



## The Impact of Human Rights-Based Services on the Quality of Immigration Services: Analysis of Vulnerable Groups in Indonesia

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### **Abstract**

This study examines the implementation of human rights-based public services in Indonesia's immigration sector, focusing on priority passport services for vulnerable groups such as the elderly, persons with disabilities, pregnant women, and children. The research aims to identify service gaps, analyze factors that influence service quality, and evaluate improvement strategies implemented by immigration offices. Using a literature review approach supported by peer-reviewed academic sources, this study applies the Planning, Organizing, Actuating, and Controlling framework to compare service practices at the Class I Immigration Checkpoint Office in Bandar Lampung and the Class I Non-Checkpoint Immigration Office in Central Jakarta. The results show that although inclusive and equitable services are mandated by national regulations, several obstacles remain, including limited accessibility facilities, inadequate spatial design, budget constraints, and insufficient officer competence in inclusive communication. These challenges contribute to inconsistencies between service standards and actual implementation, affecting the experience of vulnerable groups. Despite this, both offices demonstrate improvement efforts through structured procurement planning, capacity building for officers, layout redesign to enhance accessibility, and the adoption of flexible and humanistic service approaches. These steps indicate progress toward more responsive and equitable public services. Overall, this study highlights the importance of strengthening human rights principles to ensure accessible, fair, and dignified immigration services for vulnerable communities.

**Keywords:** *Human Rights-Based Services; Immigration; Service Quality*

### **Introduction**

Public services in the global era face increasingly complex challenges, particularly in relation to social change, technology, and public expectations. The government has a responsibility to provide services that meet the evolving and diverse needs of the community, with the aim of improving service

quality and public satisfaction with the service process. Effective public services aim to achieve community welfare. Therefore, it is important for the government to ensure that state apparatus play their role in providing quality services to the public (Dewi et al., 2019). However, in practice, there are still disparities in access and quality of services, especially for vulnerable groups such as the elderly, people with disabilities, and children. Based on Law No. 25 of 2009 concerning Public Services, the government is obliged to provide services that are fair, inclusive, and responsive to public needs, including those of vulnerable groups. This regulation includes the provision of adequate infrastructure and ensuring that services are fair, non-discriminatory, and easy to use (Demris Bulla, Aplonia Pala, 2023). However, there are still challenges in implementing the principles of public services, such as a lack of resources, limited facilities, and low awareness of the rights of vulnerable groups.

Globally, protecting the rights of vulnerable groups has become a major focus within the framework of human rights. The United Nations, through the Convention on the Rights of Persons with Disabilities (CRPD) and the Universal Declaration of Human Rights (UDHR), has provided a fundamental basis for the provision of public services in many countries. Human rights guarantee equal and fair accessibility for every individual, including in the immigration sector. Therefore, the application of human rights principles in public services is essential to ensure that vulnerable groups receive their rights optimally. The Universal Declaration of Human Rights emphasizes the importance of protecting and providing Priority Services for vulnerable groups. Law No. 8 of 2016 on Persons with Disabilities has implemented several measures to support accessibility, but its implementation is still not optimal, especially for vulnerable groups. Groups such as the elderly, persons with disabilities, and children are often marginalized in accessing public services (UNDP, 2024). Human Rights Watch notes that discrimination in terms of unequal access to public services still occurs due to inadequate regulations, thereby worsening the human rights situation in Indonesia. Although there has been progress in recognizing the rights of vulnerable groups, the implementation of human rights-based public services still needs to be strengthened. Inequality in access to public services can exacerbate poverty and social injustice (Nicoletti et al., 2023). Therefore, the government must build a more inclusive and equitable service system. According to data from the Central Statistics Agency (BPS) in 2024, around 21.84 million people in Indonesia are classified as vulnerable (elderly), requiring special attention in the provision of public services (BPS Indonesia, 2024).

Accessibility to public services, including passport services, should be a right enjoyed by all members of society, especially vulnerable groups and other individuals with special needs (Noviyanti et al., 2021). However, accessibility related to infrastructure and policies for vulnerable groups still has many shortcomings, which are not only a problem in Indonesia but also a global issue, with services that are not yet fully inclusive and the risk of social inequality and injustice. Therefore, the government is expected to create more inclusive services through innovation and cross-sector collaboration (Kapsalis et al., 2024). Inclusion in public services is essential to ensure social justice and reduce the risk of social exclusion for vulnerable groups, so that inclusive services can improve accessibility and justice for all (Denita Cepiku, 2021). However, the implementation of inclusive services still faces challenges, such as the limited number of qualified human resources in the field of human rights and the lack of supporting facilities, which means that services are not yet fully optimal for vulnerable groups.

The Immigration Office, as a public service institution, plays a strategic role in providing services to the community, including vulnerable groups, and is responsible for implementing human rights-based services (Kania et al., 2019). According to the 2023 Annual Report of the Directorate General of Immigration, there are still challenges in providing services that are friendly to vulnerable groups, such as a lack of facilities for persons with disabilities and a lack of understanding of human rights service practices by trained human resources. Fair and humane immigration services for vulnerable groups require the integration of responsive policies, friendly service practices, and active participation from all stakeholders (Androff & Mathis, 2022).

## ***Methodology***

The methodology for this research was designed to ensure broad coverage of crucial academic material on human rights-based services in the context of immigration, particularly in Indonesia. The procedure began with the selection of the main databases, namely Scopus, JSTOR, Taylor & Francis, and Google Scholar, which were chosen to guarantee access to high-quality academic articles that had undergone a peer-review process and covered a variety of topics and perspectives. The use of these databases ensured that the literature review covered diverse and comprehensive academic sources, both in terms of basic theory and the latest developments.

This review explores the impact of applying human rights principles in immigration services on service quality, with a focus on vulnerable groups in Indonesia. This study examines the theoretical basis of human rights-based services, including equal access, inclusiveness, and social justice in the context of immigration. It also analyzes important themes such as accessibility challenges, service gaps, and the impact of service policies on vulnerable groups, as well as comparing the Indonesian immigration service paradigm with policies in other countries. In addition, this study assesses how immigration policies can strengthen or weaken the quality of services for vulnerable groups, highlighting the potential benefits and weaknesses of Indonesia's immigration policies. This review also discusses innovations in human rights-based immigration services and concludes with recommendations for reforming Indonesia's immigration system and the importance of data-based research for continuous improvement. To achieve these objectives, this paper uses a literature review approach. In explaining several of these discussions, the author uses articles and several books related to human rights-based immigration services, public services for vulnerable groups, and the quality of immigration services.

## ***Literature Review***

### **Public Service**

Public services, according to Law No. 25 of 2009, are a process of activities designed to fulfil service interests in accordance with applicable laws and regulations for every community and citizen. This also includes goods, services, and administrative assistance offered by public service entities. The term “goods” does not refer to goods traded by ordinary individuals, but rather public goods that the government is obliged to provide to the community. Public services play an important role in building public trust in the government, so that good service quality will contribute significantly to increasing public satisfaction and the effectiveness of governance (Engdaw, 2019).

Public services are considered effective if they fulfil various principles such as serving the public interest, ensuring legal certainty, promoting equal rights, balancing rights and obligations, maintaining professionalism, enabling participation, providing equal treatment and avoiding discrimination, ensuring transparency, enabling accountability, providing support for vulnerable communities, and being timely, efficient, and affordable (Fenwick, John and McMillan, 2014). Public services have several characteristics that distinguish them from services provided by the private sector. First, public services are generally non-commercial, where the main objective is to provide social benefits, not to generate profits. Public services must be oriented towards the interests of the community, not profit (Riyanto & Sumarno, 2020). Second, public services must be inclusive, ensuring that everyone in the community can access them, especially those in vulnerable situations such as people with disabilities, the elderly, and low-income individuals. This is in line with the concept of social justice, which is the basis for providing public services.

## **Human Rights-Based Public Services**

Human Rights-Based Public Services (P2HAM) are services provided by technical implementation units within the Ministry of Law and Human Rights that guarantee respect for, protection, fulfilment, enforcement, and promotion of human rights in every process of serving the community. Ministry of Law and Human Rights Regulation No. 25 of 2023 concerning Human Rights-Based Public Services (P2HAM) was prompted by the need to realize more inclusive, fair, and dignified public services for every individual. In practice, there are still many public service units that do not fully pay attention to the needs of vulnerable groups, such as persons with disabilities, the elderly, children, pregnant women, and the poor, resulting in gaps in access and quality of services. Therefore, the Ministry of Law and Human Rights formulated this regulation as an update to the previous Permenkumham in order to strengthen institutional commitment to ensuring the fulfilment, protection, and respect of human rights in every aspect of public services. This Ministry of Law and Human Rights Regulation serves as a normative basis that guides every technical implementation unit, including immigration offices, prisons, and heritage centres, to provide facilities, policies, and service standards that are friendly to vulnerable groups. With this regulation, the government wants to ensure that human rights principles become an integral part of bureaucratic reform and a public service system oriented towards social justice and humanity.

In practice, P2HAM aims to create services that are fair, non-discriminatory, and accessible to all levels of society, including vulnerable groups such as the elderly, children, people with disabilities, pregnant women, and the poor. This concept places human rights as a basic principle in designing policies, procedures, and the provision of public service facilities and infrastructure. Thus, P2HAM is not only an indicator of service quality, but also a tangible manifestation of the state's responsibility to guarantee the rights of citizens comprehensively and fairly. The main principles in human rights-based public services include equality, non-discrimination, transparency, participation, and accountability. The application of these principles aims to ensure that every individual, especially vulnerable groups, can access services fairly and with dignity without experiencing discrimination (John Mamokhere, 2021).

## **Implementation of Human Rights-Based Public Services (P2HAM)**

In order to implement human rights in public services, the Ministry of Law and Human Rights of the Republic of Indonesia has issued Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 27 of 2018 concerning Human Rights-Based Public Service Awards. This is based on the provision of public services in the field of law and human rights guided by the principles of human rights. Human rights became an important topic after World War II and during the formation of the United Nations (UN) in 1945. The term "human rights" replaced the term "natural rights." This was because the concept of natural law relating to natural rights became controversial. Human rights, understood as natural rights, are a necessity of universal social reality. This effort was successful on December 10, 1948, with the acceptance of the Universal Declaration of Human Rights by the countries that were members of the UN in Paris (Pasaribu and Briando, 2019).

Human rights in the first article of the regulation referred to have the meaning of a set of rights inherent in the nature and existence of human beings as creatures of God Almighty and are His gifts that must be respected, upheld, and protected by the state, the law, the government, and every person for the sake of honor and protection of human dignity. For this reason, in order to improve the quality of services in the work units of the Ministry of Law and Human Rights, the implementation of public services must be oriented towards the decisions and satisfaction of service recipients. Human rights-based public services are activities or a series of activities in fulfilling service needs in accordance with laws and regulations and human rights principles for every citizen and resident for services and/or administrative services provided by Technical Implementation Units (UPT) within the Indonesian Ministry of Law and

Human Rights. The criteria for human rights-based public services according to the regulation are based on: a. accessibility and availability of facilities; b. availability of on-duty officers; and c. compliance of officials, employees, and implementers with the Service Standards for each service area. Accessibility and Availability of Facilities for Immigration Offices consist of: (1) service announcements; (2) complaint rooms/counters/boxes/complaint telephone numbers; (3) toilets for persons with disabilities; (4) guiding blocks; (5) public service information; (6) lactation/breastfeeding rooms; (7) children's playroom; (8) signs for vulnerable groups; (9) assistive devices for vulnerable groups; (10) ramps; (11) special counters/services for the elderly, children, pregnant women, and persons with disabilities; (12) place of worship; and (13) information center. In addition, there must also be officers on standby to serve vulnerable groups and persons with disabilities, as well as compliance by officials, employees, and implementers with the established SOPs, such as service queues, passport issuance and renewal processes (Pasaribu and Briando, 2019).

In order to realize human rights-based immigration public services, human resources are the main benchmark for successful implementation. Therefore, immigration officials must have core values that can inject spirit into their performance. The Ministry of Law and Human Rights has proclaimed a mental revolution movement entitled “AYO KERJA, KAMI PASTI” (LET'S WORK, WE CAN DO IT), which is expected to become the “spirit” of the apparatus in their actions and work. The PASTI slogan itself has developed into the Values of the Indonesian Ministry of Law and Human Rights, which guide the achievement of its vision and mission and the realization of its goals and objectives, as well as serving as a guideline for all personnel of the Ministry of Law and Human Rights. These values are expected to support and guide the duties and responsibilities of the apparatus (Pasaribu and Briando, 2019).

Building a high-quality service based on human rights is not an easy task, as there will be several challenges and obstacles that must be addressed positively for the further development of the service. These challenges and obstacles are natural given the many components that support public services. In the Book on the Development of Public Service Standards for State Administrative Institutions, it is stated that one of the fundamental challenges and obstacles in public services is service personnel. Service officers are the frontline personnel who deal directly with the public. That is why, as frontline personnel, they must be professional in how they provide the best possible service to the public. Service officers are one of the benchmarks for the extent of the quality of public services provided by the government. According to the Indonesian Ministry of Law and Human Rights, “Strategic Plan of the Ministry of Law and Human Rights 2015-2019,” 2015. Zeithmal et al, Service Quality can be measured from 5 dimensions, namely: Tangible, Reliability, Responsiveness, Assurance, and Empathy.

For the Tangible dimension, there are several indicators, namely: first, the appearance of officers/staff in serving customers; second, the comfort of the service location; third, the ease of the service process; fourth, the discipline of officers/staff in providing services; fifth, the ease of customer access in requesting services; and sixth, the use of tools in providing services. The Reliability dimension consists of several indicators, namely: first, the accuracy of staff/officials in serving customers; second, having clear service standards; and third, the ability and expertise of staff/officials in using tools in the service process.

For the Responsiveness dimension, the first indicator is responding to every customer/applicant who wants to receive service, the second is that officers/staff provide service quickly, accurately, and carefully, and the third is that officers/staff respond to all complaints from customers. For the Assurance dimension, the first indicator is that officers/staff provide timely assurance in their service, the second is that officers provide clear certainty regarding costs in their service, and the third is that officers provide legality in their service. For the Empathy dimension, the first indicator is prioritizing the interests of applicants/customers, the second is staff serving with a friendly and polite attitude, the third is staff

serving without discrimination, and the fourth is staff serving and respecting every customer (Pasaribu and Briando, 2019).

### **The Impact of Human Rights-Based Services on the Quality of Immigration Services**

Priority passport services are a tangible form of public service in the field of immigration that is essential for vulnerable groups, including persons with disabilities, the elderly, pregnant women, nursing mothers, and children, in order to ensure ease and convenience in processing travel documents. This obligation is carried out by all technical implementation units, such as the Class I Immigration Checkpoint Office in Bandar Lampung and the Class I Non-Checkpoint Immigration Office in Central Jakarta, which are responsible for ensuring fairness and equality of service in accordance with regulatory mandates, including Permenkumham Number 25 of 2023 concerning Human Rights-Based Public Services (P2HAM). The Immigration Office is a government agency tasked with managing immigration administration and has the responsibility to ensure that all members of the community, including vulnerable groups, receive fair and equal services.

However, the reality on the ground shows that the provision of facilities and infrastructure to support priority passport services for vulnerable groups often faces various obstacles. These obstacles can affect the quality of services provided, resulting in vulnerable groups not receiving services that meet their needs. Therefore, it is important to identify and understand these obstacles in order to find effective solutions to improve the quality of priority passport services at the Class I Immigration Checkpoint Office in Bandar Lampung and the Class I Non-Immigration Office in Central Jakarta.

According to the management functions described by George R. Terry in Rohman (2017), there are several management functions, commonly known by the acronym POAC, namely planning, organizing, actuating, and controlling. In the planning function, the two immigration offices face different fundamental challenges. The Bandar Lampung Immigration Office is constrained by budget limitations, where the diverse needs of the office have led to delays in the procurement of special facilities for vulnerable groups. In contrast, at the Central Jakarta Immigration Office, planning obstacles are more focused on suboptimal spatial planning, characterized by the location of supporting facilities such as nursing rooms and children's playrooms on different floors from the priority counters, thereby reducing the efficiency of the service flow for applicants. Turning to the organizing function, the problem at the Bandar Lampung Immigration Office revolves around the lack of coordination between the schedules of the leadership and staff, which hinders team coordination. Meanwhile, at the Central Jakarta Immigration Office, organizational challenges lie in the competency gap among officers due to a lack of ongoing training in inclusive communication (such as sign language) and suboptimal cross-section coordination to handle applicants' needs in an integrated manner.

At the actuating or implementation stage, the implementation of services at both locations still encountered gaps between standards and practices. At the Bandar Lampung Immigration Office, implementation was hampered by incomplete physical facilities such as Braille signs, stickers marking wheelchair waiting areas, and guiding blocks in the building. Similarly, but not identically, implementation at the Central Jakarta Immigration Office is hampered by the lack of visual information accessibility (signage) at the entrance, which confuses applicants, as well as technical constraints on biometric devices and a lack of privacy in the interview room. Finally, in terms of controlling or supervision, the Bandar Lampung Immigration Office faces challenges of tentative and reactive maintenance, while the Central Jakarta Immigration Office faces an evaluation mechanism that is not yet fully structured, especially in monitoring the details of accessibility needs that are not covered by the large capital expenditure budget.

To overcome these obstacles and improve the quality of priority passport services, both agencies implemented relevant improvement strategies. In terms of planning, the Bandar Lampung Immigration

Office sought structured procurement through a two-year RKBMN, while the Central Jakarta Immigration Office designed a layout redesign to make the facilities more integrated and peaceful. In terms of organization, Bandar Lampung implements routine scheduling and division of tasks according to competencies, while Central Jakarta focuses on increasing staff capacity and strengthening cross-section coordination. In the implementation stage, Bandar Lampung uses the RKAKL post-tour mechanism and Google forms to identify needs, while the Central Jakarta Immigration Office emphasizes a Humanistic and Flexible Approach, such as physical assistance for the elderly and the use of entertainment media for toddlers. These efforts are then monitored through a supervisory function that is responsive to public complaints in both offices, reflecting a strong commitment to realizing inclusive and high-quality public services.

### **Conclusion**

Public services in the immigration sector are now required to focus not only on administrative efficiency, but also on fulfilling human rights principles, especially for vulnerable groups such as the elderly, people with disabilities, pregnant women, and children. Based on national regulations such as Law No. 25 of 2009 and Minister of Law and Human Rights Regulation No. 25 of 2023 concerning Human Rights-Based Public Services (P2HAM), as well as international instruments, the government is obliged to provide inclusive, fair, and non-discriminatory services. However, the reality on the ground shows that the implementation of priority passport services still faces a gap between regulations and practice, which risks exacerbating social injustice for vulnerable groups.

Through comparative analysis using the POAC (Planning, Organizing, Actuating, Controlling) management framework at the Class I Checkpoint Immigration Office in Bandar Lampung and the Class I Non-Checkpoint Immigration Office in Central Jakarta, it was found that the main challenges include budget constraints, suboptimal spatial planning, a lack of competence among officers in inclusive communication, and physical and visual infrastructure barriers. Nevertheless, both agencies have shown significant improvement efforts. The Bandar Lampung Immigration Office focuses on structured procurement and better coordination scheduling, while the Central Jakarta Immigration Office emphasizes layout redesign, staff capacity building, and the implementation of a humanistic and flexible service approach.

The application of human rights principles in immigration services has proven to have a direct impact on service quality. Although structural and operational obstacles remain, a commitment to continuous improvement through careful planning, effective resource organization, responsive implementation, and strict oversight is key to realizing immigration services that are truly inclusive, fair, and dignified for all segments of society.

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