enabling strategy) which is translated into generally accepted standards of behavior and used as a reference for the behavior of government officials. In addition, in the implementation of the code of ethics, the apparatus and the public management system must be open, transparent and accountable, to encourage leaders and all

human resources of the apparatus to be authoritative, clean and become role models for the community. Service also means a spirit of service that prioritizes efficiency and success in building which is manifested in the behavior of serving, not being served, encouraging rather than hindering, making it easier rather than complicit, simple not convoluted, open to everyone not just for a few people. Thus, the meaning of public administration as a vehicle for the implementation of services that must serve the public must be truly appreciated by service providers at the Surabaya Special Class I Immigration Office.

Employee planning is carried out to project human resource needs, types of qualifications, skills and competencies needed by the organization in accordance with the analysis of positions and the calculation of employee workload. The stages of employee planning as organizational human resources are carried out through the following stages: 1). The work unit (Personnel Affairs) at the Immigration Office documents employee supplies; 2) make a workload analysis of each existing position; 3) conducting a review of employee needs based on crew members and existing supplies; 4) Recording the needs of employee formations and work units in accordance with qualifications according to educational qualifications and organizational needs; 5) set priorities for employee needs; 6) preparation of employee needs planning; and 7) send a formation proposal to the Human Resources Bureau of the Ministry of Law and Human Rights of the Republic of Indonesia. This is in line with what was expressed by Lestari (2019) who said that the following in the planning of employee procurement in carrying out bureaucratic reforms is carried out with existing stages and determined as agreed, in order to produce better employees in public services.

The empowerment of the apparatus itself can be seen by the many payroll systems and employee recruitment. In addition, the position of Apparatus Training in the Framework for Civil Servant Development (PNS: *Pegawai Negeri Sipil*) and service affairs training is also one of the central government's efforts in implementing apparatus resource reform. In addition, the importance of professionalism of the apparatus in serving the community issued by the government through Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services

### **3) Governance Aspects**

As the Technical Implementation Unit of the Surabaya Special Class I Immigration Office has the task of implementing policies directly to the community through service efforts, so that in its role the Surabaya Class I Immigration Office will be in direct contact with the

community served. Various kinds of policies implemented by the Surabaya Special Class I Immigration Office are not always in accordance with the rules that have been determined, sometimes in the implementation of policies there will be things that are different from what has been planned so that it is feared that it can hinder service efforts. To maintain optimal service performance and in line with the goals and essence of the service, a discretion is needed. Discretion is a decision and/or action determined and/or carried out by government officials to overcome concrete problems faced in the administration of government in terms of laws and regulations that provide choices, do not regulate, are incomplete or unclear, and/or there is government stagnation by prioritizing public satisfaction.

Reform in the field of administration is usually also referred to as system and procedure reform, which is needed to standardize systems and procedures in terms of effectiveness, efficiency, and economy (value for money). Organizational units/work units within the Surabaya Special Immigration Office Class I currently have and implement systems, procedures, and work mechanisms, as well as service standards that are more standard, clear, efficient, and effective, supported by the more optimal use of information and communication technology. So that the implementation of work tasks can be completed in a faster, measurable, and transparent time, and further reduces the opportunity for corruption, collusion and nepotism (KKN) practices to occur.

Reliability leads to the provision of accurate and appropriate services to the users of these services. Various efforts have been made by the Immigration Office in providing accurate services such as the presence of special markers on the passport directly, the service of the criticism box of suggestions on the website to find out the complaints of the community, especially those of the community and service area services through the service center. This extra service is carried out by the office management so that there are no misunderstandings in providing special services to service users in need. Maximum cooperation between the office and the travel agent who brings the community and foreigners will make it easier for the office to carry out special service actions. The morning apple is an effort by office management to inform office employees about the activities that will be carried out that day. The trusted and best service contained in the service procedures contained in each Immigration office in the Working area of the Special Class I Immigration Office Surabaya can increase public trust when enjoying services.

The facilities and infrastructure at the Surabaya Special Class I Immigration Office greatly affect the service process in the office. The completeness and availability of facilities and infrastructure for the community greatly supports the needs of the community in the office. These facilities, facilities and infrastructure such as special parking, ramp access for wheelchair users, prayer rooms, special passport processing rooms for people with disabilities, archive rooms, and the availability of special rooms for women and men. The completeness of facilities, facilities and infrastructure at the Surabaya Special Class I Immigration Office has met the requirements.

### **Supporting and Inhibiting Factors for Public Service Bureaucratic Reform at the Office of the Special Class 1 Immigration Checkpoint for the City of Surabaya**

#### **1) Supporting Factors**

##### a) Productive Apparatus

Various kinds of policies implemented by the Surabaya Special Class I Immigration Office require the role of the apparatus in their implementation. The role of a capable, responsive apparatus and upholding the value of effectiveness and efficiency is needed to produce professional and productive service quality. Based on the author's observations in the field, it was found that the apparatus of the Special Class I Immigration Office of Surabaya has high productivity, either in doing the tasks given or in participating in various events held by the Special Class I Immigration Office of Surabaya.

##### b) Representative Policy

The implementation of bureaucratic reform in the Surabaya Special Class I Immigration Office, in its implementation depends on the central policy through the Ministry of Law and Human Rights and the Directorate General of Immigration, the role of the Surabaya Special Class I Immigration Office as a UPT has the function to carry out the service tasks mandated by the government, therefore all forms of bureaucratic reform will depend on the good or bad policies mandated by the Ministry of Law and Rights Human Resources through the Directorate General of Immigration.

##### c) Employee Capacity Building

In the implementation of bureaucratic reform in public services, in addition to the need for one right policy, it is also necessary to increase the capacity of employees. Increasing the capacity of employees at the Surabaya Special Class I

Immigration Office is carried out by means of training and training, therefore a good HR management is needed to produce competent human resources. Competent Human Resources will affect the quality of government administration and services as according to the opinion of Sedamaryanti (2009) that increasing the capacity of employees has special objectives, namely: (1) Improving knowledge, expertise, skills, and attitudes to be able to carry out the duties of the position professionally based on the personality and ethics of civil servants according to the needs of the organization; (2) Creating apparatus that is able to act as a reformer and glue for national unity and unity; (3) Utilizing attitudes and spirits of service oriented to services, protection, and community empowerment; (4) Creating a common vision and mindset dynamics in carrying out the duties of mum government and community development.

## 2) **Inhibiting Factors**

Bureaucratic reform is essentially an effort to carry out fundamental reforms and changes to the government administration system, especially regarding institutional aspects, human resources, apparatus, and administration. The purpose of bureaucratic reform is to build the state apparatus to be able to carry out their respective missions, duties and functions as well as their respective roles, in a clean, effective and efficient manner, in order to improve better public services.

Based on the observations made by the researcher, one of the inhibiting factors that comes from within so that it hinders the realization of bureaucratic reform in services at the Surabaya Special Class I Immigration Office is the practice of prostitution. The behavior of people who want to be served faster and the bad behavior of employees who want to get additional money so that the practice of prostitution still exists.

The practice of brokering can continue to exist because of the same needs of both community members and employees. The behavior of people who want passports to be completed quickly is the most frequent factor underlying the occurrence of fraudulent practices. The practice of brokering is one of the obstacles in bureaucratic reform because it hinders service performance in realizing a clean and accountable bureaucracy. This will then have an impact on hindering bureaucratic reform because it violates the direction of the bureaucratic reform policy to move towards a bureaucracy that has quality public services by strengthening institutions and service management: through the implementation of the Public Service Law, namely by not implementing Law Number 28 of 1999 concerning Clean and Corruption-Free State Administration,

collusion and nepotism regarding the 7 principles of good state administration, namely: One of them is the principle of professionalism; principles that prioritize expertise based on the Code of Ethics and the provisions of applicable laws and regulations.

The gap in the perception of employees at the Surabaya Special Class I Immigration Office with the hope of Passport Applicants lies in enforcing supervision of subordinates, especially those who collaborate with brokers. Too strict supervision can actually lead to uncondusive working situations.

The lack of public interest as a whole is a reflection that the services carried out by the street level bureaucracy have not shown enough successive changes. In fact, as a service line unit, it should perform well and be able to give satisfaction to the parties it serves. One of the substitutionative changes that should be made is in shifting the paradigm of the service provider apparatus. Especially with the cultivation of the concept of good governance that prioritizes the quality of service to meet the needs of citizens.

## **5. CONCLUSION**

The reform of the Public Service Bureaucracy at the Office of the Special Class 1 Immigration Inspection Station in Surabaya City is carried out, among others, in the institutional aspect in accordance with Law Number 6 of 2011 concerning immigration that the institutional arrangement at the Immigration Office is divided into several parts according to its duties and functions. The current organizational posture is relatively leaner and flat (not too hierarchical), poor in structure but richer in functions, so that organizational units/work units can carry out their duties and functions more quickly, flexibly, effectively and efficiently, which can ultimately result in high organizational performance. There are no longer overlapping duties and functions of organizational units/work units within the Surabaya Special Class I Immigration Office. In the aspect of resources, human resource improvement is also carried out through the internal office, namely through a performance evaluation meeting led by the head of the Special Class I Immigration Office of Surabaya. The existence of training programs, and regular meetings are intended so that the Surabaya Special Class I Immigration Office can play a role in the expected results in the area of human resource change, namely increasing the unit's ability to manage competent apparatus human resources. In terms of governance, organizational units/work units within the Surabaya Special Class I Immigration Office currently have and implement systems, procedures, and work mechanisms, as well as service standards that are more standard, clear, efficient, and effective, supported by

the optimal use of adequate information and communication technology. So that the implementation of work tasks can be completed in a faster, measurable, and transparent time, and further reduces the opportunity for corruption, collusion and nepotism (KKN) practices to occur..

Supporting Factors for Bureaucratic Reform in the Special Class I Immigration Office of Surabaya include 1) Productive Apparatus 2) Representative Policies 3) Employee Capacity Building. The factors that hinder Bureaucratic Reform at the Surabaya Special Class I Immigration Office include the practice of prostitution. The behavior of people who want to be served faster and the bad behavior of employees who want to get additional money so that the practice of prostitution still exists.

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