

An Integration Scenario of Visa and Residence Permit in Indonesia during Covid-19 Outbreak: A Policy Learning from Australia

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ABSTRACT:

Indonesian visa and residence permits have separated functions, where a visa is an approval to enter, but a residence permit is to stay in Indonesia. Today's Onshore and offshore visa policy is the breakthrough in rolling out an online visa application process to grant an electronic visa that is not integrated with residence permit functions. This study looks into a visa scheme and an integration scenario of visa and residence permit that responds to the Covid-19 outbreak in Indonesia. Using a document analysis and policy learning from the Australian Government, this study proposes the functional integration between the Indonesian visa and residence permits into one single visa provision as the approval mechanism for foreign visitors to enter and stay in Indonesia's territory. This study shows that integration scenario supports the proponent factors such as the current policies, systems, and practicality and simplification, and the public demand for improved public service delivery. Future work also should discuss the post-pandemic visa policy in Indonesia and the integration of other agencies' application systems from the perspective of e-government.

Keywords: Covid-19; Visa Policy; Residence Permit; Onshore Visa; Offshore Visa

HOW TO CITE:

Maulana, D. L., & Arifin, R. (2021). An Integration Scenario of Visa and Residence Permit in Indonesia during Covid-19 Outbreak: A Policy Learning from Australia. *Jurnal Studi Pemerintahan*, 12(3). 282-311

ARTICLE HISTORY:

Received:

May 31, 2021

Revised:

August 23, 2021

Accepted:

September 23, 2021

ABSTRAK:

Visa dan Izin Tinggal di Indonesia memiliki fungsi yang berbeda, bahwa visa merupakan persetujuan untuk masuk dan izin tinggal untuk berada dan berkegiatan di Indonesia. Saat ini, permohonan visa dalam negeri dan luar negeri adalah terobosan terbaru Direktorat Jenderal Imigrasi dalam penerbitan visa secara daring, walaupun masih belum adanya integrasi dengan fungsi izin tinggal. Studi ini mengkaji skema visa di Indonesia dan skenario integrasi antara visa dan izin tinggal dalam merespons pandemi Covid-19 di Indonesia. Melalui dokumen analisis dan pembelajaran kebijakan dari pemerintah Australia, studi ini merancang integrasi antara visa dan izin tinggal menjadi satu kesatuan dalam sebuah visa bagi Orang Asing untuk masuk dan sekaligus berada di Indonesia. Hasil riset ini menunjukkan bahwa integrasi tersebut mendukung faktor-faktor penting seperti kebijakan terbaru, sistem, praktis, simplifikasi, dan tuntutan masyarakat untuk peningkatan kebijakan pelayanan

publik. Riset selanjutnya dapat mengkaji kebijakan visa pasca-pandemi di Indonesia serta integrasi kesisteman antar-instansi terkait dari perspektif pemerintahan elektronik.
Keywords: Covid-19; Kebijakan Visa; Izin Tinggal, Visa Daring

INTRODUCTION

The Indonesian government performs the ‘immigration selective policy’ in which selected foreign visitors who gives benefits and will not endanger the public security that will be allowed to enter then Indonesia’s territory. As roles and functions, the Directorate General of Immigration (DGI) Indonesia is responsible for a public service delivery, law enforcement, national security, and public welfare development support ([Indonesia, 2011](#)). In terms of public service, DGI has an authority to issue a passport and travel documents for Indonesian citizens, and Visa and Residence Permits for foreign visitors. In relation to international and immigration crimes that threaten national security, the immigration law enforcement is conducted through the border security and immigration operations ([Arifin, Nurkumalawati, & Briando, 2019](#)). In addition, the facilitator of public welfare development requires the DGI to support and be in line with the other public policies regarding economic development. From a more general perspective, the Indonesian immigration policy defines and distinguishes Visas and Residence Permits as two different things. The Indonesian Immigration Act No.6 of 2011 defines Visas and Residence Permits, respectively, and it has different functions. Visa is a written information issued by an immigration officer at Indonesian Embassy or Consulates overseas, which contains entry approval for a foreign visitor to travel to the Indonesia’s territory. On the other hand, Residence Permit refers to a permit granted to foreign visitors holding visa and staying in Indonesia for a short-term visit. The Indonesian visa policy is implemented to select and invite visitors by providing different types of visas. Visa on Arrival (VoA) is applied at points of entry upon arrival approved with an entry stamp and a label sticker. Visitor Visa (Single/Multiple Entries) and Temporary

Residence Visa are applied at Indonesian Embassy or Consulates prior to their travel to Indonesia.

All types of Indonesian visas cannot be extended, but visitors enter Indonesia, they must apply for a residence permit and extend them at selected immigration offices ([Handayani & Wahyuningsih, 2020](#)). The difference is clearly described that a visa is to enter Indonesia, and a residence permit is a permit during their stay in Indonesia regardless of their visa types ([Putra & Arifin, 2020](#)). Visitors who hold different types of visas will indicate their further residence permit with a specific period of stay. As a result, the foreign visitor is required to apply for Visa and Residence Permit separately which could be a challenging process for them to stay legally in Indonesia.

Foreign visitors holding a Temporary Residence Visa (Vitas) may be granted a Temporary Residence Permit (Itas) to remain in Indonesian for a limited period and purposes as indicated in their visa. The purposes consist of working, business, investment, research, study, family reunion, dependent, repatriation, and retirement (“Indonesian Immigration Act,” 2011). Once visitors apply for an Itas at immigration offices, they will be required to apply for a Multiple Reentry Permit (MREP) stamp as a permit to leave and reenter Indonesia. Visitors can apply for a Permanent Residence Permit (Itap) if they hold an Itas. It indicates visa and residence permits have separated functions, and it leads to confusion among foreign visitors when applying for residence permits again at immigration offices. DGI today’s visa policy focuses on foreign nationals who could not leave Indonesia due to a lockdown policy, but they will expire the validity of residence permits ([Indarti, 2021](#)). Based on the Regulation of Minister of Law and Human Rights No. 27 of 2021, foreign nationals can apply for a new visa in Indonesia without lodging any required documents in person at Indonesian Embassy overseas, so-called an offshore visa application, where they can apply online from their home country. Also, they can apply for an onshore visa application when they are in Indonesia. This visa and residence

permit arrangement shows complexities in the application process because visitors must go through several stages to get their permits.

This study looks into a visa scheme and an integration scenario that responds to the Covid-19 outbreak in Indonesia as the new study discussed the Indonesian migration policy and immigration governance during the Covid-19 pandemic (Arifin & Wiraputra, 2020). Previous studies have widely discussed Indonesian free-visa policy ([Dhesinta, 2017](#); [Sudarwati, 2015](#)) and visa on arrival (Pujiharini & Ichihashi, 2016), including visa violation ([Yuktatma & Darmadi, 2017](#)), impacts to the tourism industry in Indonesia ([Loda, 2016](#)), simplification through e-government ([Cordella & Tempini, 2015](#)). Of these, the discussion of visa and residence permit integration has not been examined a visa grant, particularly during the Covid-19 outbreak in Indonesia. The functional integration of visa and residence permits in Indonesia is further discussed as a gap in the context of Indonesian visa policy by drawing lessons from the Australian immigration policy.

The question is to what extent the visa policy in Indonesia is redesigned towards the integration of visa and residence permit? This study proposes the functional integration between the Indonesian Visa and Residence Permits into one single visa provision as the approval mechanism for foreign visitors to both enter and stay in the Indonesia's territory. It claims that this functional integration can be successfully implemented by the DGI Indonesia, and this simplification could contribute to solving a visa status of a foreign visitor who are isolated or in the lockdown area during the pandemic and post-pandemic era. This study shows an integration of visa and residence permit support the proponent factors such as the current policies, systems, and practicality and integrity of this functional integration, and the public demand for improved public service delivery. This functional integration displays benefits for organizational accountability, simplicity, effectiveness, and efficiency. Also, downsizing the or-

ganization means decreasing the number of employees which can lead to minimizing the power abuse by officers, such as corruption and bribery. This study contributes to restructuring a visa policy during the Covid-19 pandemic to simplify the visa application process both offshore and onshore scheme.

Regarding policy learning, the Australian immigration policy has only one provision regarding Visas. It defines Visa as the approval for foreign visitors to both enter and stays in the country. Thus, the DGI can draw a lesson from the Australian immigration policy in defining Visas as approval that can contribute to organizational simplicity, effectiveness, and efficiency. Australia is a selective country regarding its immigration policy, yet the process is simple in practice. In contrast, Indonesia provides a visa-free facility to many countries, but its permit issuance is less practical.

LITERATURE REVIEW AND RESEARCH FOCUS INDONESIAN VISA AND RESIDENCE PERMITS

On behalf of the selective policy, the Directorate General of Immigration is responsible for immigration services, law enforcement and national security, and public welfare development support ([Indonesia, 2011](#)). Its public service affairs deal with the issuance of travel documents (Passport) for Indonesian citizens and Visa and Residence Permit for foreigners. Regarding international and immigration crimes that threaten national security, immigration law enforcement is conducted through border security and immigration surveillance ([Arifin, Nurkumalawati, & Briando, 2019b](#)). In addition, the facilitator of public welfare development requires the Indonesian Immigration Department to support and be in line with the other public policies regarding economic development.

People migrating from one country to another cannot be separated from an immigration document called visa. Visa policy in every country may vary to control people movements where they apply for a visa prior to their arrival ([Mau, Gülzau, Laube, &](#)

[Zaun, 2015](#)). In particular, the Indonesian Immigration Act defines and differentiates Visas and Residence Permits, respectively ([Indonesia, 2011](#)). It mentions that Visas is written information issued by an immigration officer of the overseas Indonesian government representatives, which contains the approval for a foreigner to travel to the Indonesia's territory and underlies the Residence Permit issuance, i.e., any permit provided for foreigners to stay in Indonesia's territory for a particular amount of time. Meanwhile, a Visa is not the only document needed by foreigners to enter Indonesia's territory.

Every foreign national must present their travel documents and visa at Indonesia's borders and immigration officers examine their eligibility to enter ([Indrady, 2020](#)). The officers do '*passengers profiling*' to check and examine foreigners in detail, including the validity of required documents and physical appearances, to ensure that the individual passenger presents his/her own document. This determination is also regarded as the implementation of the 'Selective' policy, underpinning only eligible foreign nationals who can enter Indonesia, generate positive impacts, and maintain national security ([Akbari, 2015](#)). Furthermore, a Visa cannot fully guarantee that foreigners can stay in Indonesia for a particular period. Foreigners should also obtain a Residence Permit in order to be able to stay in Indonesia's territory ([Indonesia, 2011, 2013](#)).

SIMPLIFICATION OF BUREAUCRATIC PROCESS

Public service delivery as one of the administration processes cannot be separated from government bureaucracy. Bureaucracy has been viewed as a structure to improve organizational efficiency ([Cordella & Tempini, 2015](#)). The effectiveness and efficiency of the organizational procedures can derive from the simplification of the system. A range of literature has explored this concept. First, system simplification can be part of Business Process Reengineering. According to ([Glick, 2015](#)), Business Process Reengineering is defined as a systematic way to transform the

processing system as a result of redefining the organization toward the customers that encompass “strategy, structure, culture, jobs, and information system”. Functional simplification in information and communication technology (ICT), proposed by [Cordella and Tempini, 2015, p. 281](#)), contributes in resolving any technological issues which provides stages to solve the main problems. Breaking down the function and problem, this functional simplification concept can support bureaucratic practices to reform the administrative process and improve public service delivery, particularly when it is associated with e-government ([Cordella & Tempini, 2015](#)).

Another concept of system simplification is Online one-stop government implementation ([Hamad, Petri, Rezgui, & Kwan, 2017](#)), in which public authorities are interconnected in one integrated system, and citizens can apply for services in one access point. This integration can be successfully implemented through the reengineering of public administration processes into online services. Similarly, the implementation of a One-Stop Integrated Service in the Indonesian context aims to reform the public service by simplifying the application processes where all related public service agencies are located in the same site, or by integrating all related processes into one system ([Gaus, Sultan, & Basri, 2017](#)). More specifically, the example of a simplified concept of immigration permit mechanism derives from the Australian immigration policy. A Visa is only needed when foreigners want to enter and stay in Australia. There is no provision obliging foreigners to gain a Residence Permit. For example, the visa detail for Business Innovation and Investment and Temporary Work in Australian does not mention a Residence Permit, only the length of time that foreigners can stay ([Home Affairs, 2019](#)). It implies bureaucracy, public administration, and public service delivery are strongly intertwined and simplification of a business process in public sectors is significantly employed by a technological approach.

This literature review has highlighted necessary information

exploring the circumstances, potential factors, and possible benefits of the functional integration of Indonesian Visa and Residence Permits into one single provision on Visa as the approval for foreigners to enter and stay in Indonesia's territory. The concepts of simplification have been discussed and can be the reference in integrating systems from a more technical perspective. Then, from a policy perspective, this study focuses on functional integration, which should be further discussed as a gap in the context of Indonesian immigration by viewing and drawing lessons from the Australian immigration policy.

RESEARCH METHOD

This study employs a qualitative document analysis ([Karppinen & Moe, 2019](#)) to analyze official documents such as laws, regulations, reports, policy brief, position papers by public sector organizations. This method is the most appropriate because it involves the extensive analysis of the supporting factors for implementation of the functional integration of Visas and Residence Permits into one single visa provision. This study is reviewing secondary data which is collected from reports, regulations, and publications. Data sources are publicly accessible and mainly from books, journal articles, and conference papers, and the data is analyzed and interpreted. Governmental documents such as legislation, policies, and legal letters are the key sources.

A qualitative approach to policy learning is to examine potential policy learning and implementation for the DGI Indonesia. Policy learning identifies concepts, principles, paradigms, procedures that must be learned and measured ([Dunlop, 2017](#)). It concerns about lesson learned in terms of policy instrument, policy issues, or feasibility studies related with political factors. In this regard, it evaluates policy related to the integration of visas, which the Australian Immigration Agency has implemented. Australia is a good example due to its similarity to Indonesia in terms of the high mobility of people through their borders. Data from the document analysis and policy learning is analysed by inter-

preting meanings, comparing them, and summarizing key concepts based on the theoretical framework applied.

RESULT AND DISCUSSION

THE INDONESIAN VISA AND RESIDENCE PERMIT

Immigration selective policy in Indonesia concretely defines officers to conduct passenger profiling by checking and examining every foreign visitor in detail, including the validity of required documents and physical appearances. Foreign visitors shall obtain a Visa to enter and Residence Permit to stay in Indonesia for specific time and purposes (“[Indonesian Immigration Act,](#)” [2011](#)). Visa cannot guarantee foreign visitors to enter unless they are eligible with entry requirements upon arrival. The DGI has rolled out an online visa and residence permit application where foreign visitors apply with a different login. Visa and residence permit applications are processed in the Management Information System of Immigration (SIMKIM) which has been developed as a technology system utilized for data collecting, processing, and presenting to support immigration functions ([Indonesia,](#) [2011](#)). Apart from the visa policy, Indonesia has launched visa waiver programs (free-visa policy) to invite international tourists from selected countries. The following paragraph discusses the visa policy in Indonesia, types of visas, processes, and procedures, including the residence permits.

In general, there are four types of Indonesian Visas: Diplomatic, Official, Visitor, and Temporary Residence Visa. Diplomatic and Official Visas are authorized by the Ministry of Foreign Affairs, while the DGI issues visitor and Temporary Residence Visas under the Ministry of Law and Human Rights ([Indonesia,](#) [2011](#)). Visitor Visa is granted for short periods of visit for a social, business, family affairs, and tourism purposes, while a Temporary Stay Visa is granted for limited periods for work, study, research, and investment ([Indonesia,](#) [2011](#)). There are three types of Visitor Visa: Visa on Arrival (index B213), Single Entry Visa (index B211), and Multiple Entry Visa (index D212). This

Visitor Visa Index B211 and D212 are issued at the Indonesian Embassy or Consulates, with two types: Single Visit (extendable) and Multiple Visit (non-extendable) ([Directorate General of Immigration, 2013](#)). Foreign visitors holding visitor visa and temporary residence visa, upon arrival, will be approved by an entry stamp as a residence permit while they stay in Indonesia (Indonesia, 2013).

In the Presidential Regulation Number 21 of 2016 on Visa Exemption, Free Visa Facility is a visa granted for the passport holders of the 169 selected countries that can be used for tourism, social, family, cultural, and governmental purposes for a non-extended stay of 30 days ([Directorate General of Immigration, 2016](#)). Visa on Arrival (VOA) is granted for passport holders from the selected countries used for business, social, culture, family, governmental, and tourism purposes for 30 days. Foreign visitors with VOA will be approved an entry stamp on their passport/other travel documents, which is valid as their Residence Permit ([Indonesia, 2013](#)). This visa is issued on arrival at immigration clearance, and they can apply once for a residence permit to stay for another 30 days.

There are ten subclasses of Temporary Residence Visa (index C311-C320) issued in the Indonesian Embassy or Consulates. The process of Temporary Residence Visa involves other related agencies like Ministry of Manpower for permit of hiring foreign workers (IMTA), Investment Coordinating Board (BKPM) for investor permit, Ministry of Education for student's letter of acceptance. Foreign visitors holding Temporary Residence Visa, after their arrival, will be required to apply for a Temporary Residence Permit at local immigration offices in the region where they stay. This permit application should be made within thirty days from the date of their arrival. This shows foreign visitors arriving for a short-term visit, work, study, research, and investment purposes must apply for both a Visa and Residence Permit separately.

In 2018, Presidential Regulation Number 20 of 2018 on For-

Foreign Workers was enacted to increase the business and investment in Indonesia and consists of work permit arrangements for foreign workers ([Indonesia, 2018b](#)). To support the policy, the Regulation of Ministry of Law and Human Right Number 16 of 2018 on Visa and Residence Permit Grant to Foreign Workers, and the Letter of Directorate General of Immigration Number IMI-UM.01.01-5713 of 2018 on the Procedures of Temporary Residence Permit Application and Extension for Foreign Workers via TKA Online Application, have been passed ([Indonesia, 2018a, 2018c](#)).

Foreign workers shall apply for a work visa at Indonesian Embassy or Consulates before entering Indonesia. When they arrive at selected airports, they will be granted a Temporary Residence Permit and Multiple Reentry Permits without applying for it at designated immigration offices. The Temporary Residence Permit will be granted upon their arrival by collecting their biometric data, and an electronic permit notification grant will be sent to their email.

FIGURE 1. VISA ON ARRIVAL PROCESS



Source: The Minister of Law and Human Rights Regulation Number 51 of 2016 on Indonesian Visa Policy

FIGURE 2. VISITOR VISA PROCESS

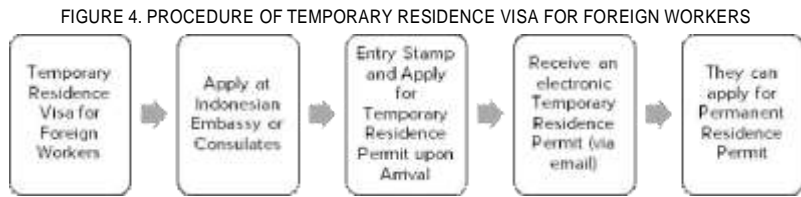


Source: The Minister of Law and Human Rights Regulation Number 51 of 2016 on Indonesian Visa Policy

FIGURE 3. TEMPORARY RESIDENCE VISA PROCESS



Source: The Minister of Law and Human Rights Regulation Number 51 of 2016 on Indonesian Visa Policy



Source: The Regulation of Ministry of Law and Human Rights Number 16 of 2018 on Temporary Residence Permit for Foreign Workers

The different provisions on Visa and Residence Permits, and their application processes for each type, indicate the complexities of policies, regulations, systems, and processes to approve foreign visitors to enter and stay in Indonesia. A foreign visitor has a global perspective of visa to enter and stay in a country for specific periods and purposes. The payment process is made at different payment centers or designated banks. The visa or residence permit application is not effectively implemented because an online application is not working properly. They fill in an application form and make a document lodgment at immigration offices, rather than applying online at the official website. It implies foreign visitors will proceed to different places to apply for visa and residence permits and spend more time.

Two different provisions between Visa and Residence Permits underlie different policies and frameworks. This separation has a long history of immigration policy development in Indonesia. At the early stage, migration politics in Indonesia was under the Dutch East Indies as the Dutch colony called the open door politics (Syahrin, 2019). After the Dutch colony ended, the Japanese settlement in Indonesia separated visa and residence permit. Japanese colony's administration regulated a filed operation and control over foreigners who reside in Indonesia. Foreigners must apply Surat Pernyataan Berdiam Orang Asing (Foreigner's Residence Letter) as an identity card (Syahrin, 2019). This letter was issued as a guidance for the surveillance operation to all foreigners in Indonesia.

TABLE 1. CURRENT INDONESIAN VISA AND RESIDENCE PERMITS SCHEME

No.	Types of Immigration Documents	Places of Issue	Visa and Residence Permit Forms	Place of Issue for Residence Permits
1.	<i>Visitor Visa</i>			
	Visa on Arrival (VOA) B213	Points of Entry (Not applicable during the Covid-19 pandemic) Offshore	Visa Label and Entry Stamp upon arrival	Extended at Immigration Offices
	Visit Visa (Single Entry) B211	Visa Application at DGI	Electronic and Entry Stamp upon arrival	Immigration Offices
		Onshore Visa Application at DGI	Electronic Visa	Immigration Offices
	Visitor Visa (Multiple Entry) D212	Offshore Visa Application at DGI	Electronic and Entry Stamp upon arrival	Immigration Offices
		Onshore Visa Application at DGI	Electronic Visa	Immigration Offices
2.	<i>Temporary Residence Visa</i>			
	Working Purpose C311, C312	Offshore Visa Application at DGI	Electronic Visa and Entry Stamp upon arrival	Immigration Offices
		Onshore Visa Application at DGI	Electronic Visa	Immigration Offices
	Non-Working Purposes (investment, study, research, family) C313-C320	Offshore Visa Application at DGI	Electronic Visa and Entry Stamp upon arrival	Immigration Offices
		Onshore Visa Application at DGI	Electronic Visa	Immigration Offices
3.	<i>Temporary Residence Permit</i>			
	Working Purpose	-	Electronic and Entry Stamp upon arrival	Immigration Offices
	Non-Working Purposes (investment, study, research, family)	-	Stamp and Card	Immigration Offices

Source: Indonesian Immigration Act Number 6 of 2011, Government Regulation Number 31 of 2013, Regulation of Ministry of Law and Human Rights Number 27 of 2014, Regulation of Ministry of Law and Human Rights Number 16 of 2018, Letter of Directorate General of Immigration Number IMI-UM.01.01-5713 of 2018, Regulation of Ministry of Law and Human Rights Number 26 of 2020.

In the post-colonial era, Indonesia continued to issue visa and residence permit separately. Selective policy became essential border policy with prosperity and security approaches ([Arifin & Nurkumalawati, 2020](#); [Indrady, 2020](#)). However, today's frag-

mented rules, regulations, procedures, bureaucratic processes, and information systems lead to complexities, as shown in Table 1. For example, a foreigner who plans to work in Indonesia must apply for a temporary residence visa (Visa Tinggal Terbatas/ Vitas) index C312. Upon arrival, they present their passport and visa before an immigration officer at arrival check, where their Vitas is converted into a temporary residence permit (Izin Tinggal Terbatas/ Itas) for work. They also must apply for a re-entry permit. Visa validity, length of stay for Itas, and re-entry permit (REP) validity are different subject to the applicant's request. Other than the C312 visa index, after landing, a foreigner must apply for Itas and REP at an immigration office in the area where an applicant stay ("Indonesian Residence Permits Procedures," 2014). Additionally, a foreigner can apply for Itas for work and Visitor Visa (ITK) B211 index for work interchangeably (Budiartha, 2018). This bureaucratic process illustrates complexities in visa policy and management. This indicates an increasing workload for the organization is inevitable.

Table 1 illustrates the current Indonesian visa and residence permit scheme in response to the global lockdown policy situation due to the Covid-19 pandemic. Indonesian visa now is applied online at <https://visa-online.imigrasi.go.id/>. Offshore visas are applied for from outside of Indonesia without appearing at Indonesian Embassy overseas, while onshore visa is applied for from inside of Indonesia without applying in person at DGI or immigration offices. Visa grant notification, called electronic visa, is sent to an applicant's and sponsor's email. An applicant must apply for a residence permit for staying in Indonesia, and they must lodge required documents in person at immigration office. This visa is granted only for purposes of emergency and essential works, maritime crews, workers at national strategic projects, and medical or humanitarian aid workers. Free visa program and visa on arrival are suspended during the Covid-19 outbreak because the Indonesia government has closed its international borders since April 2020 based on the travel restrictions policy.

Focusing on the service delivery of Visa and Residence Permit issuance, the DGI has designed systems to accommodate increased applications: The Online Visa Application and Online Residence Permit Application <https://izintinggal-online.imigrasi.go.id/>. Another institution rolls out the Online Single Submission (OSS) to facilitate foreigners obtain an approval letter from other authorities. For example, foreign workers must apply for a work permit under the Ministry of Manpower at <https://tka-online.kemnaker.go.id/> (Ministry of Law and Human Rights, 2018). This online application system will cut the process for foreign workers to get work permits and other documents. In addition, as a response to the increased number of Student visa applicants, the Ministry of Higher Education has created a new online application system <https://izinbelajar.kemdikbud.go.id/> to support students in applying a student visa at DGI. This online system is created to make study permit issuance for foreign visitors more effective, efficient, and accountable, and to support the internationalization program of Indonesian higher education (Patdono in MENRISTEKDIKTI, 2017). Besides, foreign investors who apply for investment visa must apply online for an investment permit from BKPM (Investment Coordinating Board) at <https://www.investindonesia.go.id/>. However, when applicants received an approval letter, they must apply for an Indonesian visa at different online application system. All of these applications are not integrated into a single window for an application system to apply for an Indonesian visa.

According to the Indonesian Statistics Bureau data in 2019, there has been a 14% increase per year between 2014 to 2018, and only a 9% increase per year in the period of 2009 to 2013. It is predicted to be 18 million foreign tourists visiting Indonesia until 2019 (Widowati, 2019). The Indonesian Investment Coordinating Board (BKPM) released data about the investment that in the second quarter of 2019, the total Foreign Direct Investment realization climbed 9.6% to IDR 104.9 trillion compared to the same quartal in 2018 (Darwanti, 2020, p. 40). There were

14,027 international students in Indonesia ([UNESCO, 2013](#)), while the Ministry of Research, Technology, and Higher Education has issued 6,967 study permits for the International students ([MENRISTEKDIKTI, 2017](#)).

The Indonesian government is now concerned with national economic development. Foreign Direct Investment (FDI) has focused on the Indonesian economic development strategy as it is relatively stable and the most supporting form of capital work for economic growth ([Gopalan, Hattari, & Rajan, 2016](#)). Series of policies about economic development and investment is setup to attract foreign investment. In 2018, the Indonesian president enacted Presidential Regulation Number 20 of 2018 on Foreign Workers. The enactment of this regulation is regarded as the commitment of the Indonesian president for national investment, particularly in regulating foreign workers. This policy enactment is positive in which this policy simplifies the process where companies can more easily get permits for foreign worker employment, and foreign workers can easily obtain their work permits ([Suhayati, 2018](#)). In contrast, some people think this policy is contradictory to the policies decreasing the national unemployment rates because it can confiscate job opportunities from the locals ([Llewellyn, 2018](#)).

Public demand for better visa policy in Indonesia is implied to be a significant variable for integrating visa and residence permits into one function. The role of technology supports the e-government in the visa application process. A visa integration with a residence permit will facilitate demands from any aspects: economy, business, investment, and tourism.

POTENTIAL POLICY LEARNING AND IMPLEMENTATION

This section examines the potential policy learning and its implementation on the integration of Visa and Residence Permit into one single provision on Visa as the approval for foreign visitors to enter and stay in Indonesia. In this context, Australia's policy lessons that have a single provision to enter the country

will be drawn. Both Australia and Indonesia have a significant number of movement of people across the borders.

Australia has a long history of immigration that influences its nation-states, policies, and frameworks. People have been moving to Australia for many reasons: political, wars, economic, and education. Moreover, since Australia ratified the 1951 Refugee Convention, it has been dealing with asylum seekers and refugee resettlement issues, and it has made Australia the third country with the highest numbers of refugee resettlement ([English, 2018](#)). For so long, Australia has been a destination country for many purposes. In addition to refugee resettlement, cities in Australia have also been favorable destinations for international tourists as Australia is listed in the top 10 most tourists-friendly countries ([World Economic Forum, 2019](#)). Seeing a growing trend over the past years, it is expected that there will be 10 million arrivals of foreign tourists in 2019, a 5.2 % increase from the previous year ([Molloy, 2019](#)). In terms of education, the Australian Department of Education and Training reported that Australia became the third most popular English-speaking country for study, following the US and UK ([Macionis, Walters, & Kwok, 2018](#)). This indicates the increased number of visa applications such as work visa, business visa, and visitor visa, and may influence the visa policy, regulations, schemes, and processes. These circumstances have probably impacted the immigration policy that is related to the visa issuance.

The Australian Migration Act 1958 requires any foreigner to obtain a visa to enter and stay in the country related to policy on visa and residence permits. It mentioned, ‘Subject to this Act, the Minister may grant a non-citizen permission, to be known as a visa, to do either or both of the following: (a) travel to and enter Australia; (b) remain in Australia’ ([Australia, 2019](#)). The visa provision also contains the conditions of what the visa holder is and is not allowed to do. It means that there is only one provision, i.e., a visa; an approval to enter and stay in Australia. Australia provides an online visa application at <https://online.im->

mi.gov.au/, and the visa grant notification, in an electronic form, will be sent to the applicant's email. The visa template contains an application status, visa conditions, visa duration and travel, visa summary, useful links, and the authority who issued the visa. As a result, foreign visitors only need to apply for a visa without a residence permit to be able to enter and stay in that territory.

Having analyzed the visa policy in Australia and Indonesia, there are some similarities, differences, and potential lessons. Australia and Indonesia have an influx of foreign visitors through their borders despite different conditions. Vacations are the first reason (47% of the arrivals) for foreign visitors to visit Australia in 2018-2019 ([Bureau of Statistics, 2019](#)). Unlike Australia, Indonesia is not a country that ratifies the 1951 Refugee Convention because of its low capacity and legal framework ([Suryono, 2019](#)). Indonesia has been dealing with asylum seekers issues because Indonesia is a transit country to continue their journey to the destination countries like Australia. With regard to visa exemptions, the Indonesian government has given visa-free facilities to 169 countries to boost international tourists ([Directorate General of Immigration, 2016](#)). Meanwhile, all passport holders from any country will be required to obtain a visa before entering Australia. Only New Zealand passport holders can get an Australian visa on arrival ([Department of Home Affairs, 2018](#)).

THE INTEGRATION OF VISA AND RESIDENCE PERMITS POLICY SCENARIO

Public service delivery as one of the administration processes cannot be separated from the government bureaucracy. Bureaucracy has been viewed as a structure to improve organizational efficiency ([Cordella & Tempini, 2015](#)). The effectiveness and efficiency of the organizational procedures can derive from the simplification of the system. Functional simplification in information and communication technology (ICT), proposed by ([Cordella and Tempini, 2015, p. 281](#)), 'embodies the operational

logic that underpins how a technology defines the problem domain it applies to and the steps that need to be taken in order to solve that problem domain.’ Breaking down the function and problem, this functional simplification concept can support bureaucratic practices to reform the administrative process and improve public service delivery, particularly when it is associated with e-government ([Cordella & Tempini, 2015](#)).

Another concept of system simplification is an online one-stop government implementation ([Hamad et al., 2017](#)) which public authorities are interconnected in one integrated system, and citizens can apply for services in one access point. This integration can be successfully implemented through the reengineering of public administration processes into online services. Similarly, the implementation of a One-Stop Integrated Service in the Indonesian context aims to reform the public service by simplifying the application processes where all related public service agencies are located in the same site, or by integrating all related processes into one system ([Gaus et al., 2017](#)). More specifically, the example of a simplified concept of immigration permit mechanism derives from the Australian immigration policy. A Visa is only needed when foreign visitors want to enter and stay in Australia. There is no provision obliging foreign visitors to gain a Residence Permit. For example, the visa detail for Business Innovation and Investment and Temporary Work in Australia does not mention a Residence Permit, only the length of time that foreign visitors can stay ([Home Affairs, 2019](#)).

The concepts of simplification explained above can be in line with the spirit of bureaucratic reform in Indonesia. This reform is strongly influenced by the idea of New Public Management (NPM) in which the governmental agencies manage and regulate in order to provide a professional, accountable, effective and efficient bureaucratic system so that quality public service can be delivered, and democratic management can be established to meet the challenges of the twenty-first century ([Gaus et al., 2017](#)). Also, as the implication of the Presidential Regulation Number 20 of

2018 on Foreign Workers indicates, the procedural simplification of the Indonesian Visa, Residence Permit, and Re-Entry Permit issuance for foreign visitors with working purposes can be viewed as an example of bureaucratic reform. The functional integration of Visa and Residence Permits into one single Visa provision as the approval for foreign visitors to enter and stay in Indonesia can be implemented as well as a new policy and its framework.

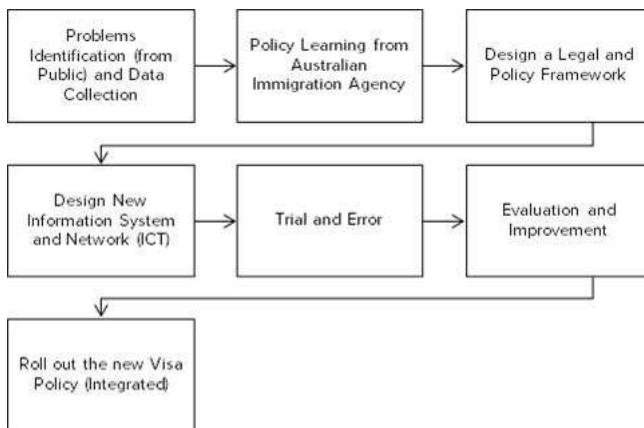
Borrowing and adopting terms from ([Bowen et al., 2009, p.453](#)) on a feasibility study, practicality refers to what extent a new system can be processed with the existing one. As previously discussed, the DGI has developed the Management Information System of Immigration (SIMKIM) as the implication of e-government to accommodate public service delivery and law enforcement functions, with innovations and improvement toward effectiveness and efficiency. The introduction of one single provision on visa as the approval for foreign visitors to enter and permit to stay in Indonesia can be merged into one framework and integrated with the current system. There will not be any significant changes in the existing system, yet it will bring significant improvement to the process of visa issuance system.

The DGI has simplified the visa application process for professional workers, but another foreign visitor is required to apply for Visa, Residence Permit, and Re-Entry Permit separately. Responding to this situation, it is essential to set up a scenario for integration of visa and residence permit policy. At the first stage, the identification of the problem (from Public) including data are collected and analysed, such as uncertainty in visa and residence permits application process, number of system errors, types of complaints, processing time average, and numbers of agencies involved process. The online application process for work visa, which has been simplified into a single visa provision, applied at selected airports, and issued electronic residence permits, might be reviewed to support the first stage. The next step is to learn from the visa policy and framework of the Department of Home

Affairs, Australia in relation to a procedure and requirements, an information system, an application process, stakeholders' analysis, types of visa, and electronic visa formats. Referring to the first and second stages, it is important to design a legal and policy framework about requirements, an application process, visa grant procedures, mitigation plans, visa format designs, and an analysis of stakeholders.

The legal and policy framework will instigate a design of an online application process and the use of technology for the information system and network. Building an information system for visa and residence permits application process is interconnected with other existing systems such as Border Control Management (BCM) system, Enhanced Cekal System (ECS) or movement alert list, Passenger's Movement System (PMS), Interpol I-24/7 system, and Advanced Passengers Information System (APIS).

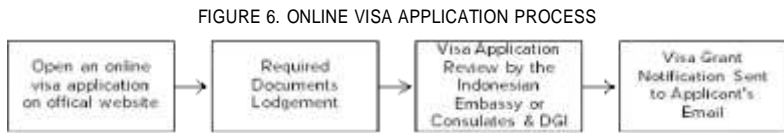
FIGURE 5. A SCENARIO OF INTEGRATION OF VISA AND RESIDENCE PERMIT POLICY



Source: Authors and adopted from (Jann & Wegrich, 2017; Sidney, 2017)

Figure 5 demonstrates the process of integration of visa and residence permit policy from agenda setting, policy learning, ICT design, trial and error, to an implementation and evaluation. At an ICT design stage, it should integrate interoperable applications from other agencies such as Ministry of Manpower, Minis-

try of Education, Ministry of Investment. The application system must consider a citizen-centric app development such as user interface, user friendliness, and network quality. Visa application review stage is to verify and validate applicant's required documents referring to the database from those agencies. This integrated system will benefit foreign applicants to apply for an Indonesian visa all at once.



Source: Authors

After designing steps are completed, trial and error will be an integral part of evaluating and improving areas. At last, it is to roll out the new visa policy where foreign visitors will apply for an online visa application which includes visa, residence permits, and multiple reentries permits. The electronic visa grant notification will be sent to an email of applicants, and they are not required to apply for a residence permit to an immigration office.

THE BENEFITS OF ONE SINGLE VISA PROVISION

Integrating means to reunite separated parts into one part. Borrowing the principle of Business Process Reengineering (BPR), an organization focuses on an integration of entire process, integrated system, unified activities, structures, principles, tools which result in effectiveness, productivity, behavioral change ([Bhaskar, 2018](#)). As a continuous process towards organizational development, this BPR implementation has key success factors and failure indicators. It means that integrating two processes into one single process will unify the two different sectional goals into a broader goal of a whole process. Another step in BPR is reorganization and reduction of any units in an organization to improve efficiency in public service delivery ([Rinaldi, Montanari,](#)

& Bottani, 2015). The ineffectiveness and inefficiency are caused by inevitable delays and errors when a task is carried out by separated a person/unit, in particularly the application process of Visa and Residence Permits in Indonesia.

FIGURE 7. PROPOSED TEMPLATES OF AN INTEGRATION OF VISA AND RESIDENCE PERMIT

Directorate General of Immigration Indonesia
Visa Grant Notification

Visa Information

Status : **Granted**

Types of Visa : B211 (Single Entry)

Visa Number : ...

Visa Conditions/Purposes : Social Visa.

Work Prohibition.

Join a Training Program/Short Course.
Join a
Seminar/Conference/Meeting/Workshop.

Date of Issue : ...

Place of Issue : Indonesian Embassy in Singapore

Personal Data

Full Name : ...

Passport Number : ...

Date of Birth : ...

Date of Expiry (Passport) : ...

Place of Issue (Passport) : ...

Travel Duration Information

Type of Permits : Temporary Residence Permit

Visa Validity or Length of Stay : ...

Visa Entry : Multiple Entry

Must Arrive After (date) : ...

Must Leave Before (date) : ...

Immigration Attaché
Indonesian Embassy in Singapore
Contact Number:
Email:

Directorate General of Immigration
Contact Number:
Email:

Warning:

If overstaying your visa (below 60 days), you will be imposed on a penalty Rp1.000.000/day.

If overstaying your visa (more than 60 days), you will be imposed on a deportation order and denied entry (listed on the movement alert list).

Source: Authors and adopted from Indonesian Immigration Act No.6 of 2011 and Regulation of Minister of Law and Human Rights No.51 of 2016 about Indonesian Visa Policy.

The process of the application of these two different approval documents encompasses data input, process, and output either manually and/or electronically. There is potential for delays and errors caused by humans or the system. Those two different approval documents will be unified as a single approval to both enter and stay in Indonesia by doing such functional integration. As a result, errors can be decreased so that the process of the issuance of Visa will be more effective. Also, the number of officers, the delays, and the documentation file (archive) can be decreased so that the process will be more efficient. The following figure is the proposed template of an Indonesian Visa, as a result of an integration of Visa and Residence Permit presented in one page of A4-sized paper.

Second, integrating two different processes into one system means decreasing the number of officers from related agencies in issuing permits. In the concept of online one-stop service, it focuses on an operation, interoperability, and integration of whole process including from other agencies by an electronic service, at anytime and anywhere ([Hamad et al., 2017](#)). In the current procedure, foreign visitors need to apply for a Visa in their home country and obtain their Residence Permit in Indonesia (immigration checkpoints or local immigration offices). The contacts between the applicants and officers are inevitable. By such functional integration of Visa and Residence Permits, they only apply for a Visa in their home country that functions as the approval for both entering and staying in Indonesia.

Similarly, integrating two different processes aims to unite two or more divisions/units. It will avoid overlapping authorities and fragmented policy and legal frameworks from different agencies. Visa application requires foreign visitors to lodge required documents issued by other related agencies like Manpower Indonesia, Ministry of Education, and Investment Coordinating Board. In the context of the DGI, Visa and Residence Permits are two different businesses carried on by two different divisions. Visas are authorized by the Directorate of Immigration

Documents and Border Control, while Residence Permits are authorized by the Directorate of Immigration Residence Permit ([Directorate General of Immigration, 2019](#)). By doing such functional integration between Visa and Residence Permits, including required documents from other authorities, it will be regulated and authorized by only one directorate in one application system. Downsizing the organizational structure in the DGI and integrated system from other agencies will result in the reduction of costs and will lead to an increase in the effectiveness, efficiency, productivity, and competitiveness of the public service delivery and security system in the organization.

CONCLUSION

This study assumes the DGI Indonesia can successfully implement this functional integration by implementing the policy stages. The integration of visa and residence permits supports the proponent factors such as the current policies, systems, and practicality of this functional integration and the public demand for improved public service delivery. This revolutionary concept will benefit the organization towards accountability, simplicity, effectiveness, and efficiency of public service delivery to minimize overlapping authorities, fragmented policy, and dispute legal implementation. Also, downsizing the organization means decreasing the number of employees from different agencies, which can minimize the power abuse by officers, such as corruption and bribery. Table 2 show the simplification of visa application process for an electronic visa, including a residence permit, by an online service based on the website and app platform.

Business Project Reengineering (BPR) and the other concepts of simplification have been discussed in the literature. It has been clearly revealed that simplifying the procedure in public service delivery has radically contributed to organizational effectiveness and efficiency. There should no longer be a differentiation between Visa and Residence Permits, and electronic forms replace visa label. Indonesian Visa and Residence Permits should be func-

tionally integrated into one single provision. There should be only one single Visa provision as the only approval for foreign visitors to both enter and stay in the Indonesia’s territory. As a result, foreign visitors only need to apply for and obtain a Visa before entering and staying in Indonesia. This study recommends that online onshore and offshore visa application process should be developed in terms of integrating an application system from other authorized agencies, and standard visa templates.

TABLE 2. ONE VISA PROVISION AND ELECTRONIC VISA

No.	Types of Visa	Places of Issue	Forms of Visa	Visa Extension
1.	<i>Visitor Visa Integrated with Visitor Residence Permit (ITK)</i>			
	Visa Free Facility	Points of Entry (airports, seaports, border crossing stations) with an online pre-authorization.	Electronic Entry Stamp upon arrival	No Extension
	Visa on Arrival (VOA) B213	Points of Entry with an online pre-authorization.	Electronic Entry Stamp upon arrival	No Extension
	Visitor Visa (Single Entry) B211	Visa Online Application by Onshore and Offshore at DGI.	Electronic Visa Sent to Email	No Extension
	Visitor Visa (Multiple Entry) D212	Visa Online Application by Onshore and Offshore at DGI.	Electronic Visa Sent to Email	No Extension
2.	<i>Integration of Temporary Residence Visa (Vitas), Temporary Residence Permit (Itas), Multiple Reentry Permit (MREP)</i>			
	Visa Index C311-C320	Visa Online Application by Onshore and Offshore at DGI.	Electronic Visa Sent to Email	No Extension

Source: Authors and adopted from Indonesian Immigration Act Number 6 of 2011, Government Regulation Number 31 of 2013, Regulation of Ministry of Law and Human Rights Number 27 of 2014, Regulation of Ministry of Law and Human Rights Number 16 of 2018, Letter of Directorate General of Immigration Number IMI-UM.01.01-5713 of 2018.

This study is expected to contribute to restructuring a visa policy during the Covid-19 pandemic to simplify the visa application process both offshore and onshore scheme. For further research, this study is limited to discussion about visa and residence permit validity, an online pre-authorization process, fees and charges, permanent residence policy, roles of technology and

systems, and interagency public service. Future work also should discuss the post-pandemic visa policy in Indonesia and an integration of other agencies' application systems from the perspective of e-government.

ACKNOWLEDGEMENT

The authors would like to thank the Flinders University for vigorous supervision during this study and Politeknik Imigrasi for the freedom of research principles. This research has not previously been published, and the authors reported no potential competing interest to disclose.

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