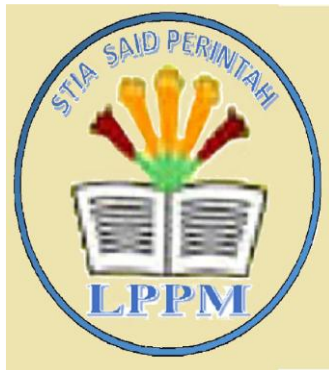

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Analysis of the Zero Rupiah Passport Policy in Supporting Passport Issuance for Prospective Indonesian Migrant Workers

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Abstract

This study examines the Zero Rupiah Passport Policy as a form of state intervention designed to support the protection and fulfillment of Indonesian migrant worker candidates' administrative rights, especially in the passport issuance process. Employing a qualitative-descriptive method through literature review of policy documents, regulations, and prior studies, the research identifies how the policy reduces financial barriers while signaling the government's commitment to strengthening migration governance. Nevertheless, challenges persist, including limited dissemination, unequal institutional readiness, and disparities in regional implementation. The study contributes theoretically by mapping the policy framework through its stages of formulation, implementation, and impact, while recommending further evaluative and field-based research. In doing so, it enriches academic discourse on inclusive and equitable public service and migration policies.

Keywords ; Public Policy, Zero-Rupiah Passport, Indonesian Migrant Workers, Public Service

Introduction

Indonesian migrant workers are one of the important pillars of the national economy, both through the contribution of foreign exchange and in strengthening Indonesia's position in global employment relations. However, the process of placing Indonesian migrant workers often faces various problems, especially in terms of access to legal documents that are the main requirement for departure, one of which is a passport (Sakina, 2023). The cost of processing a passport is often an additional burden for prospective Indonesian migrant workers, especially those from weak economic groups. This situation often encourages prospective migrant workers to choose non-procedural paths which ultimately increase their vulnerability to exploitation and inhumane treatment in the destination country (Maritza & Andriyus, 2024).

Responding to this issue, the Indonesian government through the Directorate General of Immigration has implemented the zero rupiah passport policy, a policy that exempts passport issuance fees for certain prospective migrant workers. This policy aims to reduce the initial cost burden that must be borne by prospective Indonesian migrant workers and at the same time encourage them to use legal and procedural departure routes (Hata et al., 2024). Normatively, this policy is part of the state's efforts to protect its citizens working abroad. However, in terms of practice and academic literature, there are still not many studies that specifically discuss this policy comprehensively from a public policy perspective.

The zero rupiah passport policy has a legal basis that is stated in a number of regulations, including the Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 9 of 2020 concerning the Issuance of Ordinary Passports Free of Charge for Prospective Indonesian Migrant Workers, and the Regulation of the Indonesian Migrant Worker Protection Agency Number 9 of 2020 which regulates the implementation of free placement services. These policy documents are the main references in implementing policies in the field.

So far, studies related to the placement of Indonesian migrant workers have mostly discussed aspects of legal protection, the role of employment intermediaries, and social issues faced by Indonesian migrant workers abroad. Meanwhile, the Zero Rupiah Passport policy as an affirmative instrument in expanding legal accessibility of migration documents is still rarely mentioned as the main object of study. This indicates a research gap in the

available literature, especially in the context of policy analysis as part of the national migration governance system. Based on this gap, this study focuses on How effective is the implementation of the Zero Rupiah Passport policy in facilitating the issuance of passports for Prospective Indonesian Migrant Workers, as well as what challenges and opportunities arise from the policy according to the findings of relevant literature.

Based on a comprehensive search in academic databases such as Google Scholar, Garuda, and DOAJ, only one scientific article was found Arianto & Rofii, (2024) that specifically discussed the SE Ditjen Imigrasi 2023. The article focused on passport data falsification, not an evaluation of the effectiveness of the Zero Rupiah Passport policy. In contrast, more than five media sources (ANTARA, Kompas, etc.) only explained the policy narratively, without academic analysis. This indicates a substantial research gap, providing urgency for this study.

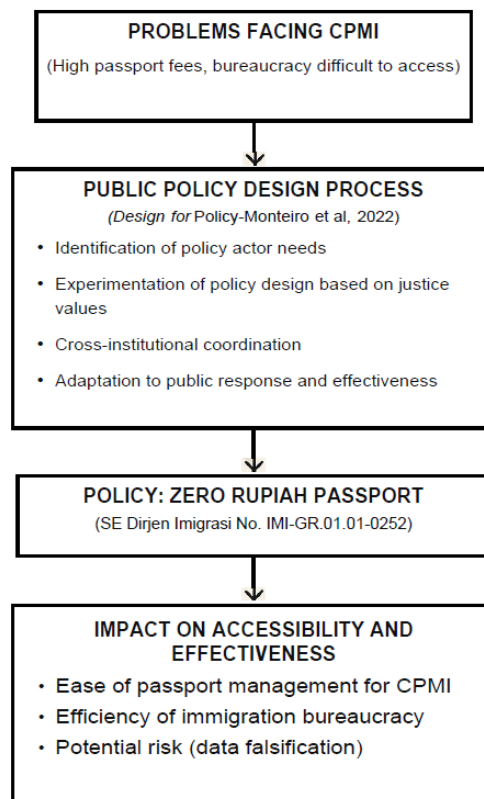
This analysis will include a review of the policy background, legal basis, objectives to be achieved, and its relevance to the agenda of protecting migrant workers in general. With this approach, the study is expected to provide a conceptual contribution in understanding the position and role of the zero rupiah passport policy in the Indonesian migration policy ecosystem. The novelty of this research lies in the focus of the study which specifically examines the zero rupiah passport policy through the integration of regulatory sources, policy documents, and findings of previous studies. Thus, this research not only provides descriptive understanding, but also presents a critical analysis of the effectiveness, relevance, and challenges of policy implementation from the perspective of public policy theory.

Theoretical Framework

This study uses a public policy theoretical framework as the basis for analyzing the zero rupiah passport policy. One of the theories used is design for policy developed by Monteiro et al., (2022), which divides the policy process into five stages: problem formulation, agenda setting, policy formulation, implementation, and evaluation. This study uses the Design for Policy framework as developed by Monteiro et al., (2022), which views policy as the result of a social and institutional design process. This framework was chosen because it is able to explain the dynamics of policy formulation and implementation in a

contextual and participatory manner, which is very relevant to the character of the Zero Rupiah Passport policy as a form of public service innovation for Prospective Indonesian Migrant Workers. Different from conventional policy approaches that tend to be normative and linear, this theory offers a more flexible and integrative view in understanding how a policy is designed to address real problems in the field. In this context, the zero rupiah passport policy can be analyzed starting from the background of its formation which responded to the high administrative costs that were an obstacle for prospective migrant workers, to how the policy was implemented by the Directorate General of Immigration and the Indonesian Migrant Workers Protection Agency.

Conceptual Research Model



Passport Service Fees

Year	Passport Issuance Fee (Regular)	Information
2018	Rp. 355.000,-	Official fees from Immigration There is no specific assistance scheme yet
2019	Rp. 355.000,-	
2020	Rp. 0 (for prospective Indonesian migrant workers according to Permenkumham No. 9/2020)	Applicable to prospective Indonesian migrant workers registered with the Indonesian Migrant Workers Protection Agency

Source; Ministry of Law and Human Rights

The theoretical framework of this study is reinforced by the accessibility approach in public services, which emphasizes social justice and equal access to state services, particularly for vulnerable economic groups (Haq & Rosyan, 2024). The zero rupiah passport policy reflects this principle by providing broader access to legal immigration services for prospective Indonesian migrant workers (Puspita, 2024). In this perspective, the role of the state is crucial in removing economic and structural obstacles that limit citizens' ability to access such essential services (Massey, 2020).

In addition, affirmative policy theory is applied to analyze the zero rupiah passport as a targeted policy aimed at lower middle-class prospective migrant workers. It goes beyond eliminating administrative costs by offering positive special treatment to ensure substantive equality in accessing rights and services (Alshaikh, 2023). Strategically, this policy serves as a preventive measure against non-procedural migration, aligning with the 2020–2024 RPJMN priorities on migrant protection and legal migration governance. By removing cost barriers, the state not only facilitates safer migration pathways but also strengthens remittances as a vital source of national foreign exchange. Thus, the policy represents both a social protection mechanism and an economic strategy to improve Indonesia's overall labor migration system.

Method

The study applies a descriptive qualitative method with a literature review design to examine the Zero Rupiah Passport policy. Data are drawn from primary sources such as official regulations and government documents, as well as secondary sources including journals, research reports, and credible media, selected systematically with clear inclusion and exclusion criteria. To ensure validity, only academically credible and verifiable materials

published between 2018 and 2025 are used. Thematic content analysis guides the process, allowing identification of core themes related to the policy's normative basis, objectives, implementation, and challenges.

Data analysis involves several stages: reducing and selecting relevant information, categorizing it based on policy aspects, conducting critical analysis using public policy and social justice theories, and drawing final conclusions. Documentation studies and triangulation techniques strengthen validity by cross-checking information from different authoritative sources. Through this structured approach, the research aims to provide a reliable and academically accountable synthesis that captures both the strengths and limitations of the Zero Rupiah Passport policy.

Discussion

Overview of the Zero Rupiah Passport Policy

The zero rupiah passport policy is an affirmative policy issued by the Indonesian government through the Regulation of the Minister of Law and Human Rights Number 9 of 2020 concerning the Issuance of Ordinary Passports Free of Charge for Prospective Indonesian Migrant Workers. The zero rupiah passport policy is motivated by the state's need to increase protection for prospective Indonesian migrant workers, especially those from economically disadvantaged groups. The main objective of this policy is to provide accessibility in issuing passports as the main document for working abroad without burdening Indonesian migrant workers with costs. The target of this policy is Indonesian migrant workers who have gone through the official selection and briefing stages through the Indonesian Migrant Workers Protection Agency and are legally registered in the overseas work placement scheme. This policy is also in line with the mandate of Law Number 18 of 2017 concerning the Protection of Indonesian Migrant Workers, especially in the article that emphasizes the state's obligation to provide comprehensive protection before, during, and after working abroad.

Before the implementation of the Zero Rupiah Passport policy, Indonesian Migrant Worker Candidates (CPMI) faced structural and economic barriers in obtaining passports, including high fees ranging from IDR 350,000 to IDR 650,000, not including transportation and accommodation costs, as well as geographical access and limited procedural knowledge.

These conditions opened opportunities for brokering practices and dependence on third parties, often resulting in non-procedural migration. Migrant CARE, (2022) reported that around 30% of non-procedural migrants experienced difficulties in accessing legal immigration documents. In this context, the Zero Rupiah Passport policy was introduced as a response to systemic obstacles, carrying both protective and affirmative dimensions to encourage legal and safe migration while improving the bargaining position of migrant workers.

Theoretically, the policy reflects the principle of equity in public services, as emphasized in the theory of affirmative social services, which prioritizes vulnerable groups in gaining equal access (Nugroho, 2016). Its main objective is to eliminate cost barriers in processing immigration documents, particularly passports, which have been one of the main obstacles for CPMI, especially those from underdeveloped and economically weak areas (Indonesian Migrant Workers Protection Agency, 2020). In addition, the policy aims to prevent non-procedural migration practices triggered by high initial costs. However, despite its normative design as an affirmative measure, literature findings indicate persistent challenges in implementation, including minimal socialization at the regional level, unequal institutional capacity, risks of data misuse, and weak monitoring and evaluation systems. These conditions raise doubts about its long-term effectiveness, highlighting the need to reformulate implementation strategies and strengthen accountability mechanisms.

A comparative perspective further shows the limitations of Indonesia's approach. In the Philippines, the government, through the Philippine Overseas Employment Administration (POEA) and the Department of Migrant Workers (DMW), provides administrative subsidies for migrant workers, including travel document costs, along with a single-window service that integrates passport issuance, training, and legal protection in a systematic manner. Bangladesh, meanwhile, has developed an inclusive financing scheme through Probashi Kallyan Bank, offering soft loans to migrant workers to cover initial migration costs, including passports. By contrast, Indonesia's Zero Rupiah Passport policy focuses solely on eliminating passport fees without comprehensive integration into financing, insurance, or protection systems. This comparison indicates that while Indonesia has taken an affirmative step, its policy requires institutional strengthening, cross-sectoral

integration, and continuity to achieve a level comparable with more holistic migrant protection systems in other countries.

Analysis of Policy Goals and Targets

The zero rupiah passport policy is intended to eliminate the burden of administrative costs for passport processing for prospective Indonesian Migrant Workers, especially those from vulnerable economic groups. The target of this policy is in line with the equity-based policy approach, which emphasizes the need for equal access to public services through a differential costing mechanism (Lee, 2021). In this context, the state is not only present as a service provider, but also as a facilitator of social justice.

Conceptually, the zero rupiah passport policy shows the state's commitment to providing convenience for special target groups. According to Monteiro et al., (2022) in public policy theory, affirmative policies like this can be categorized as a form of redistributive policy, where the state allocates resources to support certain community groups. In this context, prospective Indonesian migrant workers are the main target of the policy because they are a group that is vulnerable to exploitation due to limited access to information and state services.

Based on data from the Indonesian Migrant Workers Protection Agency, since this policy was implemented in mid-2020, the number of prospective Indonesian migrant workers accessing the free passport service has increased, although there is no national aggregate data detailing the number of applicants for zero rupiah passports separately. However, from the report of the Makassar Class I TPI Immigration Office, it was recorded that 1,427 prospective Indonesian migrant workers had used this service from 2020 to 2021, indicating a positive response to the program. In a study by Sukmawati et al., (2020), it was stated that high initial departure costs were the dominant factor causing prospective Indonesian migrant workers to choose non-procedural routes. With the Zero Rupiah Passport policy, cost barriers are lower, so the potential for illegal migration can be reduced. This shows that this policy is not only administrative, but also has an important role in the national strategy for preventing non-procedural migration. From the perspective of the New Public Service Theory developed by Denhardt & Denhardt, (2015), this policy reflects the paradigm of the state as a public servant that focuses on the interests of the community, not just administrative efficiency. In this framework, the provision of free passport services

for vulnerable groups is a concrete form of public service commitment based on community values and needs.

Policy Implementation

The implementation of the zero rupiah passport policy is highly dependent on coordination between institutions, namely the Directorate General of Immigration, the Indonesian Migrant Workers Protection Agency, and the Regional Manpower Office. Based on the report of the Indonesian Migrant Workers Protection Agency, the implementation of the policy has been running in several main provinces sending migrant workers, such as East Java, West Nusa Tenggara, and East Nusa Tenggara, using a referral system and recommendation letters from the Indonesian Migrant Workers Protection Agency as the basis for processing free passports. Based on a literature study by Salsabila et al., (2023), it was found that the effectiveness of policy implementation is highly dependent on the understanding of officers in the regions, as well as an accurate data verification system.

In its implementation, the zero rupiah passport policy is implemented through synergy between the Directorate General of Immigration, the Indonesian Migrant Workers Protection Agency, and the Manpower and Transmigration Office in the regions (Wahyuni et al., 2022). Prospective Indonesian migrant workers who wish to take advantage of this policy must be officially registered in the Indonesian Migrant Workers Protection Agency system and have followed the training and placement selection mechanisms (Rahmanto, 2020). Documents and cover letters from the Indonesian Migrant Workers Protection Agency are the basis for the Immigration Office to process passports free of charge. However, a number of studies and media reports have revealed challenges in implementation. A study by Sari, (2018) shows that there are still many prospective migrant workers in the regions who are not aware of the existence of this program due to the lack of socialization from related agencies. In addition, limited coordination between implementing agencies also has an impact on complicated procedures and long waiting times in some areas.

However, research by Aryono et al., (2023) shows that in many regions, policy implementation is still limited and the procedures are poorly understood by the public. The absence of an integrated information system causes the verification process for prospective Indonesian migrant workers by the Indonesian Migrant Workers Protection Agency and Immigration to be long and inefficient. As a result, prospective Indonesian migrant workers

often face delays in passport issuance, even canceling their intention to leave legally. From the perspective of the theory of policy implementation by Castles et al., (2014), effective policy implementation requires consistency between the content of the policy and the capacity of its implementers. Factors such as resources (human resources, technology), communication between actors, and the characteristics of the implementing organization are very important in determining success. When policies are not followed by the fulfillment of resources or training of officers in the regions, the effectiveness of implementation becomes low, even though the policy design is inclusive (Zittoun, 2014).

Challenges in implementing the Zero Rupiah Passport policy have indeed been identified, such as minimal socialization, disparities in implementation between regions, and potential data misuse. However, to deepen the analysis, it is important to trace the underlying causes of these challenges. First, institutional fragmentation is one of the roots of the problem. This policy involves coordination between the Directorate General of Immigration, BP2MI, and the Ministry of Manpower, but there is no solid coordinating mechanism to unify cross-sector implementation. This causes inconsistency in implementation in the field, because each agency carries out functions based on sectoral authority that is not always integrated.

Second, there is a gap in administrative and technical capacity in the regions. Immigration offices in areas that are the main pockets of migration often lack resources, both in terms of personnel, digital infrastructure, and technical training related to this new policy. As a result, policy implementation is not uniform and is prone to delays or procedural deviations.

Third, the lack of integrated data between the migration system and the immigration system is also an inhibiting factor. The lack of integration of CPPI data between BP2MI and the Directorate General of Immigration complicates the verification and validation process for free passport applicants, and opens up opportunities for data manipulation by certain parties. Finally, political and budgetary aspects also need to be considered. Although affirmative, this policy is not fully supported by sustainable budget allocations and binding derivative regulations at the operational level. This creates uncertainty in implementation, especially if there is a change in leadership or national policy priorities.

Actor and Institutional Analysis

The zero rupiah passport policy, although progressive, faces several serious challenges, including minimal socialization and public literacy. A study by Edwinarta et al., (2022) shows that most prospective Indonesian migrant workers are not yet aware of the Zero Rupiah Passport policy, even in areas with high migration rates. This reinforces the importance of a community-based approach in disseminating information. Then there is the lack of data integration between institutions. The lack of integration between data from the Indonesian Migrant Workers Protection Agency and the immigration system makes the process manual and error-prone (Virgiawan & Istiyani, 2023). This is contrary to the principles of good governance which prioritize efficiency and transparency. Based on the findings of the study by Afifa et al., (2024), the success of policy implementation is greatly influenced by the functioning of institutional coordination, especially in data integration and clarity of procedures between agencies. However, Chaharani, (2020) added that in practice, there is often an overlap in authority between the regional Indonesian Migrant Workers Protection Agency and the Manpower Office regarding the provision of recommendations, thus slowing down the passport issuance process.

The next challenge is related to the gap in access to technology and infrastructure. Several regions, especially the 3T (frontier, outermost, and disadvantaged) areas, have difficulty accessing the immigration information system and digital services of the Indonesian Migrant Workers Protection Agency (Purnomo, 2014). In this context, the policy is not yet fully inclusive geographically and digitally. Strong institutions require clear operational standards and digital-based information systems that can be accessed across institutions. This is important to speed up the verification process and reduce the potential for data duplication or maladministration. The last challenge is the stigma and preference for non-procedural routes. Some prospective Indonesian migrant workers consider the procedural route to be too long and confusing. This indicates cultural resistance to the state's formal approach.

To strengthen the institutional analysis in the implementation of the Rupiah Zero Passport policy, a stakeholder mapping approach through the power-interest grid model can be used to identify key actors along with their roles and influences. Actors with high power and interests such as the Directorate General of Immigration, BP2MI, and the Ministry of

Manpower are in a strategic position to set the direction and operationalization of the policy, but weak coordination between institutions often triggers fragmentation of implementation. On the other hand, local governments and local immigration offices have high interests but low power, so they often experience obstacles in accessing adequate resources or technical instructions. The problem of overlapping authority has not been fully analyzed through a governance approach or decentralization theory, even though these concepts are important for understanding how the distribution of power and autonomy between levels of government affects policy effectiveness. By applying a more holistic governance perspective, the analysis can clarify the need for cross-institutional coordination mechanisms and strengthening the capacity of local institutions in implementing affirmative policies such as the Rupiah Zero Passport.

In the context of the implementation of the Zero Rupiah Passport policy, cultural resistance to state services cannot be understood solely as a form of public ignorance of administrative procedures. Rather, this resistance reflects the historical experience of the target group, in this case Prospective Indonesian Migrant Workers, towards public bureaucracy that tends to be complex, inconsistent, and has minimal transparency. A study conducted by Migrant CARE, (2022) in three migrant pocket areas (East Lombok, Ponorogo, and Dompu) showed that more than 47% of CPMI respondents stated that they chose to use the services of third parties or brokers in processing passports due to unclear procedural information and bad experiences in previous services. This finding indicates that policies aimed at facilitating access can actually give rise to distrust if they are not accompanied by service reforms that address the root of bureaucratic problems. Furthermore, Lipsky's, (1980) street-level bureaucracy approach provides a theoretical basis for understanding how lower-level bureaucratic actors, such as local immigration officers, play an important role in shaping public perceptions of the success or failure of policies. A qualitative study by LIPI, (2021) noted that there were differences in the implementation of the free passport policy among regional immigration offices, where some regions still applied additional administrative requirements or did not provide adequate information. This condition not only increases the space for local interpretation of the policy but also strengthens social and cultural resistance to state services. Therefore, in order for the Zero Rupiah Passport policy to be substantially accepted by the community, an implementation strategy is needed that

is more adaptive to the local social context, including training of public service officers, simplifying information, and monitoring and evaluation based on feedback from the main target groups.

Social, Economic and Political Context Analysis

The Zero Rupiah Passport Policy can be analyzed more systematically through the Policy Cycle Model approach, which includes five main stages: problem identification, policy formulation, adoption, implementation, and evaluation. Based on a literature study, this policy has gone through the stages of formulation and adoption adequately, marked by regulatory support from the Ministry of Law and Human Rights and the involvement of technical institutions such as BP2MI. However, real challenges arise at the implementation stage, especially related to capacity gaps between regions, minimal socialization, and the absence of a structured and sustainable policy evaluation mechanism. To deepen the analysis on the aspect of policy distribution justice, the Equity-Focused Governance Framework (OECD, 2021) is used, where this policy can be categorized as a form of redistributive justice, because it explicitly allocates state resources to vulnerable groups, namely Prospective Indonesian Migrant Workers. However, this approach also reveals that the policy has not fully met the dimensions of procedural equity and recognitional equity. The involvement of CPMI in the process of socialization, data updating, and access to immigration services is still limited and not participatory, thus creating a gap between policy design and implementation reality. Therefore, to maintain consistency of analysis, this paper combines the Policy Cycle Model as a framework of policy stages and Equity-Focused Governance as a tool for evaluating the substance and impact of social justice of the policy. The combination of these two frameworks provides a more focused evaluation direction, not merely approving or rejecting the policy, but rather critically assessing which aspects of the policy have worked effectively and which parts still need further strengthening.

Within the framework of public value theory (Czaika & De Haas, 2013), the success of this policy is not only measured in terms of budget efficiency or administrative output, but also in achieving public values such as justice, protection, and ease of access. This policy creates public value when it is able to reduce the burden of costs, increase procedural literacy, and encourage safe and legal migration. Socially, the zero rupiah passport has a positive impact because it helps poor and marginalized groups access official migration

documents. This program strengthens the narrative of safe and legal migration amidst the negative stigma against Indonesian migrant workers. In areas such as East Lombok, Indramayu, and East Flores which are known as migrant pockets, this policy is a form of concrete government support for the economic aspirations of the community (BP2MI, 2023).

Economically, the exemption from passport fees of up to IDR 350,000 is an incentive for prospective workers who are often constrained by initial departure costs. This reduces the burden of loans that are generally charged by brokers or illegal sponsors (Rahmanto, 2020). Thus, this policy also helps prevent non-procedural migration practices that are vulnerable to exploitation. Politically, this program reflects the state's commitment to protecting citizens, especially workers who contribute foreign exchange through remittances. This is in line with the government's commitment in the 2020–2024 National Medium-Term Development Plan which places the protection of migrant workers as one of the national priority agendas.

The analysis of the Rupiah Zero Passport policy in this study still tends to be normative because it is mostly based on assumptions about the ideal objectives of the policy without sufficient empirical data support related to the social and political responses that emerge in society. In practice, there is no measurable data or surveys that show how Prospective Indonesian Migrant Workers, the general public, or local actors respond to the implementation of this policy. In fact, social responses to public policies are very important for assessing the effectiveness and legitimacy of the policy itself (Dunn, 2018). In addition, the absence of systematic documentation of complaints, administrative obstacles, or successful implementation in certain areas makes the evaluation of this policy not entirely evidence-based. The addition of quantitative and qualitative data such as BP2MI monitoring reports, interviews with local immigration officers, or CPMI testimonies would be very helpful in strengthening the argument and clarifying the real impact of the policy.

Furthermore, this study also needs to expand reflection on the political dimensions of the policy, especially how the Rupiah Zero Passport policy is positioned in the broader national agenda, both economically and electorally. For example, this policy was introduced ahead of the 2024 political year, which temporally raises the suspicion that this program is not solely oriented towards public services, but also functions as an electoral instrument to improve the government's image as a protector of migrant workers. This is in line with the

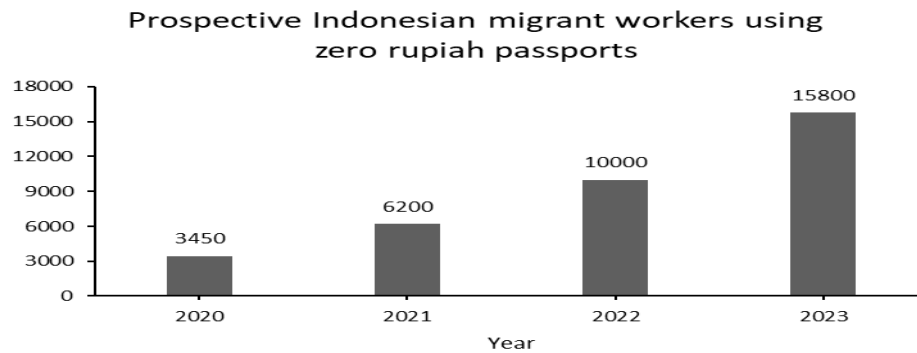
view of Grindle and Thomas, (1991) that many public policies in developing countries are driven not only by technocratic needs, but also by political considerations and electoral appeal. On the other hand, from an economic perspective, this policy can also be seen as part of the government's strategy in maintaining the contribution of migrant workers' remittances to the national economy, which in 2022 was recorded at IDR 127 trillion (BNP2TKI, 2023). Therefore, the analysis of this policy needs to consider more explicitly the political-economic motivations behind its formulation and implementation, so as not to get caught up in a mere normative narrative.

Impact Analysis and Policy Alternatives

Based on the results of the literature review, there are several recommendations to improve policy effectiveness. The use of digitalization of a national integrated system needs to develop an integrated system between the Indonesian Migrant Workers Protection Agency, Immigration, and the Manpower and Transmigration Service through a real-time and user-friendly national digital platform, as recommended by UN ESCAP, (2022) in a study on the digital transformation of migration services. Recommendations for legal literacy programs and affirmative socialization from the government.

It is necessary to involve local non-governmental organizations, religious leaders, and village officials to disseminate information about the rights of prospective Indonesian migrant workers and affirmative policy facilities. Increasing the capacity of regional services in human resource training. Simplifying operational standards for services and improving facilities for the Immigration Office and the Indonesian Migrant Workers Protection Agency in pockets of Indonesian migrant workers. There are also government activities related to periodic monitoring and evaluation that are sustainable and participatory, for example through satisfaction surveys and annual cross-sector reporting. The final recommendation is related to the involvement of the private sector, educational institutions, and the Indonesian diaspora in supporting literacy and procedural migration policy training.

The impact of the zero rupiah passport policy is quite significant in increasing the number of passports issued legally. Based on data from the Indonesian Migrant Workers Protection Agency quoted from the 2023 Program Achievement Report, there was an increase from 3,450 passports in 2020 to 15,800 in 2023. The following graph shows the increasing trend:



Source; BP2MI, (2023)

However, not all regions have equal access to these facilities. Therefore, alternative policies that can be developed include involving village governments in registering prospective Indonesian migrant workers to ensure that initial information is delivered directly and accurately. Then digitizing the free passport application service integrated with the Immigration Management Information System and the Indonesian Migrant Workers Protection Agency portal. Civil society organization empowerment activities are also very important in facilitating the administrative process for prospective Indonesian migrant workers. According to Puspita, (2024), digitization and integration of community-based services can increase the effectiveness of migration protection programs through citizen-based participation models.

One approach that can be used to address this is cost-benefit analysis or risk assessment, which is able to measure the ratio of benefits to policy burdens more objectively (Boardman et al., 2018). For example, eliminating passport fees may reduce the burden on CPMI, but does the transfer of these costs to the APBN have a significant fiscal impact? Is there a risk of budget leakage or moral hazard in its implementation? By applying this approach, policy recommendations will be sharper and more realistic, and can be the basis for decision makers in developing more measurable and impactful intervention strategies.

Conclusion

The Rupiah Zero Passport Policy is an affirmative step that normatively aims to increase accessibility for Prospective Indonesian Migrant Workers, especially those from vulnerable economic groups. However, critical reflection on long-term sustainability shows that this policy still faces serious challenges in terms of fiscal resilience, institutional

effectiveness, and potential administrative distortions. Without a sustainable financing scheme or strong cross-sectoral regulatory support, there is a risk that this policy is only temporary and vulnerable to political dynamics and fiscal pressures. On the other hand, this policy also has a number of unintended consequences, such as increasing the burden of immigration services, misuse of facilities by non-CPMI parties, and the possibility of brokering practices in a system that is not yet fully transparent. If not anticipated through strengthening the data-based verification, monitoring, and evaluation system, this policy risks producing negative impacts that are counterproductive to its initial objectives. Therefore, the Rupiah Zero Passport policy needs to be reviewed and refined periodically by considering aspects of fiscal sustainability, institutional capacity, and risk mitigation mechanisms, so that it remains relevant, inclusive, and effective in the long term.

Recommendations

To increase the effectiveness of the recommendations, the Zero Rupiah Passport policy should be directed towards implementation based on a pilot project in key migrant pockets such as West Nusa Tenggara, East Java, and South Sulawesi to test its effectiveness and identify technical challenges at the local level before being expanded nationally. The use of more specific policy instruments, such as the integration of information systems between BP2MI and the Directorate General of Immigration and the provision of one-stop services in the regions, also needs to be considered to reduce administrative fragmentation. In addition, it is necessary to explicitly convey the limitations of this study which only relies on secondary data, so it has the potential to contain source selection bias and does not fully represent the dynamics in the field. Therefore, the direction of future research needs to focus on empirical studies based on primary data such as in-depth interviews with CPMI, service satisfaction surveys, or quantitative analysis of the effectiveness of policy implementation to produce recommendations that are more contextual, measurable, and operationalizable.

Limitations and Suggestions for Future Research

This study has several limitations, including only using a literature study approach without collecting primary data from policy actors or prospective Indonesian migrant workers, so it has not captured the dynamics of policy implementation empirically. In

addition, limitations in presenting quantitative data mean that the analysis has not been able to concretely show changes in the number of passport issuances before and after the zero rupiah passport policy was implemented. The study is also still limited to the national level and has not explored differences in implementation in various regions. Therefore, future research is recommended to use a mixed approach, involving field interviews with relevant stakeholders, and conducting a more in-depth evaluation of the effectiveness of the policy, both in terms of public services, cost efficiency, and the impact on the accessibility of migration documents for prospective Indonesian migrant workers.

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