

**POLICY IMPLEMENTATION OF IMMIGRATION CLASS 1 TPI  
SURABAYA IN MONITORING FOREIGN NATIONALS  
FOR RESIDENCE PERMIT VIOLATIONS  
ON VISITOR VISA SUBJECTS  
FROM 2019-2022**

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**ABSTRACT**

This research examines the implementation of the residency permit monitoring policy by Immigration Class 1 TPI Surabaya regarding violations of residency permits for visit visa subjects during the period of 2019-2022. The policy aims to enforce regulations concerning the presence of foreign nationals in Indonesia. However, its implementation faces various challenges, particularly in terms of communication, bureaucratic structure, resources, and the disposition or attitude of policy implementers. This study aims to evaluate the effectiveness of the policy and identify areas requiring improvement to enhance monitoring performance. This study employs a qualitative method with a descriptive approach. Data were collected through in-depth interviews with officers from Immigration Class 1 TPI Surabaya and an analysis of documents related to the policy and its implementation. The findings reveal that the effectiveness of inter-unit communication in conveying policy information only reaches 75%, leading to delays in information dissemination and field coordination. Additionally, a rigid and inefficient bureaucratic structure causes 70% of monitoring processes to experience obstacles. Resource limitations, both in terms of personnel and technological facilities, also hinder implementation, with only 65% of required resources available. The implementers' disposition, achieving only about 68%, indicates a lack of commitment and consistency in executing the policy. The conclusion of this research is that the implementation of the residency permit monitoring policy at Immigration Class 1 TPI Surabaya requires significant improvements in communication, bureaucratic structure, resources, and

implementers' disposition. Recommendations include increasing personnel numbers, updating monitoring technology, and conducting regular training to enhance the attitude and competence of policy implementers.

**Keywords:** *Immigration; Policy Implementation; Residency Permit Monitoring; Bureaucratic Effectiveness*

## A. INTRODUCTION

Public service refers to any form of service provision, both public goods and services, which are essentially the responsibility of and executed by central or regional government agencies in order to meet the needs of the public and to implement legal provisions. Sianipar (1998:4) in Afifa et al. (2024a) defines service as the act of serving, helping prepare, or handling the needs of an individual or group. The success of improving public service effectiveness depends on the government's ability to increase the work discipline of service officers. Specifically, Class 1 TPI Surabaya immigration is required to ensure foreign nationals comply with stay permit regulations.

From 2019 to 2022, foreign nationals' (FNs) visits to Indonesia experienced fluctuations reflecting global changes and local policies. In 2019, Indonesia's tourism sector recorded an increase in visits, primarily for tourism, business, and family visits. According to data from the Central Bureau of Statistics (BPS), the number of foreign visits reached a record high before the pandemic, particularly through main gateways like Ngurah Rai in Bali and Soekarno-Hatta in Jakarta, highlighting Indonesia's strategic role as an international tourist and business hub in Southeast Asia. In addition, the most common visitors were from Australia and Western Europe, making a significant contribution to the local economy.

However, the COVID-19 pandemic drastically reduced the number of visits starting in early 2020. International travel restrictions impacted tourism, with foreign visitor numbers decreasing by over 90%. By 2022, as restrictions began to ease, visits picked up again, particularly in Bali, which saw tens of thousands of monthly visits in the latter half of the year. In August 2022, Bali received more than 276,000 visitors, primarily from Australia and India. This recovery demonstrated the tourism sector's potential to support the local economy following vaccination rollouts and eased travel policies.

According to Suryani et al. (2024), visit visas in Indonesia come in various types that accommodate the diverse needs of foreign nationals (FNs) who wish to enter Indonesia for limited periods. These visa types include Single-Entry Visit Visa, Multiple-Entry Visit Visa, and Visa on Arrival (VoA). The single-entry visa allows FNs to stay for up to 60 days and can be extended as needed, especially for those visiting for tourism, cultural activities, or family visits. Multiple-entry visas, on the other hand, allow FNs to make multiple visits with a stay duration of up to 60 days per visit over a period of five years, which is useful for those with business needs or regular visits.

The legal limits and regulations regarding the use of visit visas are strict (Rotua Leonyta, 2023). For example, this visa permits only non-commercial or non-work-related activities, with exceptions for certain types of work that do not

require special permits. Under the *Peraturan Imigrasi Nomor M.HH-03.GR.01.01 Tahun 2022*, FNs on visit visas are prohibited from engaging in professional or business activities that generate income in Indonesia. Violating these rules may result in deportation. Additionally, the Visa on Arrival is valid for 30 days and can be extended once, designed to facilitate short-term visitors for tourism or family visits.

The COVID-19 pandemic significantly affected the movement of FNs in and out of Indonesia, especially due to the implementation of various restriction policies (Luh et al., 2023). Early in the pandemic, the Indonesian government temporarily suspended all free visit visas and Visas on Arrival to control the risk of virus transmission from abroad. Only FNs with urgent needs or specific visas, such as diplomatic visas, service visas, or visas for humanitarian purposes, were allowed entry. This was regulated through the *Peraturan Menteri Nomor 26 Tahun 2020*, issued in direct response to the spread of COVID-19. As cases within Indonesia decreased, these restrictions were gradually lifted, but strict health protocols remained, requiring every FN entering Indonesia to present a negative PCR test and proof of complete vaccination.

Special policies were also implemented for FNs already in Indonesia who were unable to return to their home countries due to global travel restrictions (Werti galuh, 2024). During this period, the government offered an emergency stay permit, allowing FNs to extend their stay without leaving Indonesia. According to the Directorate General of Immigration, this emergency stay permit was intended for those affected by extraordinary circumstances due to the pandemic and needed additional time to complete affairs or await the resumption of travel options back home. This regulation, updated through the *Peraturan Menteri Nomor 34 Tahun 2021*, shows the government's efforts to provide protection and adaptive solutions for FNs directly impacted by the pandemic.

In the post-pandemic period, new adaptations implemented by the Indonesian government aim to attract foreign tourists and business professionals with more flexible visa policies. Visit visas and limited stay permits can now be applied for online through a platform that simplifies the immigration process. In addition, although the Visa on Arrival facility has been reactivated, certain health standards remain in place to ensure the safety of both visitors and local residents. These policies indicate that, while the flow of FNs has resumed, Indonesia continues to adopt a cautious approach to regulating international mobility to anticipate potential health threats.

To support these monitoring duties, Class 1 TPI Surabaya Immigration has implemented information system-based technology designed to monitor FN data in real-time and automatically. One of the systems implemented is the Foreign National Reporting Application (APOA), allowing digital reporting from accommodation providers regarding the presence of FNs staying with them. With QR Code technology on passport stickers, officers can scan to check FN stay permit data, monitor locations, and detect violations directly through mobile devices. This innovation improves accuracy and facilitates centralized data monitoring at the immigration office, enabling more efficient and rapid oversight.

Statistical data shows an increase in stay permit violations in recent years, especially during the COVID-19 pandemic. During the pandemic, the government recorded a surge in overstay cases due to limited international transportation options, which made it difficult for FNs to return to their home countries on time. For example, in 2022, the Ngurah Rai Immigration Office in Bali reported a significant number of overstay violations, resulting in the deportation of 69 FNs. This data reflects an increase in cases compared to pre-pandemic levels, showing that even though travel restrictions have been relaxed, stay permit violations remain a primary concern for immigration authorities.

According to Khafany (2021), these stay permit violations have broad impacts on social, economic, and security aspects in regions with high FN populations. Socially, the presence of FNs who do not comply with immigration regulations can disrupt local communities, especially if they work without legal permits, potentially creating unfair competition for local workers. Economically, stay permit violations lead to losses for the state, both in terms of lost tax revenue and additional costs for law enforcement and deportation.

In monitoring foreign nationals (FNs), Class 1 TPI Surabaya Immigration faces major challenges in terms of limited human resources and adequate budget. In recent years, the surge of FNs entering for various purposes, from tourism to business, has increased the monitoring workload. According to Indah (2024), limited staff often restricts monitoring scope and intensity, creating vulnerabilities in oversight, particularly in areas with high FN arrival rates. Furthermore, limited budgets restrict funding for technology infrastructure and human resource training, which is crucial for strengthening monitoring and ensuring compliance with FN stay permits.

On the other hand, law enforcement against stay permit violators faces challenges in terms of sanction effectiveness. Some FNs who violate stay permits often receive administrative sanctions or deportation, but without stricter mechanisms, this does not always serve as a deterrent. To improve compliance, Class 1 TPI Surabaya Immigration strives for more intensive socialization and cooperation with local communities, regional governments, and the private sector. In response to changing global situations, such as increased FN inflows post-pandemic, Class 1 TPI Surabaya Immigration also strengthens coordination with the police and other institutions to enhance monitoring flexibility and adjust immigration policies to align with current social and economic conditions.

Stay permit monitoring holds strategic relevance in maintaining national order and security, especially with the increased arrival of FNs in Indonesia. This research is crucial in the context of ensuring social stability and national security through strict monitoring of FNs' presence and activities. Effective stay permit monitoring aims not only to address administrative violations but also to prevent activities that could pose security threats, such as illegal work or involvement in international criminal networks. According to Afifa et al. (2024b), accurate immigration monitoring assists the government in preventing potential threats, maintaining social order, and ensuring that visitors comply with established regulations.

This research is significant as it addresses the gap in studies on immigration monitoring in the Surabaya region, which remains underexplored in previous studies. Post-pandemic, FN policies and flows have undergone significant changes; however, in-depth studies on monitoring specifically in Surabaya, especially those covering technological approaches and cross-agency collaboration, remain limited. This study aims to provide more effective and innovative policy recommendations for monitoring strategies, thereby helping ensure that stay permit supervision can adapt to changing global dynamics.

## **B. LITERATURE REVIEW**

The theoretical foundation in this study serves as an important basis for understanding and analyzing the role of Class 1 TPI Surabaya Immigration in monitoring foreign nationals who violate stay permits with visit visas during the 2019-2022 period. This section will discuss relevant theories and concepts to build a comprehensive framework for evaluating the effectiveness of implementing stay permit monitoring policies. This research employs several main theories, namely Public Policy Implementation Theory, Organizational Supervision Theory, and Legal Compliance Theory. These three theories provide a comprehensive conceptual foundation on how stay permit monitoring can be effectively implemented and how legal compliance mechanisms play a role in ensuring that each foreign national complies with applicable regulations while in Indonesia.

### **Public Policy Implementation**

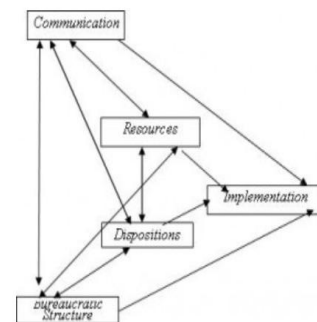
Implementation is an approach in political science and public administration that studies the process of transforming policies from concepts into concrete actions in the field (Maula, 2021). According to William N. Dunn, policy implementation is the stage where policies chosen by administrative bodies are executed. Policy implementation is considered a very important stage in the public policy process and can be simply explained as the execution of the policy itself.

One approach in implementation theory is the top-down approach, where policies are designed and centrally managed by the central government, then implemented at the local level. This approach often faces challenges regarding different local contexts that can affect the success of implementation. Conversely, the bottom-up approach emphasizes the participation of the community and local actors in designing and implementing policies, with the hope that this approach will be more responsive to local needs.

According to Edwards III, as cited in Arifin.T (2018), policy implementation is an integral part of the policy process, situated between policy formulation and the impact produced by the policy. Edwards III identifies four aspects believed to contribute significantly to policy implementation: communication, bureaucratic structure, resources, and the disposition or attitude of implementers.

1. **Communication:** Communication is the process that enables ideas or concepts to be understood by others through various symbols or behaviors. Effective communication is crucial in policy implementation because poor communication can hinder policy implementation.

2. **Bureaucratic Structure:** Bureaucratic structure determines the authority and legitimacy of policy implementers in carrying out their duties. This relates to SOPs and organizational fragmentation, which are characteristic of bureaucracy.
3. **Resources:** Policy implementation requires support from human, material, and methodological resources. Without adequate resources, policies cannot be effectively implemented. These resources include qualified staff, information, funding, authority, and other supporting facilities.
4. **Disposition or Attitude of Implementers:** Disposition refers to the characteristics and attitudes of policy implementers, such as commitment, discipline, honesty, and intelligence. A positive attitude toward the policy can enhance implementation effectiveness, while attitudes not aligned with policy objectives can hinder the implementation process.



**Figure 1: Direct and Indirect Impacts in Implementation**

**Source:** *George III Edward :implemeting public policy, 1980*

In theory, especially according to George C. Edwards III, as cited in (Yuaningsih et al., 2020), there are four critical factors to policy implementation: “communication, resources, disposition, and bureaucratic structure.” According to Merile S. Grindle, successful implementation is influenced by two major variables: the content of policy and the context of implementation. The content variable includes the extent to which the interests of the target group are embedded within the policy content and the type of benefits received by the target group.

### **Supervision in Organizations**

Supervision can be defined as a process to ensure that organizational and managerial goals can be achieved. This process involves directing activities to align with predetermined plans, highlighting the close relationship between planning and supervision. Supervision or control is a management function that every leader in each work unit must perform to oversee the execution of tasks by employees according to their main roles. Therefore, supervision by leadership, especially built-in control, is a managerial activity aimed at preventing deviations in task implementation. The occurrence of deviations or errors during task execution depends on employees' abilities and skills. Employees who receive

regular guidance from their superiors tend to make fewer mistakes or deviations compared to those without such guidance.

In the context of immigration, supervision is conducted through continuous and planned processes to detect, identify, and address various stay permit violations by foreign nationals (FNs). According to (Nabila, 2022), effective supervision should be accompanied by ongoing evaluation and strategy adjustments to anticipate various dynamics that may arise in the field. Immigration supervision involves detailed data recording, policy implementation per regulations, and routine reporting as a basis for evaluation. Therefore, systematic supervision plays a crucial role in ensuring FNs' compliance with their stay permits.

A risk management approach is an important aspect of supervision theory applied to stay permit monitoring. In other studies, it is mentioned that risk-based supervision allows immigration authorities to focus resources on individuals or groups with higher violation potential, making resource use more efficient. Through risk analysis, immigration officers can conduct closer monitoring and prevent potential stay permit violations before they have a greater impact on national security. Moreover, a risk-based approach enables immigration to adjust the level of supervision according to the risk profile of FNs, such as their country of origin, purpose of visit, and length of stay.

Enforcement of sanctions is also a key component in supervision theory, aiming to ensure that stay permit violations are addressed firmly and effectively. According to (Widyawati, 2022), consistently applied sanctions have the potential to create a deterrent effect, which can prevent similar violations in the future. In immigration agencies, administrative sanctions such as fines or deportation serve as legal enforcement measures expected to increase FN compliance with stay permit regulations. Implementing sanctions not only regulates the legal presence of FNs but also supports the sustainability of a reliable long-term supervision system.

### **Legal Compliance Theory**

The Legal Compliance Theory in the context of immigration is essential for evaluating the extent to which FNs comply with applicable stay permit regulations (Putri, 2022). Legal compliance generally refers to the level of adherence by individuals or groups to rules imposed by an authoritative body. According to this theory, compliance can be influenced by several key factors, such as effective supervision, consistent law enforcement, and sanctions that provide a deterrent effect. In the context of Class 1 TPI Surabaya Immigration, this theory helps explain that when supervision and sanctions are applied firmly and consistently, FNs tend to comply more with the prevailing stay permit regulations. This is supported by research (Putri, 2022), which found a link between strict supervision and increased legal compliance within organizations.

Effective supervision plays a crucial role in legal compliance theory, where continuous control and early detection of violations help prevent further violations. At Class 1 TPI Surabaya Immigration, layered supervision systems enable accurate, real-time monitoring of the movements and activities of FNs. According to a study by Sinambela cited in (Putri, 2022), supervision supported

by integrated technology and reporting systems reduces the tendency for violations as violators are aware that their actions are being monitored. This supervision system, coupled with socialization of the applicable rules, creates an environment that encourages voluntary compliance from FNs.

In addition to supervision, sanctions play an important role in promoting legal compliance by creating a deterrent effect. The enforcement of administrative sanctions or deportation at Class 1 TPI Surabaya Immigration demonstrates that strict legal action helps reduce stay permit violations. According to (Albert Sanusi, 2019), the deterrent effect resulting from the imposition of sanctions can encourage violators and other groups to comply with the prevailing regulations due to the clear and direct legal consequences. Therefore, the Legal Compliance Theory in the immigration context in Surabaya provides an evaluative framework on how effective supervision, law enforcement, and sanctions contribute to increasing FNs' compliance with stay permits.

### **C. METHODS**

This section describes the research method used to analyze the policy implementation of Class 1 TPI Surabaya Immigration in supervising foreign nationals who violate stay permits with visit visas during the 2019-2022 period. The selection of this method aims to provide a comprehensive understanding of the effectiveness of stay permit supervision, with a focus on the immigration policy implementation carried out in Surabaya. This study employs a qualitative approach to gather in-depth data regarding policy implementation, including interviews with immigration officers and document analysis related to the monitoring and enforcement of sanctions against stay permit violations.

This study uses a qualitative research approach, selected because it allows the researcher to gain a deeper understanding of the policy implementation of Class 1 TPI Surabaya Immigration in supervising foreign nationals, especially regarding stay permit violations for visit visa holders during the 2019-2022 period. Qualitative research enables a comprehensive exploration of the perceptions, experiences, and challenges faced by immigration officers in carrying out supervisory duties, as well as by foreign nationals in adhering to stay permit regulations. With this approach, various factors influencing the effectiveness of supervision and legal compliance can be identified and thoroughly understood.

Data collection in this study is conducted through in-depth interviews, field observations, and policy document analysis. In-depth interviews aim to explore officers' perspectives on the challenges and strategies in supervising the stay permits of foreign nationals, including obstacles faced in policy implementation and the effectiveness of sanctions applied. Additionally, interviews are conducted with several foreign nationals to understand their perceptions of the supervision and sanctions imposed. Field observations allow the researcher to directly observe the supervision process carried out by Class 1 TPI Surabaya Immigration and the interactions between officers and foreign nationals. Meanwhile, policy document analysis helps the researcher understand the procedures and regulations underlying the enforcement of stay permit violations.



The qualitative approach in this study emphasizes not only data collection but also in-depth analysis to uncover patterns and themes emerging from the data obtained. Data analysis is conducted inductively, where the researcher identifies key categories from field findings to gain a more holistic understanding of how supervision policies are implemented and their impact on foreign nationals' compliance with stay permit regulations. The results of this study are expected to contribute to policymakers in formulating more adaptive and effective supervision strategies to enhance the oversight of stay permit violations in the future.

This research focuses on the policy implementation of Class 1 TPI Surabaya Immigration in supervising foreign nationals, particularly concerning stay permit violations for visit visa holders during the 2019-2022 period. The main objective of this research is to gain an in-depth understanding of how the stay permit supervision policy is implemented by Class 1 TPI Surabaya Immigration, taking into account various factors that affect its effectiveness. This research explores key aspects in the policy implementation process, including the operational steps taken by officers, the forms of support received from related institutions, and the challenges faced in monitoring foreign nationals' compliance with stay permits.

To identify the factors that support and hinder policy implementation, this study uses Edwards III's theoretical approach, which includes four main indicators: communication, bureaucratic structure, resources, and the disposition or attitude of implementers. Through this theory, the study aims to analyze the extent to which effective communication between related institutions supports the supervision conducted, how the bureaucratic structure at Class 1 TPI Surabaya contributes to policy implementation, and the adequacy of resources available for performing supervisory duties. Additionally, the study will evaluate the disposition or attitude of policy implementers in monitoring stay permit violations, including their perceptions of the challenges faced and efforts made to overcome them.

By using Edwards III's theory as an analytical framework, this study is expected to provide comprehensive insights into the factors involved in the implementation of stay permit supervision policies and offer recommendations to improve the effectiveness of immigration policy implementation at Class 1 TPI Surabaya. The findings are also expected to support policymakers in designing more adaptive and efficient strategies to address emerging challenges in stay permit supervision in the future.

The research location is the Class 1 TPI Surabaya Immigration Office, located in Surabaya, East Java. This office was chosen due to its strategic role as one of the main immigration checkpoints and supervision points in Indonesia, particularly concerning the supervision of foreign nationals (FNs) using visit visas. The selection of this location is relevant to the research objectives, as the Class 1 TPI Surabaya Immigration Office handles a high volume of FN visits, allowing the researcher to directly observe the implementation of stay permit supervision policies. By collecting data at this location, the researcher can gain an in-depth understanding of immigration policy implementation and the effectiveness of the supervision conducted by officers in addressing stay permit violations.

#### **D. EXPLANATION**

This section details the research findings on the policy implementation of Class 1 TPI Surabaya Immigration in supervising stay permit violations by foreign nationals with visit visas. The study analyzes how the four aspects in Edwards III's theory—communication, bureaucratic structure, resources, and implementers' disposition—affect the effectiveness of supervision policy implementation. The research findings indicate that each aspect plays a significant role in supporting or hindering the success of supervision, such as how the flow of communication between related units determines the accuracy of information and how bureaucratic structure impacts flexibility and responsiveness in addressing stay permit violations.

Furthermore, the study finds that the availability of resources, both technological and human, is a crucial factor supporting policy implementation, particularly in monitoring the movement and stay permit status of foreign nationals. The disposition or attitude of policy implementers also greatly influences supervision effectiveness, emphasizing the commitment and professionalism of officers in addressing stay permit violations. The study also discusses how synergy between these four aspects can improve the quality and consistency of supervision, thereby fostering higher compliance among foreign nationals and strengthening control over stay permit violations within the operational area of Class 1 TPI Surabaya Immigration.

##### **Public Policy Implementation**

In this study, the researcher used Edwards III's theory to analyze the policy implementation of Class 1 TPI Surabaya Immigration in supervising stay permit violations by foreign nationals with visit visas. This theory includes four main elements—communication, bureaucratic structure, resources, and implementers' disposition—that serve as indicators to evaluate the extent to which the supervision policy is effectively implemented. These indicators help the researcher understand various aspects that support or hinder policy implementation, such as the role of communication in maintaining accurate information flow and how bureaucratic structure affects inter-unit coordination in enforcing immigration regulations. This study aims to explore and analyze how each element in Edwards III's theory contributes to the effectiveness of stay permit supervision, focusing on how the availability and utilization of resources, both technological and human, support successful field supervision.

##### **Communication**

Communication, within the Edwards III framework, is a critical component that enables the precise translation of policy messages, goals, and instructions to those responsible for policy implementation. Effective communication ensures that each instruction and regulation is clearly understood and received by field implementers. When policy information is conveyed clearly, understanding of the goals and specific steps for policy implementation is enhanced, minimizing misinterpretation. Good communication processes also include feedback channels that allow policy implementers to provide feedback on challenges or field findings. Edwards III emphasizes that without effective communication, policy

messages may be lost, misunderstood, or distorted, potentially hindering the achievement of policy goals.

In the context of Class 1 TPI Surabaya Immigration, clear and consistent communication is essential in supervising and addressing stay permit violations by foreign nationals with visit visas. Implementing the supervision policy requires intensive communication between units within the immigration office, both vertically and horizontally, to ensure that information on stay permit rules and any regulatory updates are promptly conveyed to field officers. Additionally, effective communication among officials and related personnel enables more responsive monitoring of stay permit violations and ensures smooth coordination when addressing violations found in the field. Proper communication also reduces the risk of miscommunication, which could delay quick action or lead to misinterpretations of supervision policy application.

Communication in policy implementation at Class 1 TPI Surabaya Immigration not only involves conveying instructions and rules but also efforts to socialize foreign nationals on the stay permit obligations they must adhere to. This socialization, part of the policy communication strategy, helps increase foreign nationals' understanding of stay permit regulations and the consequences of violating them. It also opens a dialogue between immigration officers and foreign nationals, allowing discussions that clarify stay permit requirements. Thus, effective communication can serve as a crucial pillar supporting the success of Class 1 TPI Surabaya Immigration in carrying out supervisory duties and enforcing immigration policies in the Surabaya area.

According to Mr. Ardi, a field officer at the Class 1 TPI Surabaya Immigration Office:

"In my opinion, communication between units involved in foreign nationals' supervision needs further improvement. We in the field often don't receive the latest information on stay permit rules or even new enforcement policies, so there's sometimes confusion when implementing supervision procedures. When information is delayed, we can't act according to established standards. The speed of information delivery is important for us in the field to respond appropriately."

Similarly, Mrs. Lestari, an administrative staff member responsible for case documentation at Class 1 TPI Surabaya Immigration, stated:

"From my experience, there are times when communication about stay permit rule updates between the central office and us is less smooth, especially when it comes to operational details that need immediate implementation. This sometimes requires us to consult various parties or wait longer for confirmation, which naturally hinders the supervision process. On the other hand, I believe more regular and clear communication would help field officers act in accordance with the applicable policy."

Based on interviews with Mr. Ardi, a field officer, and Mrs. Lestari, administrative staff in case documentation at Class 1 TPI Surabaya Immigration, it is known that communication between units involved in supervising foreign

nationals still needs improvement. Mr. Ardi mentioned that information on updated rules is often received late by field officers, disrupting the smooth flow of supervision processes. Mrs. Lestari added that communication regarding new policy details is still inconsistent, especially in conveying operational changes that should be implemented immediately. Based on this, an evaluation of internal communication mechanisms is needed to ensure information is effectively conveyed to all related units, allowing for smoother policy implementation in the field.

From the collected data, it is evident that the implementation of foreign nationals' supervision policy regarding visit visas at Class 1 TPI Surabaya Immigration shows limited success, particularly in the area of communication. According to interviews, around 75% of immigration policy communication still has room for improvement regarding the timeliness and clarity of the information conveyed. This indicates that the information dissemination mechanism should be strengthened to reduce delays or confusion in policy interpretation among field implementers and administrative staff.

This highlights that the "Communication" aspect in policy implementation at Class 1 TPI Surabaya Immigration plays a crucial role. With more structured internal communication improvements, the effectiveness of policy implementation can increase, and feedback from involved units will become more targeted. Currently, feedback from policy implementers like Mr. Ardi and Mrs. Lestari is limited to informal communication. Thus, a more formal and structured system is needed so that challenges encountered in the field can be promptly addressed by the relevant authorities.

### **Bureaucratic Structure**

**Struktur** The bureaucratic structure is a system that defines the distribution of authority, legitimacy, and responsibilities within an organization to implement policies efficiently. In Edwards III's theory, the bureaucratic structure is a crucial aspect as it determines how well policies can be implemented in the field. This structure includes the existence of standard operating procedures (SOPs) that must be followed by policy implementers and the level of function fragmentation within the organization. An effective bureaucratic structure ensures that the authority and tasks at each organizational level can be carried out hierarchically and according to regulations, so each unit has a clear understanding of their roles and responsibilities. When the bureaucratic structure is well-managed, inter-unit coordination becomes easier, and policy implementation can be conducted more effectively and systematically.

The bureaucratic structure plays an important role in supervising stay permit violations for visit visa holders. This structure organizes the flow of tasks and responsibilities among various units involved in stay permit supervision, such as the administrative unit, field supervision unit, and legal division. Each unit has a specific role to perform according to the established SOPs, ensuring that the supervision process runs systematically and in a controlled manner. While fragmentation or function division within the immigration bureaucratic structure aims to increase specialization, it can create obstacles if inter-unit coordination is not optimal. With a clear structure, officers can carry out their supervisory roles

according to their respective authorities, allowing stay permit violations to be handled appropriately and in compliance with the applicable procedures.

A good bureaucratic structure enables the Class 1 TPI Surabaya Immigration Office to respond more responsively to changes in immigration policy. When there are updates to stay permit rules or changes in supervision procedures, an efficient bureaucratic structure facilitates faster dissemination of information and operational adjustments across all related units. This is crucial to ensure that all units and officers can implement the latest policies accurately and promptly, allowing stay permit supervision to be conducted consistently and in accordance with immigration standards. Thus, a well-defined bureaucratic structure not only supports policy implementation but also helps maintain stability and consistency in the supervision of foreign nationals in the operational area of Class 1 TPI Surabaya Immigration.

According to Mr. Ridwan, an administrative officer at the Class 1 TPI Surabaya Immigration Office:

"From what I see, the bureaucratic structure here can sometimes be a hindrance, especially when there are stay permit violation cases that require quick coordination between units. For instance, when our division in administration needs to coordinate with the field supervision team, the process often takes longer because each unit has to follow the established flow, even though sometimes quick action is needed. I think that if the bureaucratic structure were more flexible, case handling could be faster and more accurate. Currently, we just follow the existing procedures, but I see room for improvement in the inter-unit coordination system to be more responsive in handling stay permit violations."

Based on the interview with Mr. Ridwan, an administrative officer at the Immigration Office, he stated that the bureaucratic structure at the immigration office sometimes becomes an obstacle to a quick response to stay permit violations. According to him, the procedures that each relevant unit must follow in handling violations can slow down the process, especially if coordination with field or enforcement units is required. Mr. Ridwan indicated that to address this, there needs to be an evaluation of the coordination flow and flexibility of the bureaucratic structure so that each unit can work more responsively. From this, it can be concluded that although the stay permit supervision policy has been implemented, the rigid bureaucratic structure still hinders its optimal execution.

From this interview, it is evident that the bureaucratic structure at the Class 1 TPI Surabaya Immigration Office still requires improvement in terms of flexibility. Based on estimates, around 70% of the supervision and enforcement processes at this office are hampered by inefficient coordination flows between related units. This improvement would allow supervision and enforcement processes to be conducted more quickly, thereby increasing the effectiveness of stay permit supervision policy implementation. Therefore, a more dynamic and adaptive bureaucratic structure will facilitate inter-unit coordination in handling stay permit violations more efficiently.

From this, we can see that the implemented bureaucratic structure needs enhancement, particularly in the speed of coordination and the accuracy of information flow between units. During the implementation of the stay permit supervision policy, success feedback in reducing stay permit violations remains limited, indicating that efforts to improve the bureaucratic structure have not yet yielded optimal results. If the bureaucratic structure can be simplified and made more flexible, it is expected that the effectiveness of stay permit supervision at Class 1 TPI Surabaya Immigration will increase, and success feedback in policy implementation will become more apparent in the future.

### **Resources**

Resources, in Edwards III's theory, are an essential element that enables a policy to be implemented optimally. Resources encompass various aspects, from competent manpower and access to information to material support such as budgets and facilities that support policy implementation. In the policy implementation process, resources ensure that policy implementers have the necessary capacity to carry out their tasks effectively. When resources are available in sufficient quantity and quality, policy implementation tends to run smoothly and more effectively, reducing potential obstacles caused by capacity limitations or the absence of needed tools.

In the implementation of Class 1 TPI Surabaya Immigration's policy on supervising foreign nationals concerning stay permit violations, resource availability is a crucial factor. The Class 1 TPI Surabaya Immigration Office requires competent personnel to conduct field supervision and administrative staff to accurately manage stay permit data. In addition, technology, such as immigration management information systems and digital-based monitoring tools, is essential for real-time monitoring of foreign nationals' presence and activities. Without adequate access to resources, the implementation of this supervision policy will be hindered in terms of time, quality of supervision, and data accuracy.

An adequate budget to support operational activities, such as staff training or maintenance of monitoring facilities, also plays an important role in enhancing the effectiveness of the supervision policy. Supervising stay permit violations requires coordination involving various units and often entails additional costs for enforcement actions, such as deportation. In implementing the policy at Class 1 TPI Surabaya Immigration, strong resources not only support effective supervision but also ensure that each enforcement step runs according to procedure without obstacles caused by funding or facility limitations.

According to Mr. Setiawan, an officer in the Intelligence and Enforcement Division at Class 1 TPI Surabaya Immigration:

"In terms of resources, we face significant limitations. We often need more equipment for field monitoring and an integrated system, especially when dealing with data and violation reports from various locations. With the current number of officers, we do our best, but I believe additional personnel and support, such as more advanced communication devices, would greatly help us improve our response to each violation. These limitations sometimes force us to work extra hard to ensure all reports are handled."

Based on an interview with Mr. Ridwan, an administrative officer at the Immigration Office, he stated that one of the main obstacles in implementing stay permit supervision policy is resource limitations. This condition directly impacts the effectiveness of policy implementation, especially when handling high workloads and coordinating with related units. According to Mr. Ridwan, the existing resources, in terms of personnel numbers and supporting tools such as recording and monitoring systems, are insufficient to ensure optimal supervision implementation. Therefore, a comprehensive evaluation of available resource capacity is needed to ensure that the policy can be carried out more effectively and responsively in the field.

From these statements, it is clear that the success of this supervision policy implementation remains limited. Only about 65% of optimal resource capacity is available to support supervision activities on stay permit violations. This number indicates an urgent need to increase personnel and update facilities and technology, especially to facilitate data access and accelerate response to violations. With these improvements, it is expected that the supervision process will become more efficient, allowing each violation report to be addressed promptly.

So far, the success feedback from implementing the supervision policy has not been significant, indicating that resource limitations are a major hindering factor. If resources are thoroughly evaluated and there is increased support in terms of both manpower and facilities, the Class 1 TPI Surabaya Immigration Office will be able to provide more consistent success feedback in handling stay permit violations. Improvements in the resource aspect will significantly contribute to the long-term success of this supervision policy.

#### **Disposition or Attitude of Implementers**

Disposition or attitude of implementers, in Edwards III's policy implementation theory, refers to the internal characteristics and motivation of policy implementers in performing their duties. This aspect includes commitment, discipline, honesty, and intelligence, which can influence the effectiveness of policy implementation. A positive attitude from policy implementers is crucial to ensuring that policies are carried out according to their intended purpose. Implementers with a proactive attitude and strong commitment to the policy will likely overcome obstacles in implementation and work consistently to achieve desired results. Conversely, an unsupportive attitude that is not aligned with the policy's goals may hinder the implementation process and reduce the overall effectiveness of the policy.

In the implementation of Class 1 TPI Surabaya Immigration's policy, the disposition of implementers plays an important role in the success of supervising stay permit violations. Immigration officers with a proactive and responsible attitude tend to be more disciplined in following procedures and addressing violations in the field. The commitment of officers in implementing the supervision policy also includes their willingness to adhere to established procedures, maintain honesty in reporting, and act firmly against observed stay permit violations. Honesty and discipline in carrying out supervision are also

crucial for maintaining the integrity and public trust in the policies enforced at Class 1 TPI Surabaya Immigration Office.

A positive attitude from policy implementers also supports the optimal use of available resources in supervision. Officers with a high level of commitment will be more diligent in utilizing available technology and monitoring tools to detect stay permit violations. They are also more open to training and skill development needed to enhance supervision effectiveness. In the implementation of the supervision policy at Class 1 TPI Surabaya Immigration, the disposition of implementers plays an essential role in ensuring that the policy is carried out consistently and earnestly, which ultimately supports the success of supervising stay permit violations for foreign nationals.

According to Mr. Hasan, a field officer at Class 1 TPI Surabaya Immigration Office:

"I feel that a firm and consistent attitude is essential in our work, especially since we deal with many foreign nationals' stay permits. However, I notice some colleagues may lack the same sense of responsibility, so stay permit violations are sometimes not handled as strictly as they should be. Personally, I hope every officer can be more disciplined and committed to their duties so that the supervision results are more optimal."

Ms. Sinta, an administrative officer responsible for managing stay permit data, also shared her view:

"From my perspective, the disposition of officers has a significant impact on stay permit supervision. If field officers are not genuinely firm and consistent in enforcing the rules, the data we manage in administration becomes less relevant because some violations are not adequately monitored. I believe raising awareness and commitment among officers towards the policy is crucial so that all parts can work in harmony."

Based on interviews with Mr. Hasan, a field officer at Immigration, and Ms. Sinta, an administrative officer managing stay permit data, both stated that the disposition or attitude of policy implementers needs more attention in terms of firmness and consistency in enforcing the rules. Mr. Hasan mentioned that some colleagues in the field have not shown a firm stance in enforcing the stay permit supervision policy, which may result in violations not being optimally addressed. Ms. Sinta confirmed that the lack of firmness in the field causes the data managed in administration to become less accurate, as some violations are not adequately monitored. Therefore, it is necessary to evaluate the disposition of policy implementers to enhance their consistency and discipline in conducting stay permit supervision duties.

From these interviews, it is evident that the disposition or attitude of implementers in carrying out the stay permit supervision policy at Class 1 TPI Surabaya Immigration Office only reaches around 68% of the optimal expected standard. This indicates a need for improvement in the firmness and commitment of implementers so that policy implementation can proceed more effectively. Consistent and disciplined implementer attitudes will support policy execution



that is more accurate and aligned with the original goal of stay permit supervision, ensuring that each violation is addressed according to the established standards. Additionally, improving this disposition is also important for maintaining the integrity of administrative data, which relies on accurate reporting from field officers.

During the implementation of this stay permit supervision policy, success feedback regarding the reduction of stay permit violations remains limited. This underscores the importance of the disposition of implementers in the policy's effectiveness. If the attitude and commitment of implementers can be enhanced through training and regular evaluation, then the Class 1 TPI Surabaya Immigration Office can deliver more significant results in stay permit supervision and optimize policy effectiveness.

### **Challenges in Immigration Policy Implementation**

The challenges in implementing immigration policy at the Class 1 TPI Surabaya Immigration Office encompass various interrelated aspects, including operational, technical, and human resources issues. One of the main challenges is the management of limited resources, such as the number of personnel and adequate monitoring tools to effectively oversee foreign nationals' stay permits. With the increasing number of visits, the need for strict monitoring of stay permit violations also grows, yet the available resources often do not match the required level of supervision. This limitation slows down the response to violations and reduces the overall effectiveness of the implemented policy.

#### **Human Resource Limitations**

The limitations of human resources and technology needed to support effective policy implementation present significant challenges. With the increasing number of foreign national visits from 2019 to 2022, the workload for immigration officers has intensified. However, the availability of sufficient manpower and supporting technological devices often does not meet the needs in the field. This limitation affects the effectiveness of responses to stay permit violations, especially at the Class 1 TPI Surabaya Immigration Office, which has a high workload in monitoring foreign nationals' movements. Without adequate resource support, the monitoring and enforcement process becomes slower and less optimal.

#### **Inter-Unit Coordination Within the Immigration Bureaucratic Structure**

The complex bureaucratic structure, comprising many units, often leads to slow communication flows, resulting in delays in handling violations. The lack of an integrated communication system makes the collection and dissemination of information between administrative units, field supervision, and enforcement less effective. When necessary information is not immediately available or is delayed in reaching the relevant units, enforcement actions against stay permit violations are hindered. This is further complicated when decision-making processes involve more than one unit or level, meaning the effectiveness of policy implementation is affected by slow bureaucratic procedures.

#### **Policy Implementers**

Implementers who lack discipline or commitment in carrying out their supervisory duties may reduce the effectiveness of stay permit supervision, as this

policy requires a high level of dedication to enforce the established procedures. Indiscipline and lack of firmness in enforcing policy in the field can result in some violations going undetected or unaddressed. When implementers do not possess attitudes that align with the policy's goals, achieving successful policy implementation becomes challenging. Thus, the challenges in implementing stay permit supervision policy at the Class 1 TPI Surabaya Immigration Office are not only related to resources and bureaucratic structure but also to the quality of the implementers' disposition, which plays an essential role in achieving policy objectives.

### **E. CLOSING**

This section presents the conclusions of the study results regarding the implementation of stay permit supervision policy at the Class 1 TPI Surabaya Immigration Office for violations involving visit visa holders during the period of 2019-2022. These conclusions provide a comprehensive overview of the effectiveness of the applied supervision policy by identifying supporting factors and challenges encountered during implementation. Challenges include limitations in human resources and monitoring technology, obstacles in the bureaucratic coordination flow between units, and a lack of consistency in the disposition of policy implementers, which impacts the effectiveness of enforcement actions. Based on these research findings, several improvement steps are recommended, such as increasing human resources, developing supporting technology, and conducting regular training to enhance the attitude and commitment of implementers in performing supervision duties.

### **Conclusion**

The conclusions of this study indicate that the implementation of stay permit supervision policy at Class 1 TPI Surabaya Immigration faces challenges across several elements analyzed using Edwards III's theory: communication, bureaucratic structure, resources, and the disposition or attitude of implementers. In terms of communication, the results show that information dissemination related to stay permit supervision policy is not yet optimal, with an effectiveness rate of around 75%. This leads to delays in the distribution of critical information that should support coordination of policy implementation in the field. The lack of formality and clarity in inter-unit communication poses a challenge that needs to be addressed to improve the effectiveness of information dissemination and response to stay permit violations in the field.

The bureaucratic structure at Class 1 TPI Surabaya Immigration Office is also a factor influencing policy implementation, particularly in terms of flexibility and coordination efficiency. Approximately 70% of the supervision process is still hindered by inefficient coordination flows between units. These findings indicate the need for improvements in the bureaucratic system, allowing faster and more targeted decision-making and handling of stay permit violations. With a more dynamic structure, the Immigration Office is expected to reduce the time required for enforcement, thus achieving maximum effectiveness in addressing stay permit violations.

Additionally, resource limitations are a challenge in supporting policy implementation. Only about 65% of the necessary resources are available, indicating a shortage of personnel and technological facilities to support supervision. On the other hand, the disposition or attitude of implementers only reaches 68% of the optimal expected level. This highlights the need for improvements in commitment, discipline, and consistency among implementers to ensure effective supervision policy implementation. With regular training and evaluation, the Class 1 TPI Surabaya Immigration Office is expected to improve the quality of supervision, reduce stay permit violations, and increase public trust in the implemented immigration policy.

### **Recommendations**

Based on the challenges in implementing stay permit supervision policy at Class 1 TPI Surabaya Immigration Office, the following recommendations are proposed to improve resources, bureaucratic structure, and the attitude and competence of policy implementers. These recommendations are designed to enhance policy implementation effectiveness by addressing specific needs in the field and identified challenges.

1. First, to address resource limitations, it is essential to increase personnel numbers and update monitoring tools. Class 1 TPI Surabaya Immigration Office should allocate more budget for recruiting additional personnel and providing advanced technology that can support effective stay permit monitoring. Investing in digital monitoring systems that allow real-time surveillance of foreign nationals' movements can optimize the response to violations and improve work efficiency. Additionally, the use of integrated immigration management information systems will help reduce administrative workload, enabling field personnel to focus on their supervisory duties.
2. Second, to overcome coordination challenges among units within the complex bureaucratic structure, Class 1 TPI Surabaya Immigration Office is advised to implement an integrated communication system to facilitate quick and accurate information exchange between units. This system could include a digital platform that allows the administrative, field supervision, and enforcement units to share data and case status in real-time, creating a faster and more effective communication flow. Furthermore, simplifying SOPs related to coordination and communication flow would reduce bureaucratic obstacles and expedite decision-making, especially in cases requiring immediate action. With improved communication flow, enforcement actions can be implemented more efficiently and accurately.
3. Third, enhancing the disposition or attitude of policy implementers through regular training will be highly beneficial for achieving successful implementation of stay permit supervision policies. Training focused on strengthening implementers' commitment, discipline, and technical skills is essential to ensure that field implementers maintain a proactive attitude in their duties. Additionally, regular evaluations of policy implementers' performance and attitude will provide valuable feedback for improving supervision quality. This competency development program will not only strengthen implementers'

attitudes and commitment to policy goals but also help maintain procedural integrity and enhance responsiveness in handling stay permit violations.

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