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Contextual analysis of immigration legal policies in Indonesia Post-COVID-19 pandemic

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Abstract

The purpose of this study is to analyze and identify the context of immigration policy in the tourism industry, visa arrangements, supervision of foreigners, treatment of foreign refugees, and overseas job training regulations after the COVID-19 pandemic in Bali. This research uses a policy-oriented legal theory approach, a form of empirical legal research called sociological jurisprudence. The results show that the fundamental elements of vigilance measures to formulate appropriate policies in immigration are faced with problems including the emergence of the threat of overtourism in Bali; visa arrangements for conflict countries; ineffective inter-agency coordination in the supervision of foreigners; schemes for handling foreign refugees who fail to reach their legitimate destinations; and inadequate protection mechanisms for Indonesian migrant workers and interns working abroad.

Keywords: Policy, immigration, tourism, post COVID-19 pandemic

Introduction

Immigration policy is one factor that influences a country's economic growth and prosperity. The United States' current technological, cultural, and financial advancements are attributable to its 1930s immigration policy, which facilitated the migration of foreign artists and scholars to the country to work. Similarly, Singapore employs its immigration policy to advance the well-being and prosperity of its citizens by capitalizing on its geopolitical advantage. Similarly, Singapore is evolving into a political and economic powerhouse in Asia and the ASEAN region. By effectively regulating the movement of individuals into and out of its territory with suitable policies, Singapore has effectively capitalized on its geographical location to promote the economic well-being of its citizens via the exchange of goods and services.

Conversely, Indonesia, a strategic traffic hub in Southeast Asia and situated in a nearly identical geographical location to Singapore, continues to lag behind Singapore politically and economically. Numerous factors affect the economic expansion of a nation, including immigration policy. Nevertheless, it is indisputable that immigration policy exerts a substantial impact on the economic expansion of a nation.

While several nations have successfully devised immigration policies that align with their national interests and characteristics, leading to economic expansion, Indonesia's immigration policies currently face criticism from several observers, especially when social media platforms offer anyone the chance to disseminate information regarding the inappropriate conduct of international visitors, particularly in Bali. This directly elucidates the deficiency in Indonesia's immigration policy, which is its failure to discern the nature of tourists who will be visiting the country. Therefore, an unfavorable perception is created of immigration policy, which ought to contribute to bolstering the reputation of tourism as an economic stimulant derived from the international tourism industry.

The policy of restricting international traffic, both conveyance and people, in response to the COVID-19 pandemic, which was imposed by almost every country in the world, has finally made the international community realize that tourism is one of the most important sectors that have a significant impact on global economic conditions. When the pandemic ended, cross-country tourist mobility increased significantly again, and many countries took advantage of this momentum to reclaim the international tourism competition through a variety of policies, including relaxed immigration laws. Indonesia is among the countries that have widely implemented and advocated for such policies.

Health threats and the acceleration of economic recovery had an impact on the political direction of Indonesia's immigration law following the COVID-19 pandemic. The Free Visa Visit (BVK) policy, which has applied to 169 countries since 2016, is no longer in effect. Since the lifting of the international traffic restriction policy and the reopening of Indonesian territory, the BVK policy has only been extended to ASEAN countries and Timor Leste. Another policy that supports the tourism industry is the implementation of electronic Visa on Arrival (e-Voa) and electronic Visa (e-Visa) policies, which simplify the visa application process as part of a strategy to attract more foreign tourists. Following the COVID-19 pandemic, the policy direction of ease of immigration has resurfaced as the dominant color of Indonesian immigration law politics.

In essence, almost all countries apply a selective policy in the field of immigration. The concept of selective policy, based on the concept of Indonesian immigration policy, is applied by placing a balance between the welfare approach and the security approach as the basic parameters and policy objectives. As a result, the implementation of this policy becomes very simple, that is, foreigners who are considered to be able to provide economic benefits and do not disturb public order easily obtain permission to enter and stay in Indonesia. The success of other countries in implementing the policy raises the suspicion of the possibility of differences in the elaboration of the concept of selective immigration policy in the practice of policy implementation.

Context approach and analysis is an approach and analysis model that can be used to trace and analyze policy contextual factors that affect the function of the policy in controlling the potential adverse effects of the policy on the benefits of the policy and on the other hand to provide support for the direction of immigration political policy that suits the characteristics of the context needs of the policy, including among others: community expectations of the positive impact of the policy on the economy and security as well as reducing the negative impact of policies that can damage the image of tourism.

Context analysis is an analysis of public expectations and the absorption of these expectations into a product of legislation/public policy. This analysis evaluates the quality and authoritativeness of a policy product according to two criteria: the alignment of the legislative product with the requirements of the regulated community and the extent to which these requirements are incorporated into the legislative product responsible for governing the community. An alternative method of context analysis involves examining the attributes of the subject to be regulated via a legislative product. This analysis is evaluated based on the extent to which the legislative product's structure and content correspond to the requirements of the subject to be regulated. The purpose of the rule of law is to achieve legal goals. Among them is the provision of benefits. Likewise, immigration regulations shape the essence of selective immigration policies by establishing lawful instruments for carrying out governmental responsibilities pertaining to immigration. The context of immigration policy in the tourism industry, visa arrangements, supervision of foreigners, treatment of foreign refugees, and regulation of overseas job training are discussed in this paper. After the COVID-19 pandemic in Bali, it is anticipated that these five contexts will provide an overview of the complexity of immigration policy context problems that have the greatest impact on the politics of immigration law.

Research Method

This study employed a policy-oriented legal theory approach, a form of empirical legal research known as sociological jurisprudence, developed by McDougal and Laswell. It investigates the correlation between legal norms and facts and the challenge of correlating policy and law with their context. It also explores the assimilation of context expectations into policy and legislation products and investigates the correlation between legal concepts, definitions, objectives, and functions^[1]. There were two types of legal materials used in this study: primary and secondary. Literature review techniques are employed during data collection to acquire preliminary data that is useful for *das sollen* research. These techniques included interviews, legal document searches, and observation^[2]. The material obtained was then analyzed using qualitative analysis techniques, namely applying context analysis parameters to the research results^[3].

Results and Discussion

Historical Context of Indonesian Immigration Law Politics

In order to oversee the movement of individuals entering and exiting Indonesian territory, the Dutch East Indies Government instituted the Secretary of the Immigration Commission's office in 1913. At that time, one-door politics dominated the realm of immigration legal politics. This legal strategy sought to facilitate the entry of foreigners to Indonesia, particularly those who intended to make investments in the country. The legal strategy referred to as "open door politics" regarding immigration served as a dependable method for the Dutch East Indies government to preserve its colonial rule in Indonesia.

Following the conclusion of colonialism, the founding fathers of Indonesia repealed the Dutch East Indies government's immigration regulations and substituted them with legislation that reflected the national identity and spirit of the Indonesian state. This was achieved through the implementation of immigration policies that served to safeguard national interests and prioritize the protection of Indonesian citizens (WNI). Immigration policies implemented by the government during the initial years of independence were characterized by a selective approach to national development, public welfare, and security.

The 1998 Reformation signaled another shift in the political direction of immigration law. Law No. 9/1992 concerning Immigration was amended by Law No. 6/2011 concerning Immigration, which established the Directorate General of Immigration's institutional reform policy intending to strengthen the implementation of immigration duties and functions. The Visa-Free Visit Policy for 169 countries, implemented in 2016, became the dominant feature of immigration legal politics. Furthermore, the COVID-19 pandemic has had a significant impact on the future of immigration legal politics. This unexpected situation prompted the Indonesian government to implement a policy of restricting international traffic. Similar policies were implemented by all countries around the world. The COVID-19 pandemic lasted two years and completely devastated the global economy, including Indonesia's tourism sector. The end of the pandemic prompted all countries to attempt to restore their respective economic order and strength. The tourism sector has received the most attention. Following the pandemic, immigration law policy is once again aimed at stimulating economic recovery, with specialization and

prioritization of treatment for the tourism sector and foreign direct investment.

The politics of immigration law in Indonesian immigration policy, historically and contextually, is classified into 5 (five) forms: (a) the politics of "open door policy" by the Dutch East Indies Government representing the interests of the Dutch East Indies Government to facilitate the traffic of capital owners into Indonesia used as a medium for strengthening the economy of the Dutch East Indies Government to perpetuate Dutch colonialism in Indonesia and contrary to the expectations of the Indonesian people who are in need of Indonesian economic development in the context of Indonesian independence; (b) the politics of "national interest protection policy" by the Government of the Republic of Indonesia at the beginning of Indonesian Independence which prioritizes the welfare and security approach and is realized in the form of "selective immigration policy" with the aim of supporting national development; (c) the policy of "immigration institutional strengthening policy" in order to develop better immigration institutional functions; and (4) the policy of "immigration restriction policy" by the Government of the Republic of Indonesia, enacted during the COVID-19 Pandemic; and (5) the policy of "immigration policy to stimulate national economic recovery" by the Government of the Republic of Indonesia, enacted after the COVID-19 Pandemic for the purpose of providing support for national economic recovery.

Further analysis of the policy context regarding the politics of "immigration policy stimulus for national economic recovery" was conducted by examining the policy's negative effects and the policy reformulation requirements necessary to overcome these issues.

Contextual Analysis of Indonesian Immigration Law Politics After the COVID-19 Pandemic

Following the COVID-19 pandemic, the Directorate General of Immigration achieved fantastic results with its "immigration policy as a stimulus for national economic recovery" policy. This policy contributed 7.9 trillion Rupiah in non-tax state revenue (PNBP) in 2023, as a result of the restriction of the Free Visit Visa, which is no longer available to 169 countries but only to citizens of ASEAN countries and Timor Leste. Foreign tourists from many countries who were previously exempt from paying Non-Tax State Revenue from visas must now apply for a Visa on Arrival or Visit Visa and pay several Non-Tax State Revenue fees in order to travel to Indonesia. The Immigration Office of Class I Special TPI Ngurah Rai also reported that up to 5.8 million foreign tourists will enter through the I Gusti Ngurah Rai Airport Immigration Checkpoint in 2023, contributing 1.9 trillion Rupiah in Non-Tax State Revenue. Not only in the tourism sector, but the Ministry of Investment reported that the number of foreign investments entering Indonesia in 2023 was IDR 744 trillion, up 13.7% from 2022 ^[4].

The political essence of "immigration policy as a stimulus to the national economy" is the policy of restricting Visa-Free Visits, which has an asymmetrical impact on national revenue. This policy has resulted in extraordinary immigration performance achievements, demonstrating the effectiveness of Indonesia's immigration law policy following the COVID-19 pandemic. However, despite the success of these achievements, several issues regarding the presence and activities of foreign tourists entering Indonesia that can be classified as negative policy impacts have emerged and

should be addressed by the government. The following sections examine the policy's impact, which is not limited to the tourism sector as an influential context component.

Context Analysis of the Tourism Sector: Bali on the Verge of Overtourism

The term "overtourism" denotes an anti-tourism stance and is considered an extreme term. The term was coined in 2001 by Australian journalist Freya Petersen to convey her disapproval of the exploitation of tourism in numerous nations. Prior to COVID-19, this term had vanished from the discourse on tourism. However, it resurfaced in the wake of the swift recovery of the industry in numerous countries worldwide. In light of the prevalence of the overtourism discourse, the United Nations World Tourism Organization has issued a special response and urged responsible management of tourism growth to prevent damage to the environment's sustainability.

Overtourism arises when a specific destination experiences an excessive influx of tourist visits. As local residents, tourists, and business owners define overtourism conditions in tourist destinations, the current method of measurement for this phenomenon is typically subjective. The Balinese people are becoming increasingly restless about the preservation of their illustrious cultural values; tourists lament the traffic density at many tourist destinations; waste management is becoming progressively more difficult to regulate; and the Bali Provincial government has expressed concern for the sustainability of Bali tourism. These are all striking indicators of overtourism.

Several Bali tourism observers predict that this will happen. They believe that Indonesia's current tourism policy is very capitalistic, and that tourism has become an activity centered on foreign exchange orientation and economic growth, with the result being tourism devotion to various interests and the will of capital owners ^[5]. In fact, on the one hand, the capitalistic value can present benefits, but on the other hand, in various circumstances it is contrary to the purpose of tourism, such as: the concentration of tourism benefits on certain social groups which is contrary to the goal of people's welfare and the elimination of poverty; the alignment of labor policies towards foreign workers which is contrary to the goal of overcoming unemployment; the tendency of the government to follow the will of investors which is contrary to the goal of preserving nature, the environment, and resources; the focus of tourism development only on the four tourism sectors (industry, destination, market, and institution) which is contrary to the goal of promoting culture; the dominance of the impact of tourism in the form of sexual crimes, crimes against cultural objects, narcotics trafficking, lifestyle changes, sexual behavior deviations which are contrary to the goal of lifting the nation's image, and strengthening national identity and unity, as the purpose of organizing tourism ^[6].

According to another viewpoint, current tourism policies contain many capitalistic values, resulting in tourism becoming an activity centered on foreign exchange orientation and economic growth, with the ultimate result of tourism devotion to various interests and the will of capital owners. Tourism policy is also pushed to support the vision and mission of foreign exchange and economic growth ^[7]. Immigration bears the direct responsibility for the impact of context problems on tourism regulation. People in general frequently question the quality of immigration officers at the Immigration Checkpoint of I Gusti Ngurah Rai International Airport (hereinafter referred to as TPI Ngurah Rai) when

selecting foreigners to enter Bali. In fact, the "fear" of long queues at TPI Ngurah Rai, which is thought to reflect negatively on the service, has become a regular occurrence that bothers tourism service providers and even the Provincial Government. As a result, travel document checks and selective mechanisms at TPI Ngurah Rai are difficult to implement optimally. Year after year, the queuing problem at I Gusti Ngurah Rai Airport's international arrival terminal becomes more complicated and difficult to resolve. The economic interests of tourism businesses make it difficult for the Airport Authority to plan arrival schedules so that passengers do not accumulate at the Health Quarantine, Immigration, and Customs inspection counters during peak hours. In response, Immigration is attempting to shift the paradigm by more strictly regulating selective mechanisms in visa applications or before foreigners arrive at Immigration Checkpoints. The use of Autogate is currently a priority for Indonesia's Directorate General of Immigration, as it strengthens the immigration administrative control mechanism during the visa application process.

The preceding series of events serves as an exemplification of contextual issues that may serve as a foundation for the development of a more suitable selective immigration policy in the future. Such a policy would ensure that policies promoting tourism in Indonesia do not deviate from the legislators' intended legal ideals, but rather are perceived as serving capital's interests and contributing to the erosion of the nation's noble cultural values. Restoring selective immigration policies to their original purpose of prioritizing national interests is imperative.

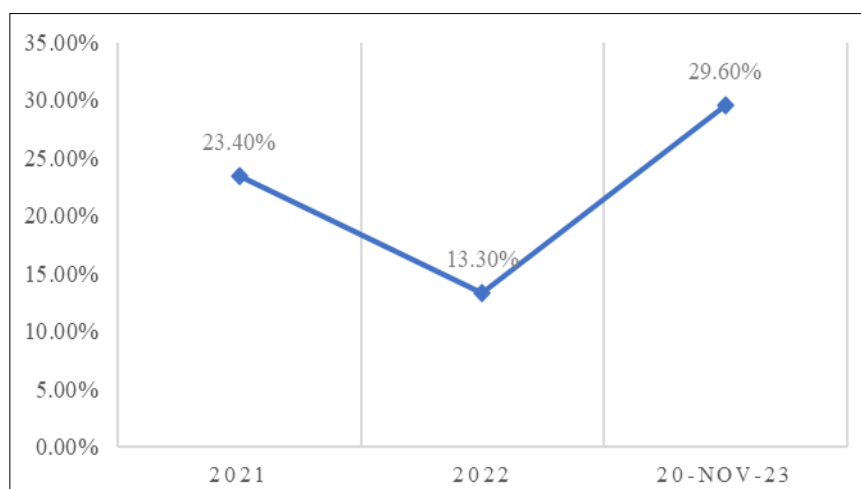
National interests based on the needs of a country can be seen from the internal situation of the country, both from the political, economic, military, and socio-cultural situations ^[8]. Hans J. Morgenthau states that interests must be able to protect physical identity, political identity, and culture ^[9]. Based on these two definitions, it can be inferred that national interest encompasses the safeguarding of a nation's resources and identity in addition to the advancement of public welfare. The scope of a nation's selective immigration policy ought to transcend policy definitions and concepts and encompass a universally acknowledged comprehension of the subject. Each nation possesses unique national interests. Nations that successfully incorporate their national interests into policies regarding selective immigration have a lasting and favorable effect.

Context Analysis of Visa Arrangements: The Impact of the Russia-Ukraine War

Since the start of 2022, the escalation of the conflicts between Russia and Ukraine has increased the mobility of citizens of both nations. This surge in momentum transpired during a period when nations, including Indonesia, were endeavoring to reconstruct their economies following the devastation caused by the COVID-19 pandemic. The tourism sector, which had come to a halt as a result of the international traffic restriction policy implemented during the COVID-19 pandemic, was particularly hard hit. Simultaneously, Indonesia's immigration policy remains dynamic, striving to establish a trajectory that facilitates progress in the tourism industry.

Before the COVID-19 Pandemic, the consistent annual contribution of Russian and Ukrainian citizens to Bali's tourism industry presented the government with a dilemma. Several nations have reestablished visa-free and visa-upon-arrival policies, which were originally designed to facilitate tourist travel for foreign nationals. In an effort to expedite the development of the tourism industry, the Russia-Ukraine conflict was "set aside" so that citizens of both nations could continue to benefit from the immigration ease policy.

The Ngurah Rai Special Class I Immigration Office's Immigration Intelligence and Enforcement Division presents data indicating that the number of Russian nationals granted Immigration Administrative Measures has increased over the previous year. In 2021, out of 111 foreigners granted Immigration Administrative Measures, 26 were granted to Russian nationals (23 people) and Ukrainian nationals (3 people), accounting for 23.4% of total Immigration Administrative Measures. In 2022, 8 Russian citizens and 4 Ukrainian citizens were granted Immigration Administrative Measures, accounting for approximately 13.3% of the 90 foreigners granted Immigration Administrative Measures. In 2023, the contribution of Russian and Ukrainian citizens increased significantly. Of the 223 Immigration Administrative Measures granted to foreigners, nearly 29.6% went to Russian citizens (59) and Ukrainian citizens (7). This figure is expected to rise by the end of 2023, given the large number of public complaints against Russian and Ukrainian citizens that are still being investigated by officers.



Source: The Ngurah Rai Special Class I Immigration Office's Immigration Intelligence and Enforcement Division December 31, 2023

Fig 1: Contribution Percentage of Immigration Administration Actions of Russian and Ukrainian Nationals at the Ngurah Rai Special Class I Immigration Office in 2021 – 2023

Since the reopening of Indonesia's entry point to foreign tourists following the pandemic, Russian and Ukrainian nationals have consistently accounted for an average of 22.2% of the annual total number of Immigration Administrative Measures issued by the Ngurah Rai Special Class I Immigration Office. This demonstrates that the ongoing conflict between the two nations significantly influences the yearly increase in rule of law violations by citizens of Russia and Ukraine. Due to the imminent threat of military engagements in their home countries, Russian and Ukrainian citizens decide to extend their stay in Bali in response to the unfavorable conditions of war. As a result of the extended length of stay, a subset of individuals explores business opportunities to establish additional revenue streams. Russian nationals were discovered engaging in illicit activities such as property marketing and motor vehicle rental cooperation with local inhabitants, both of which serve to enrich their economic interests. In coordination with the Badung Regency Pamong Praja Police Unit (Satpol PP), the Pora Team (Foreigner Monitoring Team) at the Ngurah Rai Special Class I Immigration Office identified a significant number of foreigners, particularly Russian citizens, who were depressed. It is believed that prolonged war exerts a significant influence as one of the contributing factors.

According to Article 1 of the Minister of Law and Human Rights Regulation Number 33 of 2021 concerning Procedures for Determining Visa Calling Countries, Application and Granting of Visas for Citizens of Visa Calling Countries, Visa Calling Countries are countries whose conditions or conditions are considered to be vulnerable in terms of ideological, political, economic, social, cultural, national defense and security, and immigration aspects. According to Article 5, when determining which countries are designated as Visa Calling Countries, the Minister convenes a Visa assessment coordination team comprised of several government agencies. Several countries, including Afghanistan, Israel, Nigeria, and North Korea, are designated as calling visa countries, requiring citizens to use a more selective visa application process. Russia and Ukraine's clearly unstable political and security conditions appear to prevent the Visa Assessment Team from listing the two countries as calling visa countries, instead including them as countries with easy immigration through Visa on Arrival. Many Russian nationals use this policy to find a more comfortable place to live while also protecting themselves from potential military attacks.

Context Analysis of Foreigner Monitoring Mechanism

Article 69 Paragraph (1) stipulates that the Minister, at the central and regional levels, assembles pertinent government agencies or institutions to form a Foreigner Supervision Team charged with overseeing the immigration activities of foreigners within Indonesian territory. The Minister or a designated Immigration Officer preside over the Foreigner supervision team, as specified in paragraph (2). Additionally, Article 2 of MOLHR Regulation No. 50/2016 regarding the Foreigner Supervision Team specifies that the purpose of establishing the Pora Team is to ensure that the immigration oversight of foreigners' activities and presence on Indonesian soil is comprehensive and coordinated.

The explicit mandate for government agency synergy in Law No. 6/2011 concerning the implementation of the supervisory function of foreigners. However, this principle does not operate alone; rather, it interacts and collaborates with the

oversight mechanisms in other licensing sectors for foreigners, including foreign investment and foreign labor. The formidable barrier of sectoral ego, nevertheless, obstructs the notion of synergy. Problems at the Population and Civil Registry Office related to mismatches in population data that have an impact on passport issuance, problems with the legality of investors at the Ministry of Investment, problems with the legality of foreign workers at the Manpower Office, lack of education for foreign tourists on customary norms in tourist attractions that should be able to be carried out by the Tourism Office, problems of failure to regulate the arrival hours of international airlines by airport authorities which have an impact on the buildup of queues at Immigration Checkpoints at certain hours, and the digital age society that prefers to spread videos or photos of inappropriate behavior of foreign tourists on social media rather than reporting to the relevant agencies and ultimately having an impact on the bad image of Bali tourism, is a complexity of cross-agency problems that greatly affect the assessment of Immigration performance due to the strong public stigma that everything related to foreigners is focused on immigration performance.

Context Analysis of the Arrangements for Handling Refugees from Abroad

Reviewing Presidential Regulation No. 125/2016 concerning the Management of Refugees from Outside Indonesia, which serves as the legal framework for the treatment of foreign refugees in the country, is necessary due to the numerous philosophical and legal issues raised by the document. It is believed that the Indonesian government's stance on foreign refugees was influenced by the Constructivism network in international relations via the internalization of international standards into domestic legal products, with particular reference to the rise of the preeminent role of international organizations such as UNHCR and IOM, which provide assistance in managing foreign refugees in Indonesia.

Ironically, Presidential Regulation No. 125/2016 on the Handling of Refugees from Abroad in Indonesia does not incorporate provisions regarding the Immigration Law. Consequently, the legitimacy of an individual seeking asylum remains within the territorial integrity of the Republic of Indonesia solely on the condition that the International Organization (UNHCR) grants approval. Compounding the situation, the authority governing the management of lawful refugees is transferred to the Ministry of Home Affairs and subcontracted to the Regional Government, which is also tasked with the provision of community houses and the oversight of refugees (a responsibility typically performed by Kesbangpol). Indeed, the perception or stigma that local governments bear no responsibility for foreigners remains extremely pervasive. Local governments consider refugees to be an annoyance; consequently, social misunderstandings regarding refugees within the community are becoming increasingly challenging and, at times, unmanageable.

Context Analysis of Overseas Job Training (Internship) Arrangements

In Law Number 13 Year 2003 concerning Manpower Article 1 Point 11, apprenticeship is a component of the vocational training system that combines training at training institutions with direct work under the guidance and supervision of instructors or more experienced workers/laborers in the process of producing goods and/or services in businesses in

order to master specific skills or expertise. Article 9 of Law No. 13/2003 concerning Manpower states that vocational training is organized and directed to equip, improve, and develop work competencies to increase capability, productivity, and welfare. According to Article 13 Paragraph (1), vocational training is organized by public and/or private vocational training institutions. According to paragraph (2), vocational training can be provided at training centers or in the workplace. This provision allows for overseas vocational training.

According to Article 4, Paragraph (2) of Law No. 18 Year 2017 of the Republic of Indonesia on the Protection of Indonesian Migrant Workers, the following are prohibited from being considered Indonesian Migrant Workers under the provisions of this legislation: a) Indonesian citizens sent or employed by an international body or by a country outside its territory to carry out official duties; b) students and trainees abroad; c) Indonesian citizens who are refugees or asylum seekers; d) investors; e) state civil apparatus or local employees working in the Representative of the Republic of Indonesia; f) Indonesian citizens working in institutions funded by the state budget; and g) Indonesian citizens who have independent businesses abroad. Hence, it is evident that students and trainees abroad do not qualify as Indonesian migrant workers; therefore, the law does not facilitate the provision of protection for apprentices abroad. An increased focus and oversight on the regulation of work training (apprenticeship) overseas is necessary to heighten the vigilance of pertinent government agencies in the wake of the escalating prevalence of illicit activities such as human trafficking and smuggling.

Conclusion

Various accomplishments of Immigration success rates throughout 2023 are achievements that should be appreciated. Determining the fundamental substance of the selective immigration policy implemented in Indonesia ultimately involves a subjective assessment of the balance between the security approach and the welfare approach. Achieving success in the economic or welfare domains, which are also impacted by the ease of immigration policy, causes a slight shift in the equilibrium point away from the middle and toward the economic sectors. The government must consider several context-specific issues as fundamental elements of vigilance treatment in order to formulate suitable policies that restore the equilibrium point of selective policies. The immigration context is confronted with the following issues: the emergence of the overtourism threat in Bali; visa arrangements for conflict countries; ineffective interagency coordination in overseeing foreigners; schemes for managing foreign refugees that fail to facilitate lawful objectives; and inadequate protection mechanisms for Indonesian migrant workers and apprentices working overseas.

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