

## **Analysis of the Indonesia Raya National Anthem Playing Policy at the Class I Non-TPI Immigration Office of Bogor**

**Stephanie Arimitry Hutapea\*, Palupi Lindiasari Samputra**

Universitas Indonesia, Indonesia

Email: stephaniearimitry@gmail.com\*, palupi.ls@ui.ac.id

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**ABSTRACT**

This study analyzed the policy of playing the Indonesia Raya national anthem at 10:00 a.m. at the Class I Non-TPI Immigration Office of Bogor and its impact on public service delivery and the psychological conditions of civil servants (Aparatur Sipil Negara [ASN]). Conducted from April to June 2025, this study employed a descriptive qualitative approach with a retrospective analysis design. Data were collected through semi-structured in-depth interviews, participatory observation, and policy document reviews involving twelve informants, including service-implementing civil servants, structural officials, and service users. Data were analyzed using the Miles and Huberman interactive model and interpreted through the perspective of resilience theory. The findings indicated that playing the anthem at 10:00 a.m. coincided with active service hours, resulting in distractions to concentration, disruptions to work routines, and uncertainty among visitors regarding appropriate conduct. Most informants considered this timing suboptimal and suggested moving the activity to 7:55 a.m., before service hours began, as an alternative that maintained national values without reducing public service effectiveness. This study recommends adaptive policy evaluation that incorporates direct feedback from frontline implementers.

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### **INTRODUCTION**

The playing of the Indonesian national anthem, Indonesia Raya, in public service offices is a symbolic policy motivated by efforts to foster nationalism and strengthen the character and integrity of the state civil apparatus (Aparatur Sipil Negara [ASN]). To instill national values within the bureaucratic environment, the government, through the Circular Letter of the Minister of State Apparatus Empowerment and Bureaucratic Reform (MenPAN-RB) No. B/75/M.SM.00.00/2022, encourages government agencies to routinely play Indonesia Raya at designated times as a form of respect for the national symbol (Birokrasi, 2022). This policy is expected to strengthen the identity of ASN as public servants who are not only professional but also demonstrate strong national integrity (Moleong, 2018).

The implementation of this policy was also carried out at the Class I Non-TPI Immigration Office of Bogor, where Indonesia Raya was played every day at 10:00 WIB in accordance with the Letter of the Secretary General of the Directorate General of Immigration No. IMI.1-UM.04.01-003 dated January 4, 2025. During the anthem playback, employees and visitors were required to stand in an appropriate posture as a form of respect for the national anthem. The primary objective of this policy was to build collective awareness among ASN

regarding the importance of public service to the country and strengthen national identity amid globalization and declining nationalist values in society (Sugiyono, 2019).

However, participatory observations and informal interviews with several civil servants and service officers indicated potential disruptions to public service activities due to the policy implementation, particularly because the anthem playback at 10:00 WIB coincided with active service hours when officers were conducting passport application interviews, preparing examination reports (Berita Acara Pemeriksaan [BAP]), or handling public complaints. In this situation, the anthem playback created temporary interruptions that could affect work concentration and potentially influence ASN psychological conditions, particularly when officers were managing high-pressure situations or cases requiring full attention (Undang-Undang Republik Indonesia Nomor 24 Tahun 2009 Tentang Bendera, Bahasa, Dan Lambang Negara Serta Lagu Kebangsaan, 2009).

Through the perspective of resilience theory, this issue can be understood as part of the dynamic relationship between civil servants and institutional policies. Resilient civil servants are expected not only to withstand work pressures but also to adapt to organizational changes and policies. However, when a policy creates additional pressure or contributes to counterproductive work conditions, it requires evaluation and adjustment. Changing the anthem playback time to 7:55 WIB, before service hours begin, may provide an alternative that preserves the symbolic value of nationalism while respecting ASN work dynamics and service user comfort (Anderson, 2017; Boin & Lodge, 2013; Brewer & Sebby, 2021).

Based on this background, this study addressed two main research questions: What was the impact of implementing the Indonesia Raya anthem playback policy at 10:00 WIB on public service effectiveness and the psychological conditions of ASN at the Class I Non-TPI Immigration Office of Bogor? What alternative implementation time could be recommended to maintain national values without compromising public service effectiveness?

Based on these research questions, this study aimed to analyze the impact of the Indonesia Raya anthem playback policy at 10:00 WIB on public service effectiveness and ASN psychological conditions at the Class I Non-TPI Immigration Office of Bogor. In addition, this study aimed to formulate recommendations for a more adaptive implementation approach while maintaining the symbolic value of nationalism.

This research contributes to public policy studies in Indonesia by applying resilience theory as an evaluative framework for examining symbolic policies within bureaucratic environments, an area that has received limited attention in Indonesian immigration and public service literature. The findings are expected to provide practical input for the Class I Non-TPI Immigration Office of Bogor and other public service institutions in developing more adaptive symbolic policies while considering operational impacts in practice. Furthermore, this research may serve as a basis for future studies in ASN management and public policy evaluation, particularly those examining symbolic policies through cases in direct public service institutions (Creswell & Creswell, 2018; Denhardt & Denhardt, 2015; Dunn, 2018).

### **Symbolic Policies and Nationalism in the Bureaucracy**

Symbolic policy is a form of public policy that aims to convey a message of value and identity to the public, not solely regulating behavior directly. In the context of government bureaucracy, symbolic policies such as the use of uniforms, flag ceremonies, and the playing of the national anthem function as instruments for the formation of ASN character and identity

(Andriani, 2020). research on the playing of the national anthem in the school environment shows that the repetition of national symbols has an internalization effect of national values, especially if it is carried out in the right and consistent context (Osborne, 2010; Parsons, 2017; Patton, 2014).

However, the effectiveness of symbolic policies depends heavily on the context in which they are implemented. When symbols are implemented without considering the working conditions and psychological burden of the implementers, the policy risks creating tension between the values to be instilled and the operational reality on the ground. This is especially relevant in public service agencies with a dense and dynamic work rhythm such as immigration offices (George & Sims, 2007; Masood & Graham, 2020) .

### **Resilience Theory**

The resilience theory developed by (Reivich & Shatté, 2002) emphasizes the ability of individuals to adapt, survive, and bounce back from stress, difficulties, and unexpected changes. In the context of civil servants, self-resilience includes the ability to manage emotions, maintain work concentration, and adapt to new policies without losing performance effectiveness.

(Wibowo, 2021) shows that resilient civil servants are able to face changes in organizational policies more adaptively. However, self-resilience does not mean that ASN must accept all conditions without evaluation. When a policy becomes an additional source of stress that is counterproductive to performance, the perspective of resilience theory actually supports the need to evaluate and adjust the policy to suit the needs of implementers in the field.

### **Public Policy Analysis at the Messo Level**

The problem in this study is at the meso level, which is the level of analysis that focuses on the internal dynamics of the organization, including the interaction between institutional structures, internal policies, and the behavior of its members. At the meso level, policies are evaluated not only in terms of their normative substance, but also in terms of implementation and practical impact on organizational operations (Miles & Huberman, 2014).

The policy of playing the Indonesia Raya song is an internal policy adopted from the central government's circular, with technical arrangements for implementation determined by the institution itself. When implementation is directly intersected with the core activities of public services, this policy is in the middle between the macro (national) and micro (personal) scales, namely organizational governance (meso) which demands a balance between symbolic value and operational efficiency.

### **Previous Research and Research Gaps**

Previous research on national symbols has generally emphasized ideological and normative aspects, but not much has examined the functional and psychological impact in the context of complex work organizations. The research gap appears when the symbolism of the policy is not balanced by an evaluative approach that considers the psychological burden of ASN as policy implementers. This research is here to fill this gap by offering a more pragmatic and adaptive evaluation, as well as alternative recommendations for implementation time at 07.55 WIB.

## **METHODS**

### **Types of Research and Approaches**

This study employed a descriptive qualitative approach to examine the implementation of the Indonesia Raya anthem playback policy at the Class I Non-TPI Immigration Office of Bogor. The study explored the perceptions, experiences, and psychological impacts experienced by ASN regarding the implementation of this symbolic policy. A retrospective analysis was conducted to evaluate the ongoing policy implementation and formulate recommendations for future improvement.

The research was conducted at the Class I Non-TPI Immigration Office of Bogor, a public service unit with a high workload and intensive interaction with service users. The study was carried out from April to June 2025.

### **Data Source**

The source of research data consists of primary data and secondary data. Primary data was obtained through in-depth interviews with civil servants who were directly involved in the service and participatory observation at the service location at 10.00 WIB. Secondary data was obtained from official documents such as the Ministerial Circular Letter PAN-RB No. B/75/M.SM.00.00/2022 and internal documents of the immigration office, including reports on daily activities and documentation of the implementation of morning apples.

### **Participants/Resource Persons**

Resource persons were selected purposively from three groups: (1) five civil servants/employees of the immigration office directly implementing public services; (2) two structural officials, such as the head of the service section and the supervisory officer; and (3) five service users who were present during the national anthem playing. The involvement of the three groups ensures the data reflects a variety of perspectives.

### **Data Collection Techniques**

Data collection was carried out through three main techniques: (1) semi-structured in-depth interviews with implementing ASN, structural officials, and service users; (2) direct participatory observation at the location when the policy is implemented to record employee and visitor responses; and (3) review of legal and policy administrative documents, including circulars and related directives, as a normative basis for evaluating the suitability of implementation with the central directive.

### **Resource Selection Techniques**

The selection of resource persons used a combination of purposive sampling and snowball sampling. Purposive sampling was applied at the initial stage to select resource persons with strategic positions. Snowball sampling is used to expand the data through the initial resource person's recommendations, so that the data obtained is structurally representative as well as informative in substance.

### **Data Analysis Techniques**

Data analysis uses the interactive model of Miles and Huberman (2014) which consists of three stages: data reduction, data presentation, and conclusion drawing and verification. The presentation of data is arranged in the form of narratives and tables to facilitate the identification of patterns and comparisons between groups of Resource Persons. All analyses are linked to the resilience theory framework which emphasizes aspects of adaptation, emotional control, and response to work stress.

## RESULTS AND DISCUSSION

### Summary of Interview Data

Table 1 below summarizes the perception and impact of the policy on each interviewee.

**Table 1.** Summary of Policy Perceptions and Impacts on Resource Persons

| Resource persons | Position                    | Perception of Policy                                                       | Impact on Work                                      |
|------------------|-----------------------------|----------------------------------------------------------------------------|-----------------------------------------------------|
| A                | Counter Clerk               | Pretty good, but the timing is annoying                                    | Divided concentration while serving                 |
| B                | Yanverdoklan Section Office | The meaning of nationalism is strong, but it should be before the ministry | Interrupted during daily evaluation                 |
| C                | Interview Officer           | Improper timing                                                            | Mood disorders during serious processes such as BAP |
| D                | Society                     | Confused when the song is playing                                          | Not knowing to stand or stay seated                 |

### Perception of Resource Persons

Resource person A, a counter officer, supported this policy in terms of symbolic value, but considered the implementation time to be less than ideal because it coincided with service rush hours and queues for passport applicants. When the song is played, the concentration is divided, especially when having to stop the service for a moment to stand perfectly, so that the rhythm of work is disrupted and productivity decreases.

Resource person B, an official in the Yanverdoklan (Travel Document Services and Verification) section, assessed that this policy is important to build the spirit of nationalism, but its implementation in the middle of productive working hours reduces its effectiveness. He suggested that the song be played before the service hours started, for example at 07.55 WIB, when all employees were still in a ready condition and the work atmosphere was not crowded, so that symbolic respect could be carried out in a more solemn and meaningful way.

Resource person C, who was in charge of the passport application interview, highlighted the psychological aspects of this policy. When handling a BAP or interviewing a problematic applicant, the slightest interruption can have a major impact on the thinking and decision-making process. Playing songs in the midst of an atmosphere that demands high concentration is felt to be mentally and emotionally disturbing, reduces work mood, and risks the quality of decision-making.

The response from the service user community, represented by Resource Person D, shows the other side of the problem of policy implementation. The absence of clear instructions on what attitude visitors should take when the song is played causes confusion and discomfort. This shows that policies aimed at educating the value of nationalism have not been fully effective without clear socialization and procedures.

### Perception Survey Results

The interview data was strengthened by a simple perception survey of twelve respondents consisting of civil servants and service users at the Immigration Office. The survey results show that the majority of respondents reject the song playback time at 10.00 WIB. Of the ASN, only two people agreed with the time, while five people said they did not agree because it was considered to interfere with daily performance. Of the people who use the service, only one

person agrees, while the other four consider the time to be inappropriate. These findings reinforce the results of the interviews that the resistance that arises is not to the substance of nationalism, but to the way and time of policy implementation.

### **Participatory Observation**

The results of participatory observation for several working days showed that when the song was played at 10.00 WIB, service activities were temporarily stopped and employees were asked to stand with a perfect attitude. Although normatively it seems orderly, not all employees do it simultaneously, and some seem to be in a hurry or unfocused. Some visitors remain seated or staring at mobile phone screens, showing that awareness of the symbolic meaning of the national anthem has not been fully embedded, both among the public and employees.

### **Discussion: Perspectives of Resilience Theory**

The above findings show that there is a dilemma between the implementation of symbolic policies and the need for efficiency of public services. Employees are faced with a choice between obeying structural orders or providing excellent service to the community. When it comes to stopping service, employees often feel uncomfortable with the applicant being served, creating emotional tension. From the perspective of resilience theory, this condition shows that although civil servants have adaptive capacity, the additional pressure of symbolic policies has the potential to erode their resilience if not followed by adequate organizational support (Yin, 2016).

Resilient employees are ideally able to adjust to work pressures and manage emotions and responses to stress. However, when policies actually increase the psychological burden and reduce work comfort, a re-evaluation of their design and implementation is needed. The spirit of nationalism alone is not enough as a policy basis; The effectiveness of the implementation time and its impact on the daily work of employees also need to be considered. The change in the playing time of the song to 07.55 WIB is considered a more rational compromise solution, because it is outside of service peak hours so as not to disturb the rhythm of work, but still provides a meaningful symbolic respect space.

Thus, the findings of this study show that the policy of playing the Indonesia Raya song at the Bogor Non-TPI Class I Immigration Office should be revised in terms of implementation time. In the future, this evaluation can be used as a foothold to develop guidelines for the implementation of symbolic policies in other public service agencies by paying attention to psychological, social, and operational aspects. Strengthening the resilience capacity of ASN needs to be an integral part of policy implementation, so that ASN is not only required to comply with regulations, but also empowered to become adaptive, resilient, and humane policy implementers.

### **CONCLUSION**

This study concludes that the policy of playing the Indonesia Raya national anthem at 10:00 WIB at the Class I Non-TPI Immigration Office of Bogor may negatively affect public service effectiveness and the psychological conditions of ASN. Most informants perceived that the implementation time had the potential to disrupt work concentration, service routines, and visitor comfort. From the perspective of resilience theory, policies that create additional

pressure or interfere with concentration require evaluation and adjustment to prevent potential impacts on ASN resilience in the long term.

The proposal to shift the anthem playback time to 7:55 WIB was considered more appropriate and strategic because it would take place before service hours begin, allowing more organized participation without disrupting operational activities. An adaptive policy approach based on field input is needed by involving ASN implementers in the evaluation and improvement process, thereby balancing the symbolic value of nationalism with effective public service delivery.

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