POLICY FOR INCREASING PNBP IN PUBLIC SERVICES IN THE IMMIGRATION SECTOR

Raden Natanegara Kartika Purnama¹, Muhammad Arief Adillah², Cahyoko Edi Tando³
Balitbang Hukum dan Ham, Kementerian Hukum dan Hak Asasi Manusia R.I,
Jakarta, Indonesia¹; Politeknik Imigrasi, Depok, Indonesia²;
Politeknik Ilmu Pemasyarakatan, Depok, Indonesia ³
Email: cahyoyoko7@gmail.com

Submitted: 06-02-2023; Accepted: 27-03-2023
DOI: http://dx.doi.org/10.30641/kebijakan.2023.V17.69-80

ABSTRACT

One of the non-tax revenues in Indonesia is generated by services at Immigration Sector which is currently showing significant changes and activities. Public services provided to all citizens must be excellent and in line with the needs of the community itself. This study used a Systematic Literature Review (SLR) with PRISMA Method which also searched for articles using Scopus and ScienceDirect database because those have good reputable nationally and internationally by academics. The study resulted in 2 (two) policies in Immigration through analysis of the results of the search for the article. The first is to improve developing immigration services and the latest innovations from digital Immigration and to promote a humanist approach and accountability for its services and ease of access given. Moreover, monopoly on human resources at Immigration is currently carried out in vital cooperation due to national security and state policy especially related to intelligence analysis. Meanwhile, cooperation with other parties is limited to providing space, education in terms of increasing human resources, and cooperation to exchange information with certain parties. The conclusion of this study led to 2 research results, which are policies to improve services and policies to strengthen immigration. The suggestions for future research are in-depth field research using qualitative or quantitative method on immigration agencies and other contributive factors to state revenue.

Keywords: excellent service; human resources; immigration; public service

1. INTRODUCTION

Service to public is one of the state’s obligations and all services support the needs of the public itself. The public services provided must be able to provide comfort and easy access¹. According to Siddiquee & Xavier, in order to facilitate successful services to the public, the government continues to collaborate² and make innovation and improvement efforts on a regular basis for achieving excellent service in all sectors³. Public service is a mandate of the Indonesian constitution which has started since the Independence of the Indonesian State⁴, where the government is obliged to organize public welfare and educate the nation’s life⁵.

2 Siddiquee and Xavier (2021)
Public services provided to the community are very diverse, including services in the health sector and education services arranged in predetermined standards. Technology-based transportation services are also available for convenient services, timeliness and efficiency. Telecommunications services supplied to isolated areas can help those living in such areas enjoy telecommunications for smooth access to information. Above all, the important thing in society is administrative services, where the basis of community services will certainly intersect with administrative services from the government. Some of the public services provided are indeed paid with certain conditions and in accordance with previously established rules. This is also in line with Law Number 25 of 2009 concerning public services (Undang-Undang Nomor 25 Tahun 2009 Tentang Pelayanan Publik) and strengthened by Decree of the Minister of Administrative Reform number 62 of 2003 concerning guidelines for public services where services must be provided to all people as a form of absolute obligation from the state apparatus itself. Apart from that, one of the principles of public service is also explained related to technical clarity in managing a public service including details of the costs therein. Policies regarding public services are already regulated in legal regulations, so that along with the tariffs or costs incurred those services are legal and in line with the rules stipulated. Public service in particular is a service provided to all people without any discrimination and the community is given convenience with various facilities offered but they need to pay certain service charges.

One of the paid services is the immigration service at immigration offices throughout Indonesia. The existence of an immigration office certainly makes it easier for people who want to travel abroad. The services for passports, visas, permits and others related to immigration only exist at the immigration office and the government has monopolized their existence with the aim of national security to prevent illegal actions from those who also provides these travel documents with illegitimate way. It is known through the website page of the Directorate General of Immigration that the service charge varies depending on the type of need, as in IDR 350,000 for passport services, IDR 2,000,000 for 60-day visa service, or IDR 6,000,000 for 180-day visa service, and so on. Through data released by the Directorate General of Immigration in Jakarta, at least in 2022 Indonesia will already have 126 immigration offices spread from Aceh to Papua consisting of 7 special class I immigration offices, 48 class I immigration offices, 58 Class II units, 58 class II immigration offices and 13 class III immigration offices. Among these, there are 52 Regional Immigration Offices that have passport services using the electronic method which will make it easier for users to have passports.

---

Through the entire immigration office units, a lot of income is deposited to the state. Data released by the Ministry of Finance of the Republic of Indonesia, revenue from the non-tax sector reached 335.6 trillion Rupiah and the largest came from oil and gas natural resources (SDA Migas) with 85.9 trillion Rupiah, followed by the revenue of the Public Service Agency by 78.8 trillion Rupiah, the non-tax sector oil and gas by 36 trillion Rupiah, and the combination of all others by 97.8 trillion Rupiah\(^\text{14}\). Meanwhile, the service sector in Immigration, through a press release issued by the Ministry of Law and Human Rights through the Kemenkumham.go.id website, throughout 2022 contributed to state revenue of 4.1 trillion Rupiah with a year-round target of only 2 trillion Rupiah\(^\text{15}\). The data was also confirmed by the Directorate General of Immigration through its website page immigration.go.id that this figure has increased compared to 2021 which was only 1.4 trillion Rupiah\(^\text{16}\).

As comparative data, that non-tax revenue from immigration is the largest comparing to other sectors. Through the website of the Ministry of Communication and Information of the Republic of Indonesia, revenue of Customs and Excise which in February 2022 reached 56.7 trillion Rupiah while Import Duty achieved 6.8 trillion Rupiah in the same period\(^\text{17}\). Non-tax revenue with the largest record is one of the impacts of economic improvements which then can increase services provided to all service users smoothly and add up to state revenue.

Research by Sari and Qibthiyyah regarding policies to increase state revenues began with checking the readiness of the system, either service systems, administration or others\(^\text{18}\). Meanwhile, research by Sundari and Ariyani stated that increasing state revenue could be realized for there are fixed regulations and targets to be achieved as well as an increase in human resources that must be reconciled to achieve all state goals\(^\text{19}\). On the other hand, problems regarding public services can certainly reduce public trust in organizers, so it needs innovation, synergy, and commitment to providing excellent public services\(^\text{20}\). One of the agencies in supervising public services is the Ombudsman Institution which is an external party as a partner in supervising public services in Indonesia, continuously emphasizing the importance of improving public services in line with the Public Service Law Number 25 of 2009. When looked at the concept of public service, the obligation to pay is legal, but the obligation as a public service is the burdensome for the community, especially if public services are subject to certain rates according to the type of users’ needs.

Therefore, this study will analyze in depth the public service policies in the immigration sector and their relation to non-tax revenue (\textit{Penerimaan Negara Bukan Pajak}=PNBP), particularly in public services in the Immigration sector in order to become one of the biggest contributors to non-tax revenues. As this article applied qualitative method with a literature review method based on a database with several adapted steps to the method, the article then will produce a quality discussion relevant to the research question. Novelty in this research reveals the Immigration sector as a public service in increasing state revenues through scientific research. The results of this study will aim to be the future input and review for public service policies in realizing excellent public services, especially in the field of Indonesian Immigration at this time.

2. METHOD

The research was in the form of SLR in accordance with the research question, to focus on the literature review later\(^\text{21}\). The research questions formulated was how the policy for increasing PNBP in public service

\(^{14}\) Ministry of Finance in 2022

\(^{15}\) kemenkumham.go.id

\(^{16}\) immigration.go.id

\(^{17}\) M.kominfo.go.id in 2022

\(^{18}\) Damayanti Sari and Riatu Mariatul Qibthiyyah, “Tax Revenue and Income Inequality,” 


\(^{21}\) Patricia Cronin, Frances Ryan, and Michael Coughlan, “Undertaking a Literature Review: A Step-by-Step
in the Immigration sector is. This study will use the systematic literature review (SLR) method using Scopus and ScienceDirect database to produce relevant journal articles in answering the research question. Also, the stages in the SLR researchers used the PRISMA method, as a research guide.

The first in PRISMA guide is getting relevant articles to answer the research question (see figure 1), so keywords are needed, which are “public service” and “non-tax revenue” or a combination of the two. The data analysis will use the elimination process several steps including (1) eliminating articles in the form of book reviews, results of proceedings, policy briefs. (2) eliminating non-published articles (last 5 years) of the 2017-2022 period. (3) eliminating articles that do not discuss these two keywords. (4) eliminating articles that are not open access. (5) eliminating articles that do not use English. (6) eliminating articles that do not include research methods. (7) eliminating articles that are not in the form of field research. (8) eliminating articles whose research method is in the form of literature review or content analysis. (9) eliminating articles that do not address topics within the scope of social sciences. The results of the article search will be used in discussing the research question by presenting the data using tables and in the form of a narrative. Thus, producing relevant research is discussed in scientific research.

![Figure 1. PRISMA method](source: data processed by researcher)

---


3. **FINDINGS AND DISCUSSION**

The search results for articles using 2 (two) databases are explained in the following table:

<table>
<thead>
<tr>
<th>Source</th>
<th>Keywords Use</th>
<th>Data analysis</th>
<th>Relevance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scopus Database</td>
<td>1,598</td>
<td>46</td>
<td>15</td>
</tr>
<tr>
<td>ScienceDirect Database</td>
<td>3,449</td>
<td>187</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>25</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: data processed by researcher

Using the Scopus database of using keywords, there were 1,598 scientific journals that discussed public and paid service policies. After conducting the analysis in several steps, when eliminating articles only 46 journals were found. Then an in-depth analysis was carried out again in order to be able to answer the research question which was only 15 were relevant. Meanwhile, in the ScienceDirect database of using the same keywords, 3,449 scientific journals were found. After in-depth analysis using the elimination method, only 187 scientific articles were found. Furthermore, out of 187 scientific journals were analyzed in order to be able to answer the problem formulation, only 10 scientific journals were deemed relevant.

3.1. **Improving Public Service System in Immigration**

If referring to table 2 below, the public service sector must receive attention from all parties, and improving the quality of service is very influential on the users. In the concept of public service, it is a state obligation to its citizens. Referring to the opinion of Tan, Mahula & Crompvoets, public services must be pioneers in an easy change and innovation for their users. In the previous era, it was known that public services in Indonesia and a number of agencies still had various limitations for public services, and the locations of these services were far from the reach and access of the population so that they were enjoyed more by some people.

Public services which in this study are paid refer to legal regulations, namely Law Number 25 of 2009 concerning Public Services consisting of services in the field of administration for all citizens. While the rules regarding tariffs are also adjusted to the ability of users, as stated in Government Regulation Number 96 of 2012 so that public service providers must first assess the ability of their users when applying fees to their services. When referring to the Ombudsman of the Republic of Indonesia regarding service improvements in Indonesia, it should be changed to be able to keep up with the times. Thus, that public services are not only for some people but already for all people, so that if it is run optimally, it will have a great impact on the income of the service provider itself. One of the agencies appointed in this study is the immigration sector where the income received from the service sector has increased significantly in 2022. Referring to the old fact that immigration services still use a manual system, then limited sources of information and expensive tariffs were not efficient in time. However, this has changed with the presence of various innovations (e.g. E-Passport, E-Visa, M-Passport).

The opinion results from database by Lapuente & Van de Walle is that public services have changed the concept to New Public Management (NPM) which directly changes the pattern and direction of policy as well as the efficiency and effectiveness of service provided. Good public services will certainly have a very significant impact on the lives of all people. In line with this, it refers to the research results from database by Connolly that public services must be supported by many options including the role of accountability, the professionalism of employees, leadership commitment, discipline, and bottom-up approach. By doing so, it will have a long-term impact when the application is carried out in depth by a public service provider. The reference for changes in public services to immigration took place in 2020 with the digital revolution marked, so that now the services available at immigration can be enjoyed by all Indonesian citizens both domestically.
and abroad\textsuperscript{27}. Apart from that, open access as part of efforts to improve public services is also carried out, for example on tariffs and fees incurred in every arrangement at immigration through circular letter number IMI-KU.01.03-0074 which refers to Minister of Finance Regulation Number 9/PMK.02/2022 for adjustments to PNBP tariffs for immigration services in terms of clarifying the main types of visas and immigration residence permits.

Table 2. Results from Database

<table>
<thead>
<tr>
<th>Authors</th>
<th>Relevance</th>
</tr>
</thead>
<tbody>
<tr>
<td>improvement of the public service system</td>
<td>28 29 30 31 32 33 34 35 36 37 38 39 40</td>
</tr>
</tbody>
</table>

Source: data processed by researcher

Meanwhile, clarity in tariffs on passport services refers to Minister of Finance Regulation Number 9/PMK.02/2022 and Government Regulation number 28 of 2019 concerning types and rates of non-tax revenue. Hence, it is very legal if there are tariffs on public services at Immigration as evidence in efforts to improve services provided to all existing citizens. Other evidence also shows that services at Immigration have also


improved and provided excellent service through several concepts that are implemented digitally, not to mention the Service Malls that are integrated with the local Immigration office and other facilities provided to the public. Thus the condition of public service at Immigration has received clear rules and concept that are in line with national policy. This circumstance is also a sign of changes in public services that are willing to change and adapt to the times, so that public services that are subject to paid rates are considered valid due to the rules that bind them. The community will receive compensation for paying tariffs from a service is the ease of access given to them.

3.2. Monopoly Resource on Immigration

Table 3 presents the aspect of monopoly resource and when it is related to immigration throughout Indonesia, that it is only the immigration office that administers public services in the immigration sector. In the concept of public service, the involvement of other parties, especially in the field of human resources in providing services, does not occur in immigration41. This is due to various factors including supervision and prevention of foreign nationals entering Indonesia, which can only be carried out by the Immigration party who has this authority, while for other parties it is only on supporting infrastructure, for example places, provision of technology and others42.

In cooperation with reference to the rules Number NK-117/1.02/PPATK/05/2018 it is also still focused on exchanging information or intelligence to prevent money laundering crimes and funding terrorism cases that could enter Indonesia43. In fact, cooperation with other parties is only on the task side of taking action against the entry of refugees from other countries into Indonesia’s sovereign territory, namely with the United Nations High Commissioner for Refugees (UNHCR)44. Another thing that concerns immigration is that efforts to increase human resources are carried out in collaboration with several universities to be able to provide education, even the formal ones to employees in order to increase their abilities and experience45. In addition, the ability and analysis of employees at Immigration cannot be worked out with other parties because it contains potential dangers and threatens national security, for example in the field of intelligence for foreign nationals entering Indonesia, the presence and supervision of foreign nationals while in Indonesia, surveillance for Indonesian citizens abroad, and other tasks assigned to Indonesian Immigration46.

---

43 “Number NK-117/1.02/PPATK/05/2018 Concerning Information Exchange in the Context of Prevention and Eradication of Money Laundering Crimes and Terrorism Financing Crimes”.
Table 3. Results from Database

<table>
<thead>
<tr>
<th>Authors</th>
<th>Description from monopoly resource</th>
<th>Relevance</th>
</tr>
</thead>
<tbody>
<tr>
<td>47 48 49 50 51 52 53 54 55 56 57 58</td>
<td>Source: data processed by researcher</td>
<td></td>
</tr>
</tbody>
</table>

The concept of monopoly resource when referring to the research by Asseburg & Homberg and Mackiewicz & Asuero is that state monopoly is so potentials that it becomes a reason for maintaining state security. The realm of the private sector will be very limited when discussing the main role from the state in an effort to protect the interests of the state and nation. So that the conditions at Immigration also emphasize national security, without any significant involvement in Immigration’s business processes. When referring to the Law of the Republic of Indonesia Number 6 of 2011 concerning Immigration, specifically, immigration will take action against any violators by way of administrative punishment, deportation, and then carrying out supervision, prevention and deterrence, detention of foreigners. Another research from Papong and also from Hou showed that the practice of monopoly of public services by the government is the forms of state authoritarianism, while this is also a form of convenience in monitoring and guiding the community or the public to get legal services and eliminate anti-government sentiment and to become a model in providing public services by the government. The services provided to all people must be the part of the needs of the community and must be effective. Services that put forward a service monopoly mechanism, at least take full responsibility for the services provided, either when receiving criticism or suggestions that could be conveyed by the community in the future come.

59 “Law of the Republic of Indonesia Number 6 of 2011 Concerning Immigration.”
The monopoly mechanism for human resources will affect the income that can be deposited with the state through the Immigration sector. Then, people who use immigration services will also be given easy access and receive excellent service while at the Immigration Office. The stages carried out with a clear and structured mechanism for immigration have solidified immigration’s position as one of the administrative services in Indonesia that is capable of contributing to the largest state revenue. Therefore, in the future these services will be able to be maintained with various innovations realized by all elements of internal immigration.

4. CONCLUSION

The existence of immigration services in Indonesia has a great impact on non-tax revenues. Through this SLR research, it provides a mapping of services at Immigration, including improving immigration services that have been carried out by Immigration in Indonesia and strengthening existing regulations. Apart from that, the researcher also touched on the issue of tariffs from the existence of services at immigration, which found that these costs were sourced from regulations at the Ministry of Finance which could be accessed by all parties so that there were no indications of abuse in them. It also shows that Immigration in Indonesia has monopolized human resources and there is no indication of cooperation in the vital sphere based on in-depth analysis that maintains state security and national policy. Cooperation with other parties is limited to providing space, exchanging information, increasing human resources through education. Policies regarding cooperation with other parties also cannot be carried out quickly because it requires in-depth studies and high intelligence analysis considering that Immigration is one of the front lines that will be passed by foreign nationals before entering Indonesia’s sovereign territory.

ACKNOWLEDGMENT

We would like to extend our gratitude to all parties including the Immigration Office, who has provided open access to information to all members of the public even until present time.

REFERENCES


Policy for Increasing PNBP in Public Services in The Immigration Sector
Raden Natanegara Kartika Purnama, Muhammad Arief Adillah, Cahyoko Edi Tando


Nomor NK-117/1.02/PPATK/05/2018 Tentang Pertukaran informasi dalam rangka pencegahan dan pemberantasan tindak pidana pencucian uang dan tindak pidana pendanaan terorisme (n.d.).


Undang-Undang Republik Indonesia Nomor 6 Tahun 2011 Tentang Keimigrasian (n.d.).


