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Assessing Public Service Performance In Passport Issuance For HAJJ Pilgrims: Evidence From The Immigration Office In Ternate, Indonesia

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Abstract

Effective public service delivery plays a critical role in supporting the administrative preparation of Hajj pilgrims, particularly in the issuance of passports as an essential travel document. Despite the increasing demand for efficient public services, limited studies have examined the performance of passport services specifically for Hajj pilgrims within the context of developing countries. This study aims to analyze the performance of passport services for prospective Hajj pilgrims at the Class I Immigration Office (TPI) in Ternate, Indonesia, during the 2026 Hajj preparation period. This research employs a qualitative method using a case study approach. Data were collected through observations, in-depth interviews, and documentation involving key stakeholders, including immigration officers and prospective Hajj pilgrims. The research was conducted at the Class I Immigration Office (TPI) Ternate and the Ministry of Religious Affairs offices in Ternate and Sula Islands, which are considered representative of the Hajj passport service process.

The findings indicate that although the overall service performance is perceived positively, several challenges remain, particularly related to document data inconsistencies and delays in passport issuance. Nevertheless, most informants expressed satisfaction with the service process, especially in terms of responsiveness, accuracy, and administrative support provided by the immigration office. The study also identifies supporting and inhibiting factors influencing service performance and proposes practical recommendations to improve the efficiency and quality of passport services for Hajj pilgrims. This study contributes to the public administration literature by providing

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empirical evidence on public service performance in passport issuance within the context of religious mobility. The findings offer practical insights for policymakers and public institutions in improving service delivery systems, particularly in managing administrative services for large-scale religious activities such as Hajj..

Keywords: public service performance; passport service; Hajj pilgrims; public administration; service quality; Indonesia.

INTRODUCTION

Public service delivery represents a fundamental responsibility of the state in ensuring the fulfillment of citizens' basic needs and civil rights through an effective governance system. In Indonesia, the obligation of the government to provide quality public services is explicitly mandated in the Preamble of the 1945 Constitution of the Republic of Indonesia, which emphasizes the importance of promoting public welfare and improving the intellectual life of the nation. The implementation of public welfare is closely related to social policy, particularly policies aimed at ensuring equitable access to public goods, public services, and administrative services for all citizens. In this context, public service quality becomes a key indicator of government performance in achieving national development objectives (Osborne, 2006; Pollitt & Bouckaert, 2017).

Since the implementation of regional autonomy, public service has become an increasingly strategic issue because it serves as one of the primary indicators of government effectiveness in delivering services to society. The decentralization system encourages local governments to improve administrative capacity, efficiency, and responsiveness in providing services that directly affect citizens' welfare (Andrews & Van de Walle, 2013). According to Astuti (2020), the government plays an essential role in performing regulatory and service functions, including coordination, guidance, supervision, and development activities across various sectors. Public institutions are therefore required to provide accessible, transparent, and efficient services in order to maintain public trust and institutional legitimacy. However, improving public service performance remains a significant challenge in many developing countries, including Indonesia, where service quality improvements have often not yet produced optimal outcomes (Sinambela, 2006; World Bank, 2020).

Public service effectiveness can be achieved when services are delivered through simple procedures, shorter processing times, and accurate administrative mechanisms that ensure user satisfaction. Law Number 25 of 2009 concerning Public Services

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emphasizes the importance of service standards as benchmarks for evaluating service quality, including aspects related to human resources, institutional capacity, and administrative processes. Mahsyar (2011) argues that public service quality is strongly influenced by organizational systems, human resource competence, and institutional governance structures. In line with this perspective, previous studies have highlighted that public service performance is closely associated with institutional effectiveness, administrative innovation, and the ability of public organizations to adapt to citizens' needs (Parasuraman et al., 1988; Grönroos, 1990; Denhardt & Denhardt, 2015).

Within the context of religious mobility, passport services represent a critical administrative requirement for citizens intending to perform the Hajj pilgrimage. Hajj is one of the five pillars of Islam and requires significant administrative preparation, including the issuance of passports as official travel documents. The Directorate General of Immigration has introduced innovative programs such as the mobile passport service initiative ("jemput bola") to improve service accessibility for citizens located in geographically remote areas. This initiative is particularly relevant for regions such as North Maluku, where the working area of the Class I Immigration Office (TPI) Ternate consists of geographically dispersed islands separated by sea. Previous studies indicate that accessibility and geographical barriers significantly influence public service effectiveness, particularly in archipelagic and remote regions (World Bank, 2018; UNDP, 2021).

Empirical data indicate an increasing number of passport applicants for Hajj purposes at the Class I Immigration Office (TPI) Ternate during the period 2021–2025. The number of applicants increased significantly from 42 applicants in 2021 to 1,066 applicants in 2024, before slightly decreasing to 664 applicants in 2025. This increase reflects growing demand for administrative services related to Hajj preparation and highlights the importance of ensuring efficient and responsive passport services. Despite these improvements, several operational challenges remain, including inconsistencies in personal data across official documents, limited technological infrastructure in remote island regions, unstable internet connectivity, limited mobile service equipment, and geographical constraints affecting service accessibility. Administrative complexity and bureaucratic capacity constraints remain common challenges in public service delivery in developing countries (Manning et al., 2010; OECD, 2019).

From a theoretical perspective, public service performance has been widely discussed in the literature, particularly in relation to service quality, administrative efficiency, and institutional performance (Parasuraman et al., 1988; Osborne, 2006; Pollitt

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& Bouckaert, 2017). However, previous studies have primarily focused on general public services such as healthcare, education, and licensing services, while limited attention has been given to passport service performance in the context of religious mobility, particularly Hajj pilgrims in geographically dispersed regions. This indicates the presence of a research gap concerning how public service performance operates in administrative services characterized by high demand concentration, specific demographic characteristics, and logistical constraints (Andrews & Entwistle, 2015; UNDP, 2021).

Furthermore, most prior studies emphasize quantitative measurement of service quality using SERVQUAL dimensions such as reliability, responsiveness, assurance, empathy, and tangibles (Parasuraman et al., 1988), while fewer studies adopt qualitative approaches to explore contextual factors influencing service performance in remote and archipelagic regions. Qualitative approaches are important to capture institutional dynamics and contextual complexities that may not be fully explained through quantitative indicators alone (Creswell & Poth, 2018; Yin, 2018). Therefore, this study addresses both theoretical and empirical gaps by examining public service performance through a qualitative case study approach that captures institutional, geographical, and administrative complexities in passport service delivery for Hajj pilgrims.

The novelty of this study lies in its focus on evaluating passport service performance specifically for Hajj pilgrims within an archipelagic administrative context, where geographical constraints and demographic characteristics influence service delivery effectiveness. Unlike prior studies that primarily focus on general administrative services, this research highlights the interaction between institutional capacity, service accessibility, and citizen satisfaction in a religious mobility setting. Previous studies emphasize that contextual characteristics significantly influence public service outcomes, particularly in regions with infrastructure limitations (OECD, 2019; UNDP, 2021).

The contribution of this study is twofold. First, theoretically, this research enriches the public administration literature by providing empirical evidence regarding public service performance in passport issuance for religious mobility purposes. Second, practically, the findings provide recommendations for policymakers, immigration offices, and public institutions to improve service accessibility, administrative efficiency, and institutional responsiveness, particularly in geographically dispersed regions. Empirical evidence from case-based public administration studies is important to support policy design and governance improvement (Pollitt & Bouckaert, 2017; Andrews & Van de Walle, 2013).

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The remainder of this paper is structured as follows. Section 2 presents the literature review and theoretical framework related to public service performance and administrative service quality. Section 3 describes the research methodology, including research design, data collection techniques, and data analysis procedures. Section 4 presents the empirical findings and discussion. Finally, Section 5 concludes the study by outlining theoretical implications, practical recommendations, limitations, and directions for future research (Yin, 2018).

RESEARCH METHOD

Research Design

This study employs a qualitative research approach using a case study design to analyze the performance of passport services for prospective Hajj pilgrims at the Class I Immigration Office (TPI) Ternate, North Maluku, Indonesia. Qualitative research is appropriate for understanding social phenomena in depth, particularly when the objective is to explore processes, experiences, and contextual factors influencing service performance (Creswell & Poth, 2018; Yin, 2018). According to Rukin (2019), qualitative research emphasizes descriptive analysis through an inductive approach that allows researchers to interpret social realities based on participants' perspectives.

The case study approach was selected because the research focuses on a specific institutional context, namely the passport service process for Hajj pilgrims within a geographically dispersed administrative region. Case study research enables comprehensive exploration of real-life phenomena by utilizing multiple sources of evidence such as interviews, observations, and documentation (Yin, 2018). This approach is considered suitable for capturing institutional dynamics, administrative challenges, and contextual constraints affecting public service delivery, particularly in archipelagic regions such as North Maluku.

The research was conducted at the Class I Immigration Office (TPI) Ternate and the Ministry of Religious Affairs offices located in Ternate City and several districts within the working area of the Immigration Office, including Sula Islands Regency. These locations were selected because they represent key institutions involved in the administrative preparation of Hajj pilgrims, particularly in the passport issuance process.

Data Collection Techniques

Data were collected using three primary techniques: observation, interviews, and documentation, which are commonly used in qualitative research to obtain

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comprehensive and contextual information (Creswell & Poth, 2018; Al-Hamdi et al., 2020).

Observation

Observation was conducted to understand the actual conditions of passport service implementation, including administrative procedures, service flow, and interactions between officers and applicants. Observation allows researchers to systematically record events, behaviors, and service processes as they naturally occur (Idrus, 2009). Through observation, the researcher was able to identify operational challenges related to service accessibility, infrastructure limitations, and administrative processes in passport issuance for prospective Hajj pilgrims.

Interviews

Interviews were conducted with key informants involved in passport service provision, including immigration officers, administrative staff, and prospective Hajj pilgrims. Interviews allow researchers to obtain detailed information regarding perceptions, experiences, and challenges related to service performance (Al-Hamdi et al., 2020). The interviews were conducted both directly (face-to-face) and through online communication platforms when necessary. Semi-structured interviews were applied to allow flexibility in exploring issues relevant to service performance while maintaining consistency in research focus.

Documentation

Documentation was used to collect supporting data from official reports, regulations, statistical records, and institutional documents related to passport issuance for Hajj pilgrims. Documentation sources included government reports, institutional archives, service statistics, and policy documents relevant to public service performance (Al-Hamdi et al., 2020). This technique helps strengthen research findings by providing objective evidence related to administrative processes and service outcomes.

Data Analysis Technique

Data analysis in this study follows an interactive qualitative data analysis model proposed by Miles and Huberman (2014), which consists of three main stages: data reduction, data display, and conclusion drawing. Qualitative data analysis is conducted

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continuously throughout the research process to identify patterns, themes, and relationships among variables (Miles et al., 2014; Creswell & Poth, 2018).

1. Data reduction involves selecting, simplifying, and organizing raw data obtained from interviews, observations, and documentation.
2. Data display involves presenting data in structured forms such as narrative descriptions, matrices, or thematic categories to facilitate interpretation.
3. Conclusion drawing involves interpreting findings and identifying relationships between service performance factors, supporting conditions, and obstacles affecting passport service delivery.

The iterative process of qualitative analysis enables researchers to generate comprehensive insights into institutional performance and identify factors influencing public service effectiveness.

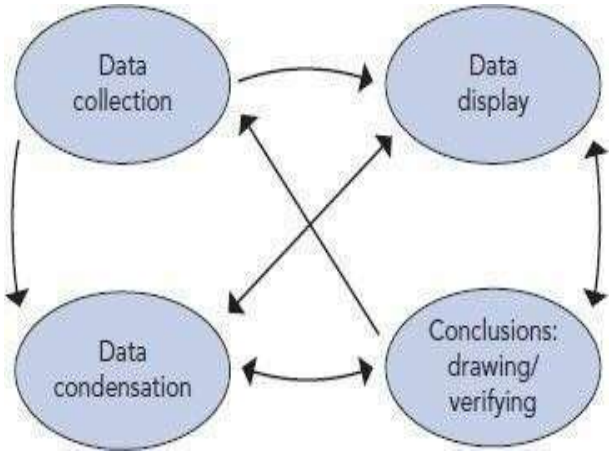


Figure 1. Components of Data Analysis (Miles, Huberman, & Saldaña, 2014)

Validity and Trustworthiness

To ensure the validity and reliability of qualitative findings, this study applies credibility criteria as suggested by Moleong (2004) and Lincoln and Guba (1985). Credibility refers to the degree to which research findings accurately represent the reality experienced by research participants. This study applies triangulation techniques by combining multiple data sources and collection methods, including interviews, observations, and documentation, to verify the consistency of findings. Triangulation enhances the trustworthiness of qualitative research by reducing potential bias and improving the accuracy of interpretations (Lincoln & Guba, 1985; Creswell & Poth, 2018).

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Furthermore, prolonged engagement and careful documentation of research processes were conducted to ensure transparency and consistency in data interpretation. These procedures contribute to improving the rigor of qualitative research and strengthening the credibility of the findings.

RESULT AND DISCUSSION

Inter-agency Collaboration and Coordination

The results indicate that collaboration between the Class I Immigration Office (TPI) Ternate and the Ministry of Religious Affairs plays an important role in facilitating passport services for prospective Hajj pilgrims. Based on interviews with five key informants, 50% of respondents stated that cooperation and coordination between institutions were “very good and running smoothly.” Furthermore, 20% of respondents perceived coordination as positive and responsive, while 10% stated that cooperation was very satisfactory. Another 10% indicated that formal cooperation agreements such as Memoranda of Understanding (MoU) significantly support the implementation of passport services. These findings indicate that institutional collaboration contributes positively to improving administrative processes, particularly in coordinating passport issuance for Hajj pilgrims across multiple regions in North Maluku.\

Service Quality

The findings show that the quality of passport services provided by the Class I Immigration Office (TPI) Ternate is generally perceived as satisfactory. Approximately 55.56% of informants reported that the services were very satisfying, while 11.11% stated that services were good and fast. Another 11.11% indicated that the services were fairly good, while the remaining respondents expressed general satisfaction with the timeliness and responsiveness of service officers. Informants emphasized that service officers demonstrated professionalism, friendliness, and responsiveness in assisting prospective Hajj pilgrims throughout the administrative process.

Effectiveness and Efficiency of Service Delivery

The results also show that passport service delivery is considered effective and efficient. Approximately 60% of informants indicated that passport services were highly effective and efficient, while 20% reported that services were good, and another 20% stated that the services provided were very helpful. The implementation of mobile

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passport services significantly reduced travel barriers for applicants residing in geographically remote areas such as Taliabu and Sula Islands.

Constraints and Operational Challenges

Although overall service performance is considered satisfactory, several operational challenges were identified. Approximately 33.33% of informants reported obstacles related to inconsistencies in personal data across official documents, such as identity cards, family registers, and birth certificates. These inconsistencies require document correction before passport issuance can proceed. However, 66.67% of informants reported that no significant obstacles were encountered during the passport application process. Minor technical constraints included unstable internet connectivity in remote island regions and limited mobile service equipment.\

Customer Satisfaction

Customer satisfaction levels were generally high. Approximately 66.67% of informants reported being very satisfied with passport services, while 22.22% expressed satisfaction with the responsiveness and efficiency of the service process. Another 11.11% stated that the service was quite good and met expectations. Informants highlighted that the mobile passport service program significantly reduced administrative burdens, particularly for elderly Hajj pilgrims who would otherwise need to travel long distances.

Role of Technology and Information Systems

The results indicate that technology and information systems play an important role in supporting passport service performance. Approximately 40% of informants reported that information technology strongly supports operational activities. Meanwhile, 20% stated that the technology used is sufficiently advanced, and another 20% emphasized that digital systems significantly facilitate passport processing activities. The use of biometric systems, online registration applications, and mobile service units contributes to improving administrative efficiency and service accessibility.

The findings of this study indicate that public service performance in passport issuance for prospective Hajj pilgrims at the Class I Immigration Office (TPI) Ternate can generally be categorized as good. Strong collaboration between the Immigration Office and the Ministry of Religious Affairs plays an important role in facilitating coordination and ensuring smooth administrative processes. Effective inter-agency coordination is an

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important factor influencing public sector performance, particularly in services requiring institutional collaboration (Pollitt & Bouckaert, 2017).

Service quality findings indicate that most informants perceive passport services as responsive, reliable, and satisfactory. These findings are consistent with SERVQUAL theory, which emphasizes responsiveness, reliability, and assurance as important dimensions of service quality influencing user satisfaction (Parasuraman et al., 1988). The ability of immigration officers to provide timely and accurate services reflects the institutional capacity to meet citizens' administrative needs effectively. The study also shows that the implementation of mobile passport services contributes significantly to improving effectiveness and efficiency. Outreach-based service innovations reduce accessibility barriers for citizens living in geographically dispersed regions. This finding supports previous research highlighting the importance of administrative innovation in improving public service accessibility and efficiency (Osborne, 2006).

Despite generally positive performance, several operational challenges were identified, particularly related to document inconsistencies and administrative data integration. These findings confirm that administrative complexity and data synchronization remain common challenges in public sector service delivery (Moenir, 2014). Data accuracy is particularly important in passport services, as identity verification requires consistency across official documents. Customer satisfaction findings indicate that most prospective Hajj pilgrims perceive passport services as satisfactory. Satisfaction is closely associated with service responsiveness, processing time, and administrative convenience. According to expectation-confirmation theory, satisfaction occurs when perceived performance meets or exceeds expectations (Oliver, 1997). High satisfaction levels indicate that the services provided meet user expectations.

Finally, the findings highlight the important role of digital technology in improving administrative efficiency. Information systems, biometric identification technology, and mobile service applications contribute to improving service accuracy, speed, and accessibility. Previous studies emphasize that digital transformation plays an important role in improving public sector efficiency and transparency (OECD, 2019). This study demonstrates that adaptive service innovation, inter-agency collaboration, and digital technology integration contribute significantly to improving public service performance in passport

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CONCLUSION

This study examines the performance of passport services for prospective Hajj pilgrims at the Class I Immigration Office (TPI) Ternate, North Maluku. The findings indicate that overall service performance can be categorized as good, as reflected in effective inter-agency collaboration, satisfactory service quality, efficient administrative processes, and high levels of customer satisfaction. Collaboration between the Immigration Office and the Ministry of Religious Affairs plays an important role in facilitating coordination and ensuring smooth administrative procedures. In addition, the implementation of mobile passport services improves accessibility for applicants residing in geographically dispersed island regions, while the use of digital technology contributes to improving service efficiency, accuracy, and timeliness. Although several constraints were identified, particularly related to inconsistencies in supporting documents and technical limitations, these challenges did not significantly affect the overall satisfaction of prospective Hajj pilgrims.

From a theoretical perspective, this study contributes to the public administration literature by highlighting the importance of institutional collaboration, service innovation, and digital transformation in improving public service performance. Practically, the findings provide implications for policymakers and public institutions to strengthen coordination mechanisms, improve data integration systems, and expand outreach-based services to ensure more inclusive and accessible administrative processes. Future research may extend the scope of analysis to other immigration offices or apply mixed-method approaches in order to provide more comprehensive evidence regarding the effectiveness of digital-based public service innovation.

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