Dynamic Governance of Public Services in Passport Making at the Class 1 Immigration Office For the City of Surabaya

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Abstract. This study aims to describe and analyze: How is the Dynamic Capability of the Special Class I Immigration Office of Surabaya in Passport Making Services. The research method to be used is qualitative descriptive. Data Collection Techniques include: Interviews, Observations, Documentation. The research informant is the Head of the Suarabaya 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 the dynamic capability of the Surabaya Special Class I Immigration Office in the implementation of passport services is able to produce various positive changes in service, which has an impact on improving the quality of passport services better in the eyes of the public. However, there are still several aspects that need to be improved in the implementation of this dynamic capability, especially in exploring feedback from passport applicants in more depth as part of the thinking again mindset, as well as studying service practices from the private sector or foreign immigration to realize a thinking across mindset. The process of forming dynamic capabilities at the Surabaya Special Class I Immigration Office begins with the leadership role of the head of the immigration office who regularly holds meetings with employees. This encourages employees to create various innovations in service, which is a manifestation of the thinking ahead mindset. Service performance evaluation activities that are carried out regularly bring changes in service policies, as an implementation of the thinking again mindset. In addition, an open attitude to learn service practices from other parties through comparative studies with other immigration offices is also part of the application of a thinking attitude mindset.

Keywords: Bureaucracy,Dynamic Capability, Dynamic Governance, Public Service

1. INTRODUCTION

Bureaucratic reform is an effort to fundamentally reform the administrative system in order to achieve good government governance. In general, bureaucratic reform is the process of improving, restructuring, changing, and perfecting the bureaucratic system to make it more efficient, productive, professional, and effective (Setiawan and Nawangsari, 2023). The legal basis for the implementation of bureaucratic reform is contained in Presidential Decree Number 81 of 2010 concerning the General Draft of Bureaucratic Reform from 2010 to 2025 and Ministerial Regulation on Strengthening the State Structure and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2020 regarding the Road Map for Bureaucratic Reform from 2020 to 2024.

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 fulfilled.

The goal of bureaucratic reform in Indonesia is to realize dynamic governance. Furthermore, this is also stated in the Regulation of the Minister of Home Affairs Number 135 of 2018 concerning the Acceleration of the Implementation of Bureaucratic Reform in the Regional Government Environment, where the regulation states that in the implementation of bureaucratic reform there are two goals to be achieved, namely encouraging the acceleration of the implementation of bureaucratic reform as a whole within local governments and realizing good performance-based local governance (Anggraini et al, 2023).

The concept of dynamic governance is a necessity to be applied to every government agency. In the long-term goal of Indonesia's bureaucratic reform, it is hoped that the governance process in all government and bureaucratic activities in every government agency will lead to performance-based bureaucracy in 2019 and towards dynamic governance in 2025. Dynamic governance is a governance system implemented by the Singapore government that is able to lead them to an excellent system of government and public services. As the goal of public services is to be achieved by Indonesian bureaucratic reform, the concept of dynamic governance is a reference in realizing excellent public services in accordance with the needs and expectations of the community.

Problems in public services are caused by internal factors in the form of lack of professionalism and discipline of employees and due to external factors in the form of lack of cooperation between agencies in developing innovations that can streamline service activities. This requires the Indonesian government to carry out bureaucratic reform as an effort to overcome these forms of problems. The organizational environment is dynamic, which means that it always changes over time and if the organization cannot adapt to environmental changes, the organization will be difficult to survive. Therefore, to improve performance and negative image and build an adaptive bureaucracy, all public institutions need to reform their bureaucracy (Andhika, 2017).

According to Neo and Chen (2007), formulating the concept of dynamic governance is the process of working various policies, institutions, and structures that have been selected so that they can adapt to uncertainties and rapid changes in the environment so that these policies, institutions, and structures remain relevant and effective in achieving long-term desires. The two important elements of dynamic governance are capabilities and culture, the components of capabilities that are the basis for the implementation of dynamic governance, namely thinking ahead, thinking again, and thinking across. When a leader is able to build a culture and

principles in creating change driven by the ability to think ahead, rethink, and think crossover, it will produce learning dynamics and changes for governance which will ultimately result in adaptive policies and programs.

The Syrabaya Special Class I Immigration Office is one of the agencies in providing public services in the field of immigration such as applications for new or replacement passports, services in the management of lost or damaged passports, services for Foreign Citizens (WNA) such as residence permits, registration for limited dual citizenship, conducting supervision activities on immigration documents and managing immigration information, and others based on policy Permenkumham Number 2 of 2022 concerning Human Rights-Based Public Services (P2HAM: *Pelayanan Publik berbasis HAM*) (Kusuma, 2017).

The success of the immigration office in developing a passport service implementation system by adjusting to various needs of the community in the future and overcoming various problems that arise in the implementation of passport services today will be greatly influenced by the capabilities of the Surabaya Special Class I Immigration Office. Dynamic capability is an important aspect that must be possessed by institutions to be able to create dynamic governance in their activities, especially in this case the Surabaya Special Class I Immigration Office in the implementation of passport services.

The role of government agencies in public services still needs to be improved. The weakness of policies or regulations issued by the government greatly affects in creating dynamic governance in an organization. Dynamic governance conditions in solution development can experience a heterogeneous and dynamically evolving set of tensions during the various phases of solution development. In a public institution, policies or innovations are needed that can help solve existing problems and a future-oriented leader's mindset. In addition, based on several studies that have been conducted in several public agencies, the object of the research conducted only focuses on dynamic capabilities, namely thinking ahead, thinking again and thinking across in a government agency. In fact, in measuring the quality of public services in an agency or to see how far the practice of dynamic governance to create dynamic governance carried out in an agency requires in-depth research by combining organizational culture with dynamic capabilities.

Based on this, this study more broadly aims to describe and analyze how the Dynamic Capability of the Special Class I Immigration Office of Surabaya in Passport Making Services.

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) 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 organization's growth 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 Sedamaryanti (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.

Dynamic governance can be understood as a way for the government to continue to adapt to increasingly sophisticated changes in the process of implementing public policies and programs, the goal is to adjust the process of government administration to various demands from the community and become a solution for the government in facing internal and external challenges that arise in the institutional environment. In relation to dynamic governance, it is

also sustainable with the concept of good governance as a form of embodiment of good governance, to create good and effective governance, a dynamic government is needed in dealing with existing problems so that it is able to adapt to changes and be able to achieve the long-term goals of a nation.

Basically, the concept of dynamic governance only focuses on two important elements, namely capability and culture, these two elements are very important because they are the basis for mobilizing human resources to produce an adaptive policy change process (Kasim et al, 2015). The description of dynamic governance proposed by Neo and Chen (2007) is: "Dynamic governance is the ability of a government to continually adjust its public policies and programs, as well as change the way the are formulated and implemented, so that the long-term interests of the nation are achieved"

The dynamic governance system framework shows that the basis for realizing dynamic government lies in the capability, namely thinking ahead, thinking again, and thinking across as well as organizational culture that supports the creation of an effective government system. There are two supporting elements in developing capabilities, namely able people and agile processes.

Dynamic capability is the ability of the organization to make continuous improvements in line with changing times. Dynamic capabilities are used as an organizational strategy management to deal with changes in the environment around them. This strategy is widely applied in business sector organizations, but over time dynamic capabilities are also practiced in public sector organizations with the aim of increasing competitive competitiveness against other organizations (Firman and Chandra, 2020).

The concept of capability in public sector organizations initiated by Neo and Chen (2007) is thinking ahead, thinking again, and thinking across. Dynamic governance requires the application of the ability to think ahead, rethink, and think crossover as a strategy for public sector organizations in the face of increasingly rapid environmental changes.

The concept of dynamic capability is the ability of public sector organizations to think ahead, rethink, and think crosswise to realize world-class government in accordance with the concept of dynamic governance, dynamic capability is an important aspect as an organization's ability to anticipate future threats and be able to create various opportunities that exist to realize organizational goals. Success in implementing dynamic capabilities in public sector organizations is driven by the ability of the able people of each employee and the agile process provided by the employees.

Organizational culture is one of the elements in realizing the concept of dynamic governance, in essence culture is the basis of thinking for public sector organizational apparatus when applying thinking capabilities to face change and renew the way apparatus acts. Two important elements in realizing dynamic governance of the cultural governance system are the ability to work and the cultural values applied when working for each civil servant so as to produce dynamic interaction and strengthen the organization in the face of continuous institutional changes. While a culture and the ability to work together in support of change will create dynamic governance, the implementation of dynamic governance will not run smoothly if the organizational culture and capabilities are not interdependent. Therefore, to create dynamic governance, there needs to be a synergy between cultures that supports the ability to think ahead, rethink, and think crossover.

According to Neo and Chen (2007) the organizational culture of the government includes incorruptibility), meritocracy, easy to adjust/more results-oriented (pragmatism), market-oriented (market orientation) and multi-racialism. Dynamic capability refers to the ability of an organization to design various activities and manage resources to be more effective based on the results of an analysis of changes in the internal and external environment of the institution. Teece in this case explained that "dynamic capabilities is the firm's ability to integrate, build, and reconfigure internal and external competencies to address rapidly changing environment" (Helfat et al., 2007). In looking at the dynamic capabilities of an institution, it can be seen from the dynamic capability mindset applied by the institution, in this case Neo and Chen (2007) said that dynamic capabilities consist of 3 mindsets, namely thinking ahead, thinking again, and thinking across.

3. RESEARCH METHODS

Research on Dynamic Governance of Public Services in Passport Making at the Special Class 1 Immigration Office of Surabaya City 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 Suarabaya 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 condentation, data display, and conclusion drawing.

4. RESULTS AND DISCUSSION

Capability in dynamic governance as an organization's attitude, knowledge, skills, and resources used to understand and carry out coordinated tasks to achieve desired outcomes. The most important thing in dynamic governance capabilities is the ability of leaders, namely leaders who have great ability and influence to move subordinates and other stakeholders to make changes. This is seen from the results of interviews, data, and observations that the ability to use information technology in service innovation to anticipate developments in the community, and cooperation with passport applicants encourage services to bring services closer and facilitate services.

Thinking Ahead

The ability to think ahead is related to the ability of employees to understand developments in the implementation of passport services is appropriate. This can be seen from the ability of human resources in the use of technology in passport services and innovations made to facilitate the provision of information and passport making services. The management of employees' ability to provide services is a wise effort towards human resources at the Surabaya Special Class I Immigration Office. These efforts are aimed at continuing to maintain the quality of existing human resources so that they can carry out services properly. There are service innovations in the implementation of passport services, namely the acceleration of passports as a form of public service provided to the community. In dynamic governance, it can be interpreted as related to the development of organizational capacity that is responsible for the public. Increasing organizational capacity will make public services more developed, effective, efficient, and responsive to the needs of the community.

The forward-thinking process at the Surabaya Special Class I Immigration Office arises due to the intensity of regular meetings between the head of the Immigration Office and its employees, to discuss innovations that can be applied and the open attitude of the head of the office to various aspects that will be the needs of passport applicants. This motivates employees to create various innovations in service, in order to provide added value. The head of the office is also quite open and encourages his employees to always emphasize innovation in every passport service activity they carry out.

The Surabaya Special Class I Immigration Office sees that the use of technology and the development of innovation in services is a solution to face various developments and increasingly complex service demands in society. The application of Information &

Communication Technology, especially in the online passport queue system, has been proven to improve the quality of passport services. Various innovations in services also provide positive added value from the community's perspective to services at the Surabaya Special Class I Immigration Office.

The Surabaya Special Class I Immigration Office has carried out various service innovations, including:

1) **Online passport queue service**

   The Surabaya Special Class I Immigration Office has implemented an online passport queue service.

2) **Migratory Lentera**

   Immigration education and literacy services to create a healthy investment climate for foreigners in Surabaya

3) **Si Manis Juara**

   Juanda Surabaya Immigration Manifest System implemented at the Juanda Airport immigration checkpoint

4) **One Stop Service (OSS)**

   Innovations that allow applicants to apply for passports faster, reduce losses, and reduce brokerage practices

5) **Margorejo Passport Service Unit (ULP)**

   Public service innovation located at Maspion Square Mall Surabaya

   Public service innovation is a breakthrough that provides benefits to the community. Innovation can be in the form of original creative ideas, adaptations, or modifications. Public service innovation is important to respond to the demands of service to the community. Local governments are encouraged to cultivate the spirit of one agency one innovation.

Thinking Again

The ability to think again encourages the Surabaya Special Class I Immigration Office to evaluate and identify changes in policies that have been set that are less effective so that they can obtain better results and quality. The clarity of laws and regulations, the existence of service standards, and the impact of ownership of travel documents make people's conditions stable. The long-term plans and goals that will be achieved are related to the goal of change management at the Surabaya Special Class I Immigration Office, namely the realization of systematic and consistent changes in the work mechanism in order to achieve ideal work

management in the implementation of passport services more practically and faster, namely increasingly concise requirements and online services that make it easier for the community.

The process of rethinking (thinking again) at the Surabaya Special Class I Immigration Office was formed because of the frequent evaluations carried out by the head of the office to the head of the field and the head of the section. The results of this routine evaluation directly affect and require to be submitted to employees who carry out technical services. As a result, employees at the technical implementation level also automatically conduct evaluations to respond to the evaluation results given after the meeting between the head of the office and the head of the field and the head of the section.

In the process of thinking ahead, the Surabaya Special Class I Immigration Office regularly evaluates the performance of their services, almost every week. This evaluation is carried out not only by the head of the office to the head of the field, but also by the head of the field to the head of the section, and by the head of the section to the technical employee.

This has a positive impact on the service process that is constantly improved, especially in creating a simpler and faster service system. In addition, various policy changes in passport services were also implemented, which ultimately resulted in a significant improvement in the quality of the service system in the eyes of the public when compared to before.

However, the immigration office admitted that they rarely ask for feedback from the public regarding the services that have been provided. The community also said that the immigration office never tried to ask for input or dig deeper into their opinions. In fact, there are several things that the public wants to convey, especially related to the attitude and responsiveness of employees towards passport applicants, which are considered to still need to be improved.

Some changes in service policies at the Surabaya Special Class I Immigration Office include

1) **Comprehensive Use of Online Queues.**

   This policy aims to reduce long queues and limit space movement for scalpers.

2) **Simplification of Requirements for Passport Renewal**

   This policy aims to make it easier for applicants by only bringing their old E-KTP and Passport (original and photocopy).

3) **Addition of Passport Collection Service Hours**

   This policy aims to increase service hours to the public for passport collection. (Previous : 13.00-16.00 to 09.00-16.00)

4) **Manual Payment Deletion**

This policy aims to provide convenience in the payment system to reduce cases of illegal levies in service practices

5) **The walk-in system is only allowed for applicants with special needs.**

The walk-in queue is aimed at more targeted applicants who really have special needs.

Thinking Across

The ability to think across borders is the ability to cross boundaries to learn the experiences of other parties, adoption efforts from other agencies, then combine and innovate according to the needs of the community at the Surabaya Special Class I Immigration Office.

The thinking across process at the Surabaya Special Class I Immigration Office developed because of the need for employees to learn from other immigration offices. They learn the advantages and disadvantages of services in other offices, then use it as a learning to improve the quality of their services. This is also supported by the head of the office who encourages his employees to conduct a comparative study to other immigration offices if needed. In addition, the Surabaya Special Class I Immigration Office is known as one of the pioneers of service innovation, so this office often receives visits from other immigration offices to share experiences and learn together. This habit makes the Surabaya Special Class I Immigration Office accustomed to learning with other immigration offices, which they consider useful for the progress of their passport services.

The thinking across process at the Surabaya Special Class I Immigration Office is realized through comparative study activities to other immigration offices, with the aim of learning various service practices applied in these offices. From this comparative study, they took lessons from good practices and identified mistakes that occurred in other offices, to then anticipate that this would not be repeated at the Surabaya Special Class I Immigration Office.

However, the Surabaya Special Class I Immigration Office is still relatively minimal in conducting comparative studies to study the quality of service, both with the private sector and with immigration offices abroad. In fact, some applicants argue that immigration offices need to learn from the private sector and overseas immigration services to improve the quality of their services. Although the applicant admitted that the Surabaya Special Class I Immigration Office was quite good compared to other immigration offices, they felt that the service was not equivalent to the existing service standards in the private and foreign sectors. Therefore, immigration offices should further improve their learning standards so that the quality of service can develop beyond the boundaries of immigration service standards that exist in

Indonesia today. In addition, the Surabaya Special Class I Immigration Office also seems to be more waiting to be invited to cooperate than proactively developing cooperation with stakeholders, especially in terms of developing mini booths at banks to provide payment services, which is now a new need for passport applicants.

CONCLUSION

The dynamic capability of the Surabaya Special Class I Immigration Office in the implementation of passport services is able to produce various positive changes in service, which has an impact on improving the quality of passport services better in the eyes of the public. However, there are still several aspects that need to be improved in the implementation of this dynamic capability, especially in exploring feedback from passport applicants in more depth as part of the thinking again mindset, as well as studying service practices from the private sector or foreign immigration to realize the thinking across mindset.

The process of forming dynamic capabilities at the Surabaya Special Class I Immigration Office begins with the leadership role of the head of the immigration office who regularly holds meetings with employees. This encourages employees to create various innovations in service, which is a manifestation of the thinking ahead mindset. Service performance evaluation activities that are carried out regularly bring changes in service policies, as an implementation of the thinking again mindset. In addition, an open attitude to learn service practices from other parties through comparative studies with other immigration offices is also part of the application of the thinking across mindset.

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