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The Influence of Government Policy on Individual Decision to Migrate Across the Border Between Timor Leste and Indonesia

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Abstract
Cross-border migration between Timor Leste and Indonesia continuously occurs and becomes an important public problem, although the government of Indonesia firmly implements policy to restrain it. This research examined the influence of government policy on individual decision of Timor Leste people to migrate across the border to enter Indonesia. It used quantitative method to analyse causal correlation between government policy and individual decision to migrate across the border of the two countries. Research subjects amounted to 165 including Timor Leste migrants, immigration and security officials in the cross border points. Data obtained from questionnaire were analysed through descriptive statistic, Pearson correlation and simple linear regression techniques. This research found that passport/visa service is very expensive, the implementation of regulations on immigration services is very strict, while the providing of safe atmosphere, fair security and immigration service to migrants is at high level. Social, cultural and economic benefits being obtained in Indonesia are very important criteria, while clarity of objective, commitment to attain the objective, expenses of migration, security assurance, availability of transportation tools and infrastructures are important criteria that determine individual decision to migrate across the border of the two countries. This research also found that government policy has weak correlation, but have positive influence on individual decision to migrate across the border of the two countries, and its influence is 12.9%. The government of Indonesia needs to improve the quality of its public policy to manage the cross-border migration effectively and efficiently.
Keywords: Cross-border migration; Government policy; Individual decision.

1.Introduction
During the colonial period, the island of Timor was divided into two main territories in which the East part was the colonial territory of Portuguese and the West part was the colonial territory of Dutch. Decision made by Portuguese and Dutch to divide the island of Timor was accompanied by border agreement that was attained through convention that did not only involve Portuguese and Dutch, but also international arbitration trial in Paris. Border decision on the two colonial territories took very long time, however, on 01 October 1904, Portuguese and Dutch agreed with a convention called *"A Convention for the Demarcation of Portuguese and Dutch Dominions on the Island of Timor."* This convention was ratified by Portuguese and Dutch in Den Haag on 29 August 1908 and was reputed as a legal Treaty that was usually used to solve different view related to border issues during the colonial period of Portuguese and Dutch, during the integration period with Indonesia from 1976 to 1999, and today between Timor Leste and Indonesia.

Within the integration years with Indonesia, the East part of the island of Timor which before was the colonial territory of Portuguese became a province belonging to Indonesia, called East Timor. During the integration years, border issue was not very significant because East Timor and West Timor people could freely conduct social, cultural, political and economic interaction. However, when East Timor disintegrated from Indonesia in 1999 and then proclaimed its independence as new country in 2002, the border issues between the two countries become very important and one of them is cross border migration.

In fact, this border issue involves many Timor Leste migrants entering West Timor, Indonesia which is sometimes legal but sometimes illegal because Timor Leste and West Timor territory are in similar mainland. On the other hand, although today both Timor Leste and Indonesia have different ideology, politics, government and administration, people from both sides still have similar culture, language, tradition, customary and family ties. Hence, they are naturally, socially and culturally required to visit each other. Moreover, the desire to increase education and knowledge level, science and technology, and economic demands among a large part of Timor Leste people has motivated them to migrate to Indonesia. According to (Kase, 2018), movement of people from Timor Leste to Indonesia legally through the border gate Mota'ain reaches more than 100 people per day, while illegal movement through hidden or tiny path sometimes occur without exactly detected number. As a result, the city of Atambua, Kefamenanu and Kupang in West Timor territory are the main target of destination and automatic receivers of Timor Leste migrants whatever the number might be.

The regulation of the government of Indonesia Number 69, 2015 on Free Visa for Tourism which mentions that Timor Leste is one of the countries that its citizens freely enter Indonesia has been an important push factor of the cross border migration. Mota'ain Immigration Office (2016) reported that because of the enforcement of this

regulation, the number of migrants crossing the border from Timor Leste to Indonesia were 9,804 persons in March 2016 increased to 12,072 persons in April 2016.

Then, this cross border migration issue tends to generate multifaceted public problems. Timor Leste migrants' susceptibility in terms of their safety assurance, law violence, social conflict, life need assurance, residential status, work status, education level, health status and so on are the intended public problems (Kase, 2018). In turn, these problems may lead to complex challenges that impact negatively on social, cultural, economic, political, administrative and governmental condition of Indonesia, but also positively, notably on the improvement of administrative and governmental process, and the development of social, cultural, economic and political condition of people inWest Timor and the migrants themselves. The positive impact is of course desirable, while the negative impact needs to be avoided or to be minimized so that will not bring greater danger to the existing condition.

Although the above problems are fundamental in nature and might be big obstacles on individual decision of Timor Leste people to migrate to Indonesia, and although the government of Indonesia has firmly implemented immigration policy, in fact, the issueof cross border migration cannot be restricted. As a result, the government of Indonesia is required to display adequate authorities to manage it successfully. Thus, the governmental process, the social, cultural, economic and political condition of people in West Timor and the migrants themselves will be secured.

The issue of cross border migration from Timor Leste to Indonesia, then causes four types of migrants to occur. Firstly, permanent migrants who are Timor Leste people living in Indonesia as permanent residences and be Indonesian citizens. Secondly, semi-permanent migrants who are Timor Leste people living in Indonesia with the duration of stay range from six months to two years or more than two years and not intend to be Indonesian citizens. Thirdly, temporary migrants who are Timor Leste people living in Indonesia with the duration of stay maximally three months. Fourthly, semi-temporary migrants who are Timor Leste people visiting Indonesia for the duration of stay maximally a month.

This research aims to examine the influence of government policy on individual decision of Timor Leste people to migrate across the border between Timor Leste and Indonesia. In particular, it aims to obtain accurate knowledge on government policy and cross border migration between the two countries This knowledge will be useful for the government of Indonesia in re-formulating and implementing strategic policies and programs to manage the cross border migration issue effectively and efficiently.

2. Theoretical Review
2.1. The Concept of Migration, Mobile Population and Migrant

There are several concepts related to migration such as mobilization, mobile population and migrant. Mobilization means movement of people from one place to another. Mobilization involves people who possibly or impossibly move to be permanent residence and time period of its movement is not determined obviously. Migration involves movement from one country or place to another country or place. Migration can not only be categorized as internal migration that is movement of population from one place to another within a country but also international migration that is movement of population from one country to another. Migrant is person who migrates often with the reason for work. Migrant workers with their families involve workers in the border area of neighbor country, return every day or at least once a week to their country, for example, seasonal worker, seaman, mobile worker, specific migrant worker, autonomous worker; (Santos and Munez, 2003). Another term related to the concept of migrant is mobile population involving seaman, sex commercial workers, domestic helper, long distance truck driver, and illegal or irregular migrant. Within their trip from their original place to the destination place, they often cross over a complex system of movement. They are also the part of movement relevant to population change caused by factors such as work loss, family duty and pension Skeldon (2000); (Santos and Munez, 2003).

2.2. Migration Determinant Factors

Studies regarding migration can be categorized in two areas including migration determinants and migration impacts on receiver community, family, and migrant community in their place of origin. Literature on migration determinants tends to analyse the decision to migrate as an individual rational decision mainly motivated by the hope to procure netto income in the destination region. With this neo-classic model of migration, migrants always think of income and detriment differences. Therefore, individuals decide to migrate if netto income that will be obtained is positive. However, this approach remains focus on the impact of job market and salary procurement as the main determinant factors of migration. This approach considers that social, economic and demographic characteristic of individual and his/her family related to income potential determines cost benefit calculation of migration (Martinez, 2014).

However, consistent with the majority of literature about migration, Martinez (2014) research on "*Beyond Networks: Health, Crime, and Migration in Mexico*" places variables such as social, economic and demographic characteristic, access to migration network, individual health status, criminal issues, perspective on permanent residence as main issues that determine migration decision. According to this research, women who are diagnosed with heart problem tend to migrate, while men who are diagnosed to have hypertension tend to migrate to the United States. In terms of crime and violence, woman who lives by herself and becomes a victim of robbery or a kind of more serious crime prefers to migrate to other cities in Mexico rather than to the United States. Individual thought about life condition in the past and in the future, statistically have no correlation to domestic and international migration for men and women. However, according to Martinez (2014), access to international migration network

continuously correlates to individual decision to migrate. Migration network is very important because network can help directly the availability of foodstuff, housing, transportation and information regarding job opportunity and safety when cross the border. The consequences are that international migration network can decrease the costs, but enhance the possibility of success for all migrants, especially those who have low income.

Darwin et al. (2003) states that the migration flow from Indonesia to Malaysia generally can be explained by using factors such as strong push factors including big economic pressure, scarcity of work opportunities, and high level of poverty in Indonesia, while strong pull factors include success story of those who return from Malaysia specifically about Ringgits taken home and high salary in Malaysia. However, economic factors are not the only push and pull factors because there are many other factors such as history, geography, social, culture and politics. Geographic nearness along Sumatera and Kalimantan, and the very close social and cultural connection especially Dayak and Malaysia in the border area of Kalimantan in fact enable migration of people from Indonesia to Malaysia. Darwin et al. (2003) explains that migration theory assumes that : (1) migrant is free individual who has autonomy to make his/her own decision to migrate; (2) migrants are rational men who make decision based on cost benefit judgment and judgment about what is best for them; and (3) decision to migrate is made by autonomous individuals as the result of their rational judgments.

Rational judgment in making decision to migrate mentioned by Darwin et al. (2003) above very closely relates to the rational choice theory that applies the principles of microeconomic theory to the analysis of nonmarket decision making. According to this theory, individuals who are engaged in decision making transactions have preferences, comprehend and rank their preferences from most to least desired and seek preferences that will maximize the benefits they gain (Anderson and James, 1994). Moreover, Quade (1977) introduces five important elements that can help someone facing choice or decision. These elements can help someone to make the best possible or at least very good decision. They are objectives (what a decision maker seeks to accomplish), alternatives (options available to decision maker by which the objectives can be achieved), impacts (certain consequences such as benefits that contribute positively to the attainment of the objectives or costs that are negative values that the decision maker needs to avoid or minimize in making decision), criteria (standard by which decision maker ranks the alternative in order of desirability), and model or models (existence or creation of a process that can predict or at least indicate consequences that follow the choice of an alternative).

2.3. Government Policy

Conceptually, the term government and policy have different meaning, but practically they are linked especially when the government makes and implements policies as one of its important functions in dealing with the societal problems. Government is an additional concept in the study of public policy, beside the other two additional concepts including politics and policy analysis. It refers to institutions and political processes through which public policy choices are made. It represents the legal authority to govern or rule a group of people. It includes the Congress, the president, the various agencies of the executive branch and the federal court system (Kraft and Furlong, 2007).

The term policy has been also scholarly defined in different perspective. Anderson and James (1994) offers a useful concept of policy as a purposive course of action followed by an actor or set of actors in dealing with a problem. This definition focuses on what is actually done instead of what is only proposed by the government.

Hogwood et al. (1984), then propose a broader definition of policy in that it is as a label for a field of activity, expression of general purpose, specific proposals, decisions of government, formal authorization, a program, output, outcome, a model and process.

An essential term that has close meaning to the term policy is public policy. Although discussion on this term can be confusing (Kraft and Furlong, 2007), political scientists offer many definitions to clarify its core meaning. Among them, Dye (1992) defines public policy as "whatever governments choose to do or not to do." They do many things starting from regulating behavior, organizing bureaucracies, distributing benefits or extracting taxes from society. Moreover, points out public policy as the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizen. Finally, Kraft and Furlong (2007) put forward the definition of public policy as a course of government action or inaction in response to public problems. These authors also distinguish policy outputs and policy outcomes in that the former is the formal actions that governments take to pursue their goals and the later is the effects such actions actually have on society.

Policies or public policies which emerge from and endorsed by the government bodies or officials are essentially regarded as reflecting government policies even when they are effectively developed by asingle department or inter-department. They essentially refer to government's attitude towards any aspect of public life and what the government proposes to do, or is doing, to tackle the public problems (Waller et al., 2009). A more specific definition of government policy is introduced by Obaji et al. (2014), who point out that government policy in the context of support policies for entrepreneurial development is any course of action which aims at regulating and improving the conditions of Small and Medium Scale Enterprises (SMEs) in terms of supportive, implementation and funding.

Furthermore, to build a better understanding on how and why government policies are made and implemented, and why some do better than others in policy debates and actual enactment (Birkland, 2005), it is necessary to look at classic policy types that have been developed by Theodore Lowi in 1964. In the modest terms, Lowi classifies policy into three main categories (Birkland, 2005)that are :

1. Distributive policies which involve "the granting of some sorts of benefits to a particular interest group or other well-defined relatively small group of beneficiaries."

2. Regulatory policies are intended to govern business conduct. These policies then are divided into two broad types that are : (1) competitive regulatory policies involve policies designed to "limit the provision of goods and services to one or a few designated deliverers," and (2) protective regulatory policies that are intended to regulate some activities to protect the public.

3. Redistributive policies are policies that give benefits to one group by imposing a dicernable cost on another groups.

In addition to the three main types of policy, Birkland (2005) proposes another four types of policy including : (1) procedural policy intended to determine procedures to the government to act; (2) substantive policy aiming to deliver goods and services; (3) material policy designed to provide a material; and (4) symbolic policy aiming to struggle for certain values such as justice.

Moreover, Chopra *et al.* (2005) propose some types of policies in managing the interaction of society with ecosystem including legal, economic, social and behavior, technology and cognitive policies. Firstly, legal types of policy functioning as formal rules that are used as references and implementation. There are two legal approaches that are : (1) *"hard law"* that is regulation that legally binds including guidances, standards, criteria, codes of practices, resolution, decision, principles or declarations made by the governments to implement national law; and (2) *"Soft law"* that is regulation that does not legally bind including guidances, standards, criteria, codes of practices, resolution, decision, principles or declarations made by the governments to implement national law. Secondly, economic type of policy functioning to increase the welfare of society and impacting on ecosystem through instruments such as market, financial and price. The feasibility, effectiveness and efficiency of these instruments depend on biophysical characteristic and social economic environment. Thirdly, social and behavioral types of policy function to restrain change through norm, value, attitude, individual and society knowledge. This type of policy includes instruments such as population policy, public education, public awareness, and society empowerment. Fourthly, technological type of policy functions through various products, equipments, process and practices that are used in ecosystem management emphasizing the use of goods and services or human activities that minimize ecosystem damage. This type of policy aims to influence tools and procedures used by man to intervene directly to ecosystem (for example, fish catching and wood felling) and in all activities that have an influence indirectly on ecosystem (for example, emission and pollution). Finally, cognitive type of policy involves traditional and scientific knowledge. Traditional knowledge comes from certain community culture or local wisdom, while scientific knowledge comes from theoretical knowledge. Legitimation is the acceptance or recognition on traditional and scientific knowledge aiming to develop policy or program.

3. Methodology

This research uses causal correlation method to measure causal relationship between government policy (independent variable) and individual decision to migrate across the border between Timor Leste and Indonesia (dependent variable). Indicators of independent variable are government policy decision on the expense of passport and visa service, implementation of regulation on passport and visa service and immigration service, the providing of safe atmosphere to migrants during the stay in Indonesia, and the providing of fair safety and immigration service to migrants when crossing the border to enter Indonesia. Indicators of dependent variable involve individual decision criteria to migrate across the border including clarity ofobjective, commitment to attain the objective, expenses of migration, social, cultural and economic advantages, security assurance, and availability of transportation tools and infrastructures. Research subjects (N=165) who were determined by using *purposive sampling* technique consisted of Timor Leste migrants(age18-60) who stay minimally a month in Kupang city, Kupang District and Belu District, immigration officials, and security apparatus who were being charged at the border area of Indonesia. They were given questionnaires about government policy and individual decisionto migrate across the border to enter Indonesia to be filled up. Questionnaires consisted of open and closed, dichotomy, multiple choices and multiple stages using 5-Likert Scale with the agreement level of strongly disagree (1), disagree (2), neutral (3), agree (4) and strongly agree (5). Questionnaires were reviewed critically by professionals including university lecturer staff and relevant non-governmental organizations to evaluate their reliabilities. When the reliability of the questionnaires had been agreed, then pretest was conducted with the Timor Leste migrants in small number to test their content validity, application ease and relevance. Moreover, similar questionnaires were retested their level of reliability with the former participants two weeks after. Result of *pretest* and *retest* were compared using coefficient Pearson and Spearman correlation. Questionnaires were examined their consistency between the second time retest and the first time pretest. Then, final questionnaires were given to the selected research subjects to be filled up. Moreover, data collected from questionnaires were coded, edited and processed by using SPSS, analyzed statistically descriptive, and measure the correlation and the regression or the influence of government policy on individual decision to migrate across the border between the two countries. Simple linear regression analysis used the equation format :

$$\acute{Y} = a + bX$$

Where,

$\acute{Y}$ = predicted value of Y, dependent variable (individual decision to migrate across the border between Timor Leste and Indonesia)

a = constant or Y intercept, b = regression co-efficient or slope, and X = independent variable (predictor) (government policy).

4. Results
4.1. Descriptive Statistic of Variable Analysis

Government policy on migration issue is of course essentially useful to regulate migration activities effectively. It is also a very useful reference for execution and the citizen to make decision whether to migrate or not to the destination place. However, its successful implementation depends on its effective implementation. Government policy and individual decision to migrate across the border between Timor Leste and Indonesia are variables that are described in this section. Table 1 presents descriptive statistic analysis of these variables.

Table-1. Descriptive statistics of variable analysis

Variable	Mean	SD	Agreement level
Independent variable : government policy decision and action			
Decision on the expense of passport and visa services	4.30	0.776	Strongly agree
Implementation of regulation on passport and visa services	4.28	0.861	Strongly agree
Implementation of regulation on immigration services	4.23	0.801	Strongly agree
Providing safe atmosphere	3.46	0.907	Agree
Protecting the migrants during the stay in Indonesia	3.50	0.954	Agree
Displaying fair immigration service	3.42	0.797	Agree
Dependent variable : individual decision criteria to migrate across the border			
Clarity of objective	3.77	0.762	Agree
Commitment to attain the objective	3.82	0.850	Agree
Expense of migration	3.73	0.717	Agree
Social and cultural advantages	4.41	0.749	Strongly agree
Economic advantages	4.38	0.735	Strongly agree
Security assurance	3.52	0.838	Agree
Availability of transportation tools and infrastructures	3.47	0.590	Agree

Entire sample (N=165)

Result of descriptive statistic indicates that subjects surveyed in this study strongly agree that passport and visa service is very expensive, and service delivery is highly procedural and time consuming because they must follow a number of stages. There are two types of passport and visa service in Timor Leste including normal and rapid type with different expenses. Normal type is usually cheaper than rapid type, but it takes minimally three days to get ready, while rapid type is usually more expensive than normal type but it takes one day to get ready. Those who want to procure passport and visa within a day, usually use the rapid type of service although they have to pay USD60 more expensive than normal type which costs USD25. However, they found that immigration officials are able to serve passport and visa in accordance with the existing formal *Standard Operating Procedure* (SOP).

Moreover, they found that government officials in Timor Leste or at the cross border point of Timor Leste and Indonesia firmly implement the regulation of immigration services such as passport/visa service, on arrival visa service, and the scrutiny of the completeness of immigration documents. The firm attitude of government officialsaims to obtain full obedience, to avoid the abuse of immigration authority, document fabrication and illegal migration which can result in unsafe and disorder social, economic and political condition during the cross border migration processes. The firm attitude also aims to prevent the smuggling of valuable goods, light and alcohol beverage to Indonesia.

As in other countries, immigration regulation in Timor Leste and Indonesia requires that every Timor Leste citizen who wants to travel or live abroad must possess passport and visa. This is necessary, not only because of the regulation command, but also because this is an important requisite for the clarity of migrant identity and safety during the stay in the destination country. In particular, there are three kinds of residency permit that must be possessed by Timor Leste migrant and can be arranged in Timor Leste or at the Timor Leste Consulate Office and Immigration Office of Indonesia in Kupang City. These residency permits include social/family visit permit with the duration of stay maximally three months, temporary residency permit with the duration of stay maximally two years, and permanent residency permit with the duration of stay longer than temporary residency permit. Social visit permit and temporary residency permit can be extended if needed.

Besides, subjects surveyed in this study agree that government officials who are charged to implement security task at the cross border point or inWest Timor are able to provide safe atmosphere, fair security and immigration service to Timor Leste migrants, and protect the migrants during the stay in Indonesia. According to them, the recent and the prospective migrants from Timor Leste do not need to worry about their safety when they cross the border points. However, they said that they feel safer atmosphere, fairer security and immigration service at the border point in Timor Leste than in Indonesia because the government officials at the border point in Timor Leste are their people who fully understand their needs and desires, while the government officials at the border point in Indonesia are the other who sometimes are rigid.

Additionally, subjects surveyed in this studystrongly agree that social, cultural and economic benefits being obtained in Indonesia are the main calculation criteria on individual decision to migrate across the border. Meanwhile, indicators such as clarity of objective, commitment to attain the objective, expenses of migration, security assurance, and the availability of transportation tools and infrastructures are only the agreed calculation criteria that determine individual decision to migrate across the border. Among Timor Leste migrants, their

objectives are clear that they need to visit family members, to purchase primary and secondary needs, and to increase their education level in Indonesia. Then, although the expenses of migration are very high, theyare not big obstacles on their decision to migrate. It is usual because someone who intends to migrate for his/her interests must prepare money whatever the number might be. Contemporary condition also indicates that the availability, the high number and quality of transportation tools and infrastructures in Timor Leste and Indonesia facilitate optimally Timor Leste people to migrate to Indonesia. In fact, the governments of both sides have developed well transportation tools and infrastructures to serve the migration interests of people from both sides.

4.2. Relationship Among Variables

Analysis of the relationship among variables which is of course the other main aim of this research uses correlation and simple linear regression methods. These methods seeks to explains the closeness, direction and relationship significance of government policy (independent variable) and individual decision to migrate across the border between Timor Leste and Indonesia (dependent variable). Table 2 presents the result of these two methods of analysis.

Table-2. Relationship of variable analysis

Government policy	Individual decision to migrate across the border	
	Correlation result	Regression result
Pearson Correlation	0.359[**]	-
Sig. (2-tailed)	0.000	-
Constant	-	21.699
Std. Error	-	1.132
B	-	0.086
t-count	-	4.904
Sig.	-	0.000
R	-	0.359[a]
R Square	-	0.129
Adjusted R Square	-	0.123
F	-	24.046
N	165	165

a. Predictors: (Constant), government policy
b. Dependent Variable: individual decision to migrate across the border between Timor Leste and Indonesia
**. Correlation is significant at the 0.01 level (2-tailed).

As shown in table 2, correlation analysis indicates positive sign of Pearson co-efficient correlation (0.359**) which means that correlation between government policy and individual decision to migrate across the border of the two countries is in the same direction. This means that the higher the appropriate typologies of government policy, the higher the motivation and the frequency of individual decision to migrate across the border ofthe two countries. Also, because the correlation significance is 0.000 which is lower than 0.005, then hypotheses alternative (Ha) is accepted which means that there is correlation between government policy and individual decision to migrate across the border ofthe two countries. However, by referring to interpretation guidance of co-efficient correlation where the range between 0,000 – 0,199 is very weak, 0,200 – 0,399 is weak, 0,400–0,599 is moderate, 0,600–0,799 is strong, and 0,800–1.00 is very strong, it can be stated that correlation between government policy and individual decision to migrate across the border of the two countries is weak.

Moreover, as shown in table 2, if regression co-efficient value that exists on co-efficient output table is entered into simple regression equation format, the result is : Y = 21.699 + 0.086 X, where, the constant is 21.699 indicates that if government policy is zero, individual decision to migrate across the border of the two countries is 21.699. Co-efficient b = 0.086 indicates that if government policy increases one point, individual decision to migrate across the border of the two countries will increase 0.086 point.

From the output table 2, it can also be known that R^2 (R Square) value is 0.129. This means that the influence of government policy on individual decision to migrate across the border of the two countries is 12.9% while the residue 87.1% is influenced by other factors that are un-examined in this research. We consider that the other factors might be coordination and communication among government officials, governance control and supervision, the capacity of government resources, the quality of public service, policy network, and law enforcement.

Significance level used in this research is 0.05. From the output analysis, calculation of t-count is 4.904. Moreover, t-table can be found from statistic table in 0.05 significance with df = n-2 or 165 – 2 = 163. With two sides test, it can be obtained t-table 1.975. From calculation result of t-count and t-table, it is known that t-count (4.904) > t-table (1.975), so hypotheses alternative (Ha) is accepted. The conclusion is that government policy has an influence on individual decision to migrate across the border between the two countries and its influence is positive because co-efficient and t-count is positive, which means that if the appropriate typologies of government policy increase, then the motivation and the frequency of individual decision to migrate across the border between the two countries will also increase.

Additionally, although the contribution of the influence of government policy on individual decision to migrate across the border between the two countries is small, this research found that Timor Leste migrants consider that the government policy are considerable opportunities and means for the cross border migration, and not reversely as

threats or obstacles. This is in accordance with the concept of Pal (2006) that public policy decisions and actions whatever its symbolic dimensions are considered by the policy makers, the policy implementors and the citizen as instruments to deal with the public problems. In this regard, the government policy on cross border migration between the two countries is important public policy instruments that contain strong attractiveness or stimulus that inspire or prompt individual Timor Leste migrant to decide whether to migrate or not to enter Indonesia.

The use of governance principles such as accountability, transparency, efficiency and effectiveness in serving the migrants are very important requisite to provide good quality service and to protect the migrants from unintended consequences during the migration processes. On the other hand, responsiveness and equality in serving the migrants when crossing the border points indicate good quality of public service of government officials.

This research has quantitatively through descriptive statistic, correlation and simple linear regression measured the independent variable (government policy) and the dependent variable (individual decision to migrate across the border between Timor Leste and Indonesia), however, its sample size is still small (N=165) selected from legal migration only, its duration is short (one year), its focus is on one independent variable with six indicators, and only a quantitative method.

5. Conclusions

The government of Indonesia has made andfirmly implemented policy decisions and actions to manage the cross border migration between Timor Leste and Indonesia, however, it cannot drive this phenomenon down because cross border migration continuously occurs and has been an important public issuethat impacts both positively and negatively on people of both countries and the government of Indonesia. This research found that passport/visa service is very expensive, and the implementation of regulations on immigration services is very strict, while the providing of safe atmosphere, fair security and immigration service to Timor Leste migrants is at high level. It alsofound that social, cultural and economic advantages being obtained in Indonesia are very important decision criteria, while the clarity of objective, commitment to attain the objective, expenses of migration, security assurance and availability of transportation tools and infrastructures are important decision criteria that guide the individuals to make decision to migrate across the border between the two countries. Correlation and simple linear regression analysis alsorevealed that government policy has weak correlation, however, it has positive influence on individual decision to migrate across the border between the two countries and its influence is 12.9%.

The government of Indonesia should improve the quality of its policy decisions and actions so that it is able to manage effectively and efficiently the problem of cross border migration between Timor Leste and Indonesia. In particular, it should improve the quality of immigration and security services to Timor Leste migrants during the activities of cross border migration and during the stay of migrants in Indonesia so that it can produce best practices of quality service, and at the same time, avoid or minimize the negative impact of the cross border migration on social, cultural, economic, political and governmental process, and the migrants themselves. Further research is necessary to examine another influential factor on individual decision to migrate across the border between the two countries by using either quantitative or qualitative approach or mixed method.

Acknowledgement

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