



## IMPLEMENTATION OF THE CLEARANCE SETTLEMENT SYSTEM FOR INTERNATIONAL ARRIVAL AND DEPARTURES OF IMMIGRATION JUANDA SURABAYA

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### ABSTRACT

The Juanda Surabaya Immigration Manifest System application is an innovation implemented at the Class I Immigration Office for Surabaya Immigration Checkpoint. The implementation of this policy is intended as a basis for making decisions and evaluating the performance that has been carried out. The manifest system is a clearance process to obtain permits for international departures and arrivals. The clearance process is very vital, especially in the supervisory function on aspects of immigration inspection as the enforcement of state sovereignty. It is considered vital because Indonesian citizens and foreign nationals who will enter or leave Indonesian territory will be filtered through the clearance process .

This research was conducted by implementing George C. Edward III theory which puts forward 4 (four) variables. These variables include communication, resources, attitudes or tendencies (disposition), and bureaucratic structure. A mixed-method of qualitative and quantitative analysis was used for this study. The results obtained are 3.40; 2.04; 3.83 and 3.43;. They show that the manifest system as the completion of the clearance process is a system that can be used as a reference to be implemented at Immigration Checkpoint (TPI), especially at international airports throughout Indonesia.

**Keywords:** implementation; manifest system; clearance, immigration check point; immigration

### INTRODUCTION

#### Background

The 4.0 industrial revolution is inevitable change. Through this revolution, information and communication technology has become part of human life. One of this change is in the field of computers. Hardware, Software, Brainware (System/Technology Users) and information systems in the form of applications have developed very significantly. Information

and communication technology (ICT) has increasingly reaching all levels of society, including government organizations. The impact of the 4.0 industrial revolution provides great benefits for humans. Technology helps all sectors to perform quickly, practically and efficiently. In addition, the demands of stakeholders and the public for the need to quickly and accurately access information and data adds the greater need of technology utilization. Technology is the implementation

of a process in an effort to rationally and directly reach a goal. Technology is also a development and application of various equipment or a series of systems to solve problems and challenges faced by human beings in everyday life.<sup>1</sup>

Information is formed from the process of collecting data from various accurate and reliable sources. The data are then processed to make them valuable and beneficial for the user or the owner of the data itself. Computer-based information technology certainly has the role of multitasking (dual work). This technology requires a lot of qualified resources. In addition, making and developing this technology also requires a lot of time. The process of designing, establishing, and developing a system must undoubtedly go through several historical stages starting from planning, implementation, operation, and maintenance.<sup>2</sup>

Along with the rapid progress of the digital era in every corners of the world, the progress of the government sector in Indonesia has received support of facilities based on information and communication technology in the era of the 4.0 industrial revolution.<sup>3</sup> Regarding this phenomenon, the utilization of computer-based information technology is expected to be immediately actualized in the Directorate General of Immigration to make creative innovations based on information and communication technology systems in

each immigration unit (Immigration Office). The government plans to transform the process of exchanging data or information digitally, where all the data/information can be accessed anywhere and anytime in a dynamic and systematic manner.<sup>4</sup> Digitalization of the system and bureaucracy at the Directorate General of Immigration, allows any situations to be predicted, calculated, and controlled as well as planned in solving future challenges.

As the front line in monitoring the traffic flow of people who enter or leave Indonesian territory, the Directorate General of Immigration must monitor the latest information related to the traffic flow of people between countries around the world. In order to make quick adjustments to challenges that will occur in the future, Directorate General of Immigration should maintain good effort. In this case, with its 125 Immigration Checkpoints at sea, land and air, Directorate General of Immigration must enhance its technological aspects that facilitate coordination in exchanging information as well as storing data in a systematic, efficient and effective and dynamic way. It is as mentioned in Law Number 6 of 2021 on Immigration, Article 1 Point 12:

*Immigration Checkpoint means a checkpoint at seaports, airports, border-crossing stations or other checkpoints of entry and exit in Indonesian Territory.*<sup>5</sup>

As one of the initial gates for entering and leaving Indonesian territory, the Immigration Checkpoint (TPI) undoubtedly deals with data and information that can be used as a means of conducting coordination with

1 O. Aisyafah, "Pemanfaatan Teknologi Informasi Sebagai Sumber Belajar Guna Meningkatkan Hasil Belajar Siswa Pada Mapel Pendidikan Agama Islam Di SDN 3 Podomoro Kecamatan Pringsewu Kabupaten Pringsewu," n.d., <http://repository.radenintan.ac.id/1947/>, accessed 25 November 2021.  
2 Dwi Purnomo, "Model Prototyping Pada Pengembangan Sistem Informasi," *JIMP-Jurnal Informatika Merdeka Pasuruan* 2, no. 2 (2017): 59.  
3 M. Handijaya Dewantara, "Analisis Dan Pengembangan Situs Resmi Pariwisata Indonesia Dan Sistem Informasi Pendukungnya," *Jurnal Master Pariwisata (JUMPA)* 1 (2015): 9–24.

4 Rita Kusuma Astuti and Koesmoyo Ponco Aji Wilonotomo, "The Urgency of Utilizing Open Data Platform by the Foreigner Supervision Team to Promote Good Governance During the Covid-19 Pandemic," in *1st International Conference on Law and Human Rights 2020 (ICLHR 2020)*, 2021, 338–348.  
5 "Law Number 6 of 2011 on Immigration," 2011: 3.

stakeholders, one of which is airline company. The coordination carried out, for example, is international departures and arrivals clearance process. In this process, airline officers are responsible for providing services to aircraft passengers while on the ground or during in-ground handling. The airline officers provide documents containing a list of passengers and flight crew (manifest) as well as international flight documents. This document is directed to the immigration officer. It contains aircraft registration, date, route, crew names, passenger list attachments, cargo lists and in-flight events and their handling signed by the pilot or crew cabin leader if necessary (general declaration). This document is used for Custom Immigration and Quarantine procedures from a country for inspection. It is also used for granting legalization which means that the international flight route is valid for departure to the destination country. Submission of manifest data and the general declaration become the obligation of each person in charge of transportation means as stipulated in Government Regulation Number 31 as follows:

- a. "Prior to arrival or departure, written or electronic notification of arrival or departure plan must be submitted to the Immigration Officer at the latest 6 (six) hours before the regular Transport Tool arrives and no later than 48 (forty-eight) hours before the non-regular Transport Tool arrives";
- b. "A list of passengers and a signed list of crew members of the transportation means must be submitted to the Immigration Officer."<sup>6</sup>

Technically, the data submission of passengers and crew of transportation means by airline officers in the initial process of immigration clearance is carried out in accordance with applicable regulations. After

<sup>6</sup> "Government Regulation Number 31 of 2013 on Implementation of Law Number 6 of 2011 on Immigration, Article 17," 2013.

the manifest and general declaration data have been submitted by the airline's ground handling officers to immigration officials, the next step is to carry out a thorough examination of the identities of passengers and crew of registered air transportation equipment. Passengers and airlines crew identity data examination contained in the manifest and general declaration lists includes several main aspects in accordance with the standards of the International Civil Aviation Organization (ICAO), namely; Name of Passenger, Gender, Number of Passengers (with details of the number of Indonesian citizens and foreigners on the manifest list), and Nationality.<sup>7</sup>

In examining the manifest data on an airline, on all four main components listed in the standardization of the International Civil Aviation Organization (ICAO), there is a list of passenger identities that does not form a complete standardization requirement. On the other hand, many airlines that compile passenger lists do not meet the standardization component of preparing manifest data from International Civil Aviation Organization (ICAO) itself. For example, many airlines do not include several items according to standards from the ICAO in compiling the passenger list into the manifest before being given to immigration officials for the clearance process. In this regard, it is not uncommon for immigration checks at the counter to find the number of passengers at the time of crossing that does not match to what is listed in the manifest list.<sup>8</sup> This situation slows down the validation process after the international departure and arrival clearance, as well as the finalization of reporting administration.

<sup>7</sup> "International Civil Aviation Organization (ICAO), Convention on Civil Aviation ('Chicago Convention') 7 December 1944," 1994, <https://www.refworld.org/docid/3ddca0dd4.html/>, accessed 25 November 2021.

<sup>8</sup> Participan 09, "Hasil Wawancara Terkait Perbedaan Jumlah Penumpang" (Surabaya, 2021).

After the manifest and general declaration data have been checked by immigration officials, immigration officials will then check the traffic of people who will enter or leave the territory of Indonesia through immigration counters. In order to ensure whether the number of passengers passing through is in accordance with the list of manifests and general declarations that have been given by the airline, an inspection is carried out by the immigration authorities. This can be done by looking at the crossing data that has been inputted by immigration officials during the inspection in the Border Control Management (BCM) system on the Immigration Crossing Application (ICA). Immigration officers only need to look at the crossing data when the inspection has been completed. At the same time, they can see the flight number that has been registered in the ICA system. For the purpose of re-checking data, the number of passengers who have registered in the system will be counted and will be compared to the number listed on the manifest list of the airline. Manifest and general declaration data are data containing passengers as well as airline crew on duty on a flight. These data must be submitted and signed by the supervisor before the aircraft departs.

After the check at the counter is carried out, the manifest and general declaration data are re-examined by the airline officer and the immigration officer supervisor. The inspection is carried out to ensure the suitability of the crossing data with the list of manifests and general declarations that have been submitted by airline officers for the purpose of final approval from the supervisor of the immigration inspection unit. If the inspection results are declared valid, then the final approval from the supervisor can be carried out and the clearance is declared complete. Thus, the aircraft can be dispatched to the destination country for departure, or can even proceed directly to the next clearance process

for international arrivals. However, if during the inspection there are things that are not appropriate, the final approval process cannot be carried out. In this case, re-coordination with the airline must be conducted before boarding, to ensure the validity of the crossing data with the passenger identity that has been given.

After being checked and then approved by the inspector unit supervisor and airline officers, valid manifest data can be used to notify that the aircraft that has been cleared is ready to be dispatched to the destination country. For international arrivals, if the data is valid, the approval process can be carried out, and immigration clearance is declared complete. Passengers can follow the custom clearance process by customs when they have completed the immigration clearance process.

In the current mechanism for the clearance process of international flight departures, there is still no way of sending manifest and general declaration data electronically to any TPI. The method currently used is still the conventional method of sending manifest and general declaration data or information to immigration officers. It is conventional because the manifest and general declaration data sent to the immigration officer are a file in the form of paper. They are submitted by the ground handling officer face to face with the immigration officer. In fact, it is often found that ground handling officers who want to submit data to immigration officers have to run to immigration officers. It is because the ground handling officers need to ask for legalization from the inspection unit supervisor to ensure that the plane with international routes at that time is declared valid and ready to fly.

This condition undoubtedly has a vital impact, especially in the supervisory function on aspects of immigration inspection as the enforcement of state sovereignty and in the efficiency of the work mechanism between

the two parties due to data management that is not well structured. Based on the results of observations in the field, there are still many archives or physical documents that accumulate and resulted in the full volume of archive space at the immigration inspection unit. In addition, the accumulation of archives or physical data (hard copies) also results in increasing paper usage which means increasing the volume of paper waste, and incoming data is not stored neatly.

This happens because there are still many Air Immigration Checkpoints that have not yet built a technology system in the form of an application to improve the efficiency of the performance of immigration officers and ground handling officers in completing departure and arrival clearances for international flights. In the absence of such a system, the clearance process for international flight departures requires a relatively long duration of completion. In addition, the data that has been obtained is not stored systematically. Furthermore, for investigation purposes or data matching, immigration officers often experience obstacles when they want to find flight manifest and general declaration data that have passed some time ago

For this reason, from the factual conditions in the field that have been explained, every Immigration Office should have an Air Immigration Checkpoint that should be able to utilize information technology. The utilization of this technology can improve the supervisory function on aspects of immigration inspection as an enforcement of state sovereignty and the efficiency of the performance of immigration officers and ground handling officers in completing the clearance of international departures and arrivals. Through information technology, it is also expected that immigration can make a system that is used as digital data processing and storage, and can assist immigration officers in making arrival and departure

reports at any time.

As an illustration, based on crossing data at the Juanda Airport Immigration Checkpoint Surabaya for a period of 4 (four) years, 2018-2021, it can be illustrated in this table:

**Table.1. Traffic Statistics 2018-2021 of Juanda Aripport in Surabaya**

Year	2018	2019	2020	2021
Arrival	974.829	949.986	196.142	72.038
Departure	1.103.706	1.051.291	182.605	10.928

Source: Directorate General of Immigration, 2022

From the data above, it can be seen that the number of crossings has decreased very drastically due to Covid-19 (Corona virus disease). Covid-19 is an infectious disease caused by a virus that was only discovered recently. The presence of this virus has resulted in a weakening of the activities of various economic sectors. In Indonesia itself, it is undeniable that the economic situation is very unstable. Large-scale social restrictions indirectly limit the implementation of economic activities in the community. The presence of Covid-19 has changed the order of life in global and national aspects<sup>9</sup> Consequently, it affects the arrival of foreigners to Indonesia.

It can also be seen in the field that there is an irregular accumulation of manifest data archive. This condition undeniably provides an opportunity and makes one of the Immigration Technical Implementation Units, namely the Class I Immigration Office Special TPI Surabaya to implement an information system that is expected to support the efficiency of immigration officers' performance in completing the clearance process for international departures and arrivals. This information system is also expected to be able to store manifest and general declaration data on each flight schedule through the

9 Dwina I., "Melemahnya Ekonomi Indonesia Pada Sektor Pariwisata, Akibat Dampak Dari Pandemi Covid-19" (2020): 8.

implementation of the Juanda Surabaya Immigration Manifest System (*SiManis Juara*). The application system is used to record, as well as to store data (archives) of all existing activities at the Immigration Checkpoints, which are managing, storing and recapitulating manifest and general declaration data, deportations, departure delays (Not to Landing), Limited Stay Visas, rejection of the arrival of passengers, and protocol activities.

This application system was launched in mid-November 2020. It was immediately implemented by the Immigration Checkpoints sector in assisting the process of completing the clearance of international departures and arrivals at the Immigration Checkpoints of Juanda Airport Surabaya. In its implementation, this application system seeks to help the performance of the Class I Immigration Office for Immigration Checkpoints of Surabaya and of course provide convenience benefits for stakeholders in the field. This clearance settlement system is considered to be able to ease the airlines in processing manifest and general declaration data on each international flight schedule. Of course, airlines are expected to assist ground handling officers in sending manifest and general declaration data which will be checked by officers and legalized by immigration officers during the clearance process for international departures and arrivals.

The clearance process for international departures and arrivals carried out by the technical field of Immigration Checkpoints is very vital, especially in the supervisory function on aspects of immigration inspection as the enforcement of sovereignty in the Republic of Indonesia. It is because when the clearance process takes place, there is a filtration stage for citizens of Indonesia (WNI) and foreign citizens (WNA) who will enter Indonesian territory. Regarding this filtration stage, there is a selective policy which states

that only beneficial people are allowed to enter Indonesian territory. Beneficial people referred to in this case are those who can contribute as well as have an impact in helping to drive economic sector in Indonesia.

Based on a selective policy that supports the value of human rights, it regulates that those foreigners who enter the territory of Indonesian sovereignty and obtain a residence permit in the territory of Indonesian sovereignty must meet the criteria for their purposes and objectives. Based on the policy above, only foreigners who provide benefits in relation to the protection of national interests and do not pose a threat to security and public order and morals may enter or leave the territory of Indonesia.<sup>10</sup>

### Research Questions

From this background, the formulation question of the problem studied is: What are the strategic efforts that must be made so that the completion of departure and arrival clearances at International Airports can be implemented at International Airport Immigration Checkpoints throughout Indonesia?

### Objectives

The purpose of this study is to identify and analyze innovations from the implementation of the manifest system carried out at the Immigration Office Special Class I for Immigration Checkpoints in Surabaya, especially Juanda International Airport of Surabaya. Therefore, the completion of departure and arrival clearance at the International Airport can be implemented at the Immigration Checkpoint International Airport throughout Indonesia as the executor of the supervisory function on aspects of immigration inspection as an enforcement of state sovereignty.

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<sup>10</sup> "Law Number 6 of 2011 on Immigration."

## Research Methods

### 1. Research Approach

This research was a descriptive study which explained the current condition of the research subject based on the facts that had arisen. Descriptive studies were included not only for collecting and editing data, but also analyzing and interpreting data.<sup>11</sup> As for the approach, a mixed method was used adapting the concept of Creswell through a combination of several methods of data collection and analysis. By doing so, it resulted in a "mixed method" by combining quantitative and qualitative data collection methods.<sup>12</sup> Mixed methods allowed researchers to numerically measure observed indicators, hence researchers of this study used quantitative approach in order to collect data through statistical analysis. Statistical quantitative analysis applied in this research was a descriptive statistical analysis. Analysis was performed towards responses from respondents who participated in survey, both direct and online (Google Forms). This research also applied qualitative approach with the power of words. Specifically, when it comes to visual representations such as schemes, diagrams, and pictures, qualitative approach allowed researchers to describe through a narrative in order to give in-depth, yet easy to understand explanations as well as holistic interpretations. Open interviews were conducted to 64 potential respondents with independent and insightful answers. The interviews were carried out by contacting respondents personally regarding the topic of research.<sup>13</sup>

Meanwhile, in order to obtain information about the Implementation of Juanda Immigration Manifest System Application in Surabaya, data collection was conducted at Special Class I Border Control Immigration Office, Air Immigration Checkpoint (TPI), airlines in Juanda Airport Surabaya, and Directorate General Immigration.

### 2. Population and Sample

This research took the population and samples at the Special Class I Border Control Immigration Office Surabaya and airlines in Surabaya. Research respondents were officials, immigration officers, and airlines passengers of Juanda Immigration Manifest System application in Surabaya. The method used in sampling was target sampling where population and samples were selected based on the characteristics according to the research objectives. Target sampling was a form of non-probability sampling. Researchers did not seek a random sample of study participants. The purpose of intentional sampling was to strategically investigate cases/participants so that the samples answered to pre-determined investigative questions. Researchers decided this action to ensure the obtained samples to be sufficiently varied and differ from one another in terms of main characteristics associated with the research questions. Through a non-stochastic sampling approach or target sampling, researchers cannot generalize results to all population.<sup>14</sup> and also the standard number of research samples is a minimum of 30 units.<sup>15</sup>

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11 Hadari Martini Nawawi, *Instrumen Penelitian Bidang Sosial* (Yogyakarta: Gadjah Mada University Press), 2006: 25.

12 Jhon W Creswell, *Research Design Pendekatan Kualitatif, Kuantitatif, Dan Mixed* (Yogyakarta: Pustaka Pelajar), 2016: 13.

13 Poerwandari, *Pendekatan Kualitatif Untuk Penelitian Perilaku Manusia* (Jakarta: Fakultas

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*Psikologi Universitas Indonesia*), 2001: 56.

14 Alan Bryman, *Social Research Methods, Journal of Chemical Information and Modeling, Fourth*. (New York: Oxford University Press Inc), 2013: 329.

15 Nasution, *Metode Research* (Jakarta: PT. Bumi Aksara), 2003: 19.

### 3. Data Collection Techniques and Tools

Research is started from data collection, data selection, data presentation, and conclusion / verification.<sup>16</sup> In this research, data collection was conducted using the following techniques:

- a. Detailed interview (Google application forms and interview questionnaires);
- b. Documentation and literature study in relation to research problems by completing theories, basic data, and supporting research data.

### 4. Data Processing

Data processing was performed using the following procedure:

- a. Compiling aggregate respondent data;
- b. Making records of interpretation summary of interview results, observations, and memos. These were survey questions collected or reviewed by other informants;
- c. Gathering documents in relation to planning in corresponding facility;
- d. Organizing collected data into groups including their use in data analysis; and
- e. Measuring and determining values. This was the process to simplify respondents' answers and determine an organized value according to the number of choices available in the questionnaires.

### 5. Data Analysis

In the context of research, analysis activity is a work process following to procedures of work before the research is documented through report writing.<sup>17</sup> This research analysed data by including questionnaire data, calculating

values, and describing analysis output towards indicators. Analysis results provided descriptions and discussions on various factors triggering strengths and weaknesses in each measured indicator/variable. Based on the previous information, a conclusion could be drawn using patterns from collected data. A descriptive presentation was presented as relevant to obtained data and also in accordance with the studied problems.

The context of this research was an analytical activity consisted of a series of work processes. It started from preparations before the survey until the documentation as a comprehensive report. Analysis consisted of questionnaires data, calculated values, and analysis result descriptions of each indicator. Analysis results were discussions or explanations about various indicators affecting strengths and weaknesses of measured indicators. In this stage, a conclusion would be drawn from presented data and descriptively explained by connecting between problems and obtained data. After that, logical elaborations were presented based on the objective and systematic data analysis of existing phenomena supported with relevant theories.

### 6. Research Indicators and Variables

The implementation concept proposed by George C. Edwards III (1980) becomes a reference in this research. In this model, there are 4 (four) variables in the implementation of public policy, namely: communications, resources, dispositions (attitudes), and bureaucratic structures.<sup>18</sup>

All these 4 (four) variables had to be implemented simultaneously. It is because they shared strong connection to each other. In addition, these variables aimed to increase understanding of

<sup>16</sup> Sugiyono, *Metode Penelitian Kualitatif*, 3rd Ed. Yogyakarta: Alfabeta, 2017: 49.

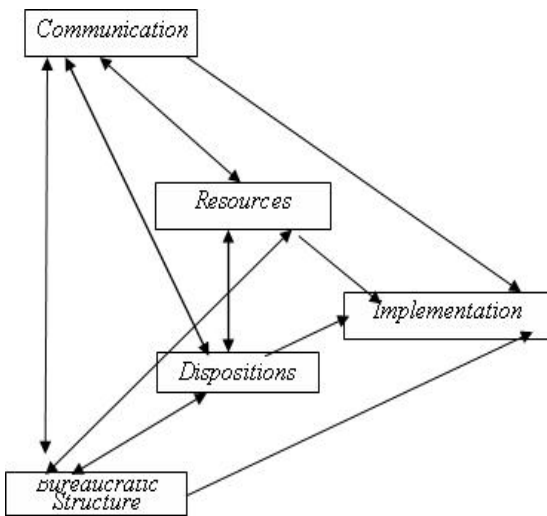
<sup>17</sup> Husein Umar, *Metode Penelitian Untuk Skripsi Dan Tesis* (Jakarta: Rajawali Press), 2013: 32.

<sup>18</sup> George C Edwards III, *Implementing Publik Policy. Congresinal, Quartely Press*, 1980: 38.



policy implementation. Simplification of understanding was done by breaking down the implementation into principal components. Policy implementation was a dynamic process that includes the relationship of many factors. Sub-categories were displayed according to fundamental factors so that the impacts on implementation could be identified.

**Diagram 1. Direct and indirect impacts of implementation.**



Source: George Edwards III: *Implementing Public Policy*, 1980.

According to George C. Edwards III, there are several influencing factors as follows:

a. Communication:

This variable is an important indicator and cannot be separated under any circumstances, as well as having a fatal role in the implementation of a policy product. This aspect requires the policy implementers to understand what must be implemented, which targets are the goals so that they can be relayed to target groups, in order to decrease implementation distortions.<sup>19</sup> According to George C. Edward III, policy communication

has several dimensions, namely transmission, clarity, and consistency.<sup>20</sup>

b. Resources:

A satisfactory policy implementation (clearly conveyed and consistently implemented) will not be effective unless the implementer has sufficient resources. Resources can be fulfilled in several categories. They include Human Resources, implementer competencies and financial resources.

c. Dispositions/Tendencies (Attitudes):

Disposition is a part of the attitudes of policy implementer. This means that if the policy is expected to be effective, implementer needs to know not just the policy itself, but also they have abilities to carry out agreements carefully.<sup>21</sup> Attitudes and responses of the implementer are also a benchmark of success and effectiveness of a policy. The benchmark results of a policy will be used as evaluation materials for taking further actions.

d. Bureaucracy Structures:

Hierarchical structure of the organization has the function of implementing a policy that has a significant influence on the implementation of the applied policy. Aspects of the organizational structure are Standard Operating Procedures (SOP)

19 A. G. Fallis, "Teori Kebijakan Implementasi," *Journal of Chemical Information and Modeling* 53 No. 9 (2013): 1689–1699.

20 Syawaludin Lubis, "Implementasi Application Programming Interface (API) Dalam Upaya Peningkatan Pengelolaan Dan Pelayanan Informasi Publik Pada Kantor KPU Kabupaten Tapanuli Selatan" (Universitas Medan Area, 2017): 73.

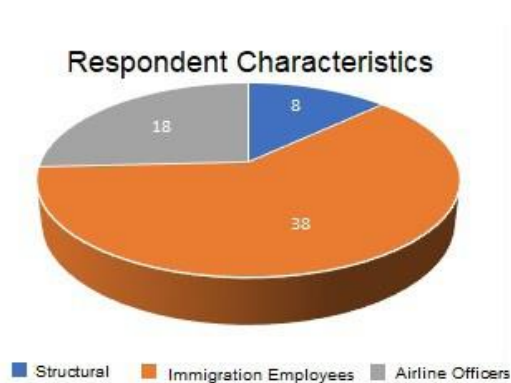
21 F. Firdausi D. Setyawan, A. Piantono, "Model George Edward III : Implementasi Peraturan Daerah Nomor 2 Tahun 2018 Tentang Kawasan Tanpa Rokok Di Kota Malang," *Jurnal Ilmiah Politik, Kebijakan, dan Ilmu Sosial* 3 (2021): 9–19.

and fragmentation. Prolonged bureaucratic structures tend to cause a decrease in the level of supervision and cause problems, such as complicated and complex bureaucratic procedures that make organizational activities inflexible in all situations.

## DISCUSSION

George C. Edward III (1980) theory is used to explain about the manifest system implementation which is used to settle clearance at Immigration Checkpoint (IC). This concept states 4 (four) variables in policy implementation, namely Communications, Resources, Dispositions or Attitudes, and Bureaucratic Structure. From these variables, questionnaire about clearance settlement system implementation in Immigration Checkpoint (IC) were spread. From the qualified questionnaire results, the respondents characteristics can be described as follow:

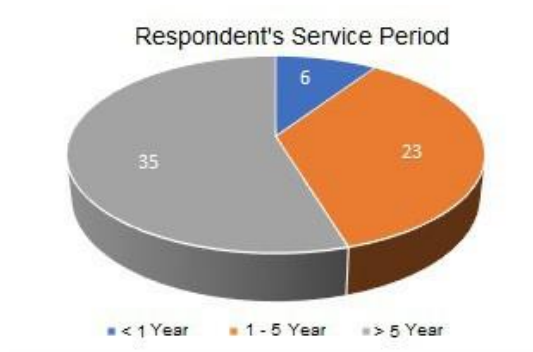
Figure 1. Respondents' Characteristics



Source: data processing, 2022

Based on the table above, taken from the respondents' position, it can be discovered that the number of respondents in structural position is 12,50%, immigration employees/staff is 59,37% and the rests are 28,12%.

Figure 2. Respondents' Service Period



Source : data processing, 2022

Based on the table above, it explains that the number of respondents who have taken the position less than 1 (one) year is 9,37%. Respondents who have taken the position between 1 (one) until 5 (five) years are 35,93%. Meanwhile, respondents with the position more than 5 (five) years are 54,68%.

Next, the analysis will be conducted. The results from this research will be taken from the mean total score of each variable. The related variables are communications variable, resources variable, dispositions/attitudes variable, bureaucratic structure variable. The results of this research will also be taken from the deep results of the interview. After that, the results of mean total score are assessed through the following classification:

Table 2. Mean Total Score Classification

Score range	Classification
$4,20 < X$	Very Good
$3,40 < X \leq 4,20$	Good
$2,60 < X \leq 3,40$	Quite Good
$1,80 < X \leq 2,60$	Less Good
$X \leq 1,80$	Very Less Good

Source : data processing, 2022

Variable total score results are the accumulation of all indicators in the measured variables from those 4 (four) variables. The following is the analysis:

### 1. Communications Variable

Communications variable is operated in the form of 4 (four) indicators/questions.

The following table is the mean total score of communications variable:

**Table 3. Mean Total Score Communications Variable**

No.	Questions	Mean
1	Question 1	2,50
2	Question 2	3,95
3	Question 3	3,90
4	Question 4	3,25
Total Score		13,60
Mean Total Score		3,40

Source: data processing, 2022

Regarding the communications variable, the value 3,40 of mean total score means that the existed communications are in the good condition. This value shows that the majority of the officials, employees/staff at Immigration Checkpoint (IC) and the airline officers have already known about the Act No. 6 of 2011 concerning the fourth immigration part about the obligation of conveyances' person in charge, in article 18, and also the Minister of Law and Human Rights Regulation Number 44 of 2015 concerning the Checking Procedure of Coming In and Coming Out of Indonesian Territory at Immigration Checkpoint, article 4 (four) number 1 (one) letter (a) and (b) and also the standardization from International Civil Aviation Organization (ICAO) concerning the passenger data checking and the airline crew's identity which is existed in the manifest and general declaration list that covers several main aspects. They also already understood the intention and purpose of the settled policies. Furthermore, they also have already known and understood about the policies through some conducted socialization activities. In each socialization activity, the Special Class I Immigration Office of Surabaya Immigration Checkpoint always gives materials concerning those policies. It shows that the policies are known and understood by the officials, employees/staff at the Immigration Checkpoint (IC) and the airline officers as the policies executioner.

Most of the officials, employees/staff at the Immigration Checkpoint (IC) and the airline officers also have already known about the matters that they have to do in order to implement those policies. To carry out those policies, they have conducted activities related to the development efforts of clearance settlement system. These efforts are to make the clearance system in line with the main duties and functions and also the authority of the Special Class I Immigration Office of Surabaya Immigration Checkpoint. Various activities have been held in order to implement the clearance settlement system in the Immigration Checkpoint (IC). The clearance settlement system is also supported by the existed conformity between the visions, missions, and purposes in Immigration Directorate General. Therefore, they can be the guidelines for the officials who handle the clearance settlement system in order to materialize the same purpose. This purpose is making the supervision functions in immigration checking aspects as the sovereignty enforcement of the the Unitary State of the Republic of Indonesia (NKRI). Based on those reasons, it means that the communications happened at the Special Class I Immigration Office of Surabaya Immigration Checkpoint in implementing those policies have run well/in a good condition. As stated by George C. Edward III, the communication policies have several dimensions, namely transmission, clarity, and consistency dimension. Therefore, it can be predicted that the communication factors at the Special Class I Immigration Office of Surabaya Immigration Checkpoint will support the policies implementation concerning clearance settlement system for the international departure and arrival in Immigration Checkpoint as one of the supervision aspects in immigration checking aspect as the sovereignty enforcement of the Unitary State of the Republic of Indonesia (NKRI).

**2. Sources Variable**

Sources variables (resources) are operated in the form of 5 (five) indicators/questions. The following is the result of calculating the mean score of the resource variable (resource):

**Table 4. Variable of Mean Total Score of Sources**

No.	Questions	Mean
1	Question 1	1,60
2	Question 2	1,65
3	Question 3	2,00
4	Question 4	2,35
5	Question 5	2,60
Total Score		10,20
Mean Total Score		2,04

Source : data processing, 2022

By seeing the sources variable table, the value of 2,04 mean total score means that the sources (resources) condition is less good. The less good condition covers the human resources, fund, also the facility and infrastructure in supporting the clearance settlement system of international departure and arrival in Immigration Checkpoint (IC). That mean total score value means that most of the resources handling the manifest system haven't got any employees/staff to specifically handle the creation and development of manifest system with the sufficient number.

In some fields, the main duties and functions are in line with the development efforts of the manifest system. However, those fields haven't got any employees/ staff (human resources) who directly handle the development of manifest system. Even so, according to the main duties and functions, the all existed staff/officers/employees conduct the activities that support the development efforts of that manifest system. Most of them haven't got any provision of knowledge and skill through the education and technical training concerning the development efforts of the manifest system. This training itself is provided by the Special Class I Immigration Office of Surabaya Immigration Checkpoint

and other institutions which have the competence in conducting the training.

In addition to carry out the manifest system development activity, the Immigration Checkpoint (IC) has not allocated any fund specifically and sufficiently to conduct the implementation of manifest system development efforts. In order to support the development activity of the manifest system both in routinely and temporarily, the fund is taken from the Government Revenue and Expenditure Budget (APBN) which is earned from the budget revision. Besides that, in doing the policies related to manifest system application, it hasn't given the coordination support to the airlines to add more human resource conducting the manifest application system in the future.

Based on all the reasons above, the sources existed at the Special Class I Immigration Office of Surabaya Immigration Checkpoint, the availability of airlines officers are not sufficient enough to conduct manifest system. This insufficiency is related to the human resources, budget/fund, coordination and the facility or infrastructure that are still not good enough. As what George. C. Edward III has stated, the sources factor will support for the success of the policies implementation of manifest system development. Therefore, it can be concluded that the sources in implementing the policies are very important matters. Without the sources, the policies that have been settled on the paper would probably only be a plan and would have never been actualized.

**3. Disposition Variable/Tendency (Attitude)**

Disposition Variable / Tendency (Attitude) was done in 3 (three) form of indicators / questions. This following table is the result of calculating mean score of the disposition variable:

**Table 5. Total Score of Disposition Variables Mean**

No.	Questions	Mean
1	Question 1	3,75
2	Question 2	3,70
3	Question 3	4,05
	Total Score	11,50
	Mean of Total Score	3,83

Source: data processing, 2021

By looking at the table of disposition variables above, it is seen that the mean total score of the disposition/ tendency variable (Attitude) is 3.83. This value means the disposition / tendency (attitude) from the application users are in good condition. The application itself has been done systematically by officials, officers/employees at the Immigration Checkpoint (TPI) and airline officers who handle the manifest system. Based on the mean total score, it means that all stakeholders have a positive attitude towards the implementation of the policy. In general, they reckon this policy as necessary in accomplishing the vision, mission and goals. Thus, they can employ the policy as a guide / reference to execute their intentions to develop a system for conducting international arrivals and departures clearance through Immigration Checkpoint (TPI). All units in the Directorate General of Immigration should establish an integrated pattern of action and the Special Class I Immigration Office TPI Surabaya in particular functions as a key player in the implementation of the manifest system .

Most of the officials, officers / employees also have the same point of view as the Directorate General of Immigration in implementing the policy in order to accomplish the same goal. The goal itself is making the supervisory function on immigration inspection as the enforcement of the sovereignty of the Unitary State of the Republic of Indonesia (NKRI). This perspective is manifested in the form of implementing a system for completing international departure and arrival clearances

at Immigration Checkpoints (TPI) based on the officers' main duties and functions. Therefore, the existing officers / employees can be considered enthusiastic and with a high commitment to execute the implementation of manifest system.

Based on the statements above, the condition of the disposition/tendency variable (attitude) that handles the manifest system at the Immigration Checkpoint (TPI) can be assessed as a good/positive criteria. In accordance with the opinion of George C. Edward III who stated that the communication policy has several dimensions, including the dimensions of transmission, clarity and consistency, so it can be predicted that the disposition factor/tendency (attitude) towards officials, officers/employees in Immigration Checkpoint (TPI) and airline officers who handle the implementation of the manifest system have been able to reinforce the success of the implementation of this policy.

#### 4. Bureaucratic Structure Variable

Bureaucratic Structure variable was also done in 4 (four) indicators/questions. This following table is the result of calculating mean score of the Bureaucratic Structure variable:

**Table 6. Total Score of Bureaucratic Structure Variable Mean**

No.	Question	Mean
1	Question 1	4,95
2	Question 2	3,20
3	Question 3	2,60
4	Question 4	2,95
	Total Score	13,70
	Mean of Total Score	3,43

Source: data processing, 2021

Based on the table of bureaucratic structure, it is known that the mean total score of bureaucratic structure is 3.43. It means the bureaucratic structure condition in the Special Class I Immigration Office TPI Surabaya is able to support the implementation of clearance settlement system for international

arrival and departures. In other words, bureaucratic structure is in a good condition. It is because the mean of total score shows that the Immigration Special Class I Immigration Office TPI Surabaya has main duties and functions based on one of the points in training of the policy implementation, especially by developing the Manifest System in Immigration Office in Juanda Surabaya.

In addition, the Special Class I Immigration Office TPI Surabaya in general has a section which handles the clearance system for international arrival and departures in Immigration Checkpoint (TPI) in accordance to its main duties and functions. The problems related to the development of manifest system is the daily duty for the officers stationed in this section. They carry out their daily routines based on their duties and functions that are in line with the development of manifest system. In performing the clearance system for international arrival and departures in Immigration Checkpoint, the Special Class I Immigration Office TPI Surabaya as the a key player in handling manifest system has conducted coordination with the Directorate General of Immigration related to the synchronization of crossing data. The purpose of this coordination is to build the same perception between the Special Class I Immigration Office TPI Surabaya as the organizer and the Directorate General of Immigration as the policy maker. By doing so, the policy can be executed well and can be implemented simultaneously because the responsibility to the development of the manifest system does not only belong to the Special Class I Immigration Office TPI Surabaya, but also belong to the Directorate General of Immigration and the other Technical Implementation Unit (UPT).

Based on the statement above, the bureaucratic structure in Special Class I Immigration Office TPI Surabaya is considered good. In accordance with what

George C. Edward III stated, the bureaucratic structure in the Special Class I Immigration Office TPI Surabaya supports the success in implementing the policy regarding the clearance settlement system for international arrival and departures in Immigration Checkpoint (TPI).

## 5. The Obstacles in The Implementation

No matter how good the implementation of policy, there are still obstacles during its process. Based on the results of research that have been carried out in the implementation of manifest system as an effort to complete clearance of international departures and arrivals at the Immigration Checkpoint (TPI), by looking at the variables of resources, tendencies (attitudes) and bureaucratic structures in Special Class I Immigration Office TPI Surabaya, there are several obstacles faced in implementing the policy, namely:

- a. Officers/employees who specifically deal with the Manifest System in Juanda Surabaya Immigration do not have the knowledge and enough skill in the development related to the application system. In addition, they have never attended technical training to develop information technology-based systems. Consequently, they do not have competence in implementing the application system and have never attended training. Thus, they do not have sufficient knowledge and skill to develop the application system.
- b. Seeing from the allocation budget, the allocated budget has not been able to provide appropriate output to support the implementation of manifest system good planning must be optimal. It is caused by some reasons. They include ignorance and misunderstanding of the policy and from the related agency about things they need to do. It can be concluded that that the Special

Class I Immigration Office TPI Surabaya has not made appropriate target in allocating funds to support the implementation of the manifest system application.

- c. Most of the officials who handle the international arrival and departure clearance settlement system at the Immigration Checkpoint (TPI) do not have enough positive attitude towards the implementation of policy. In general, they have opinion that the policy is not necessary because it is not supported by a supportive organizational structure. Thus, it makes them think that the policy cannot be used as a guidance/reference in implementing the international departure and arrival clearance settlement system at the Immigration Checkpoint.
- d. The existing regulations do not fully support the implementation of the international departure and arrival clearance settlement system at the Immigration Checkpoint. Based on the results of this research that has been carried out through in-depth interviews with policy makers, implementers and stakeholders related to the manifest system, it can be seen that the Government Regulation Number 31 of 2013 concerning Implementing Regulations of Law Number 6 of 2011 about Immigration is still not able to maximally support the implementation of the manifest system. It is because the implementation involves some units in several related agencies. In this case, the implementation of manifest system will be carried out more optimally by the Immigration Checkpoint (TPI) if the policy is reviewed for revision in order to clarify in detail about the duties and the functions of implementing

manifest system and the need for institutional arrangements. By doing so, it is possible to make improvement efforts (restructuring) that supports the implementation of the policy.

## **CLOSING**

### **Conclusion**

Based on the concept of implementation of theory by George C. Edward III (1980) regarding the implementation of manifest system for the completion of international departure and arrival clearances, the results of this research suggests four (4) variables in the implementation policy. They are Communications Variable with a mean total score of 3.40; Resource Variable with a mean total score of 2.04; Attitudes (dispositions or attitudes) Variable with a mean total score of 3.83; and the Bureaucratic Structure Variable with a mean total score of 3.43. Furthermore, the implementation concept shows that the manifest system in conducting international departure and arrival clearances at the Immigration Checkpoints (TPI) is in "good" condition. This situation means that the implementation of the international departure and arrival clearance settlement system at the Immigration Checkpoints are "effective". However, there is a note for improvement that the system still needs the development by synchronizing and integrating other information system applications that are working in line with the manifest system. Thus, the efforts to implement this manifest system can be implemented at International Airport Immigration Checkpoints (TPI) throughout Indonesia.

### **SUGGESTION**

Since its launch in November 2020, regarding Juanda Surabaya Immigration Manifest System implementation, there are still many obstacles in manifest system

implementation, especially in the development aspect.

In order to overcome the obstacles, it is necessary to carry out several strategic efforts. It can start by updating or upgrading the system so that it can run more optimally, especially in the aspect of synchronization and integration of information systems. This integration happens both with the Directorate General of Immigration through the Immigration Management Information System (SIMKIM) and the information system from relevant agencies

There is a need for a legal protection to clarify and to sharpen the implementation of the manifest system by involving units in several relevant agencies so that the implementation of the manifest system can be carried out optimally by the Immigration Checkpoints (TPI) at the International Airport.

In addition, human resources who have more specific competencies are needed, especially in the information of technology such as Programmers, Software Developers, System Analysts, Cyber Security and Data Administrators to maximally develop the Manifest System. By doing so, it is expected that the system can also be implemented at the other International Immigration Checkpoints (TPI) Airports in Indonesia.

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