



Brussels, 23.7.2025  
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**COMMISSION IMPLEMENTING DECISION**

**of 23.7.2025**

**establishing adapted rules on the issuing of multiple-entry visas to Indonesian nationals  
residing in Indonesia and applying in Indonesia for short-stay visas**

(Only the Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German,  
Greek, Hungarian, Italian, Latvian, Lithuanian, Maltese, Polish, Portuguese, Romanian,  
Slovak, Slovenian, Spanish and Swedish texts are authentic)

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### **establishing adapted rules on the issuing of multiple-entry visas to Indonesian nationals residing in Indonesia and applying in Indonesia for short-stay visas**

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EC) No 810/2009 of the European Parliament and of the Council of 13 July 2009 establishing a Community Code on Visas (Visa Code)<sup>1</sup>, and in particular Article 24(2d) thereof,

Whereas:

- (1) Regulation (EC) No 810/2009 lays down rules on the issuing of multiple-entry visas. An assessment conducted within the local Schengen cooperation in Indonesia in accordance with Article 24(2b) of that Regulation concluded that Indonesian nationals pose low migratory risks, which is reflected in Indonesia's low visa refusal rate and the very small number of asylum applicants and irregular migrants of Indonesian nationality in the Union. Moreover, Indonesian nationals do not pose a significant security threat to the Union, as Indonesia has maintained strong counterterrorism measures, and works with international partners including the Union, Member States, Europol and Interpol. Furthermore, official reports such as Europol's Terrorism Situation and Trend Report do not identify Indonesia as a country of concern for external terrorist threats to the Union. Therefore, more favourable rules than those provided for by Article 24(2) of that Regulation should apply in respect of Indonesian applicants. This approach allows Member States to improve the efficiency of consulates by reducing the frequency of applications, permitting more focus on the examination of those applications most likely to represent a risk.
- (2) The rules on issuing multiple-entry visas set out in Article 24(2) of Regulation (EC) No 810/2009 should therefore be adapted in respect of certain visa applications lodged with Member States' consulates in Indonesia. These rules should reflect the applicants' reduced risk profile by way of derogation from Article 24(2), points (a), (b) and (c), of that Regulation.
- (3) The assessment conducted within the local Schengen cooperation concluded that nationals of other visa-required countries residing in Indonesia may be affected by socio-economic instability and higher migratory risk than Indonesian nationals. The rules provided for in Article 24(2) of Regulation (EC) No 810/2009 should continue to apply in respect of these applicants.

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<sup>1</sup> OJ L 243, 15.9.2009, p. 1, ELI: <http://data.europa.eu/eli/reg/2009/810/oj>.

- (4) Whilst the objective of the adapted rules set out in this Decision is to ensure a uniform application of those rules by Member States, they should not affect the possibility for Member States, in individual cases, to shorten the validity period of the visa, in accordance with Article 24(2a) of Regulation (EC) No 810/2009, or to issue multiple-entry visas valid for up to five years, in justified cases, in accordance with Article 24(2c) of that Regulation.
- (5) Given that Denmark decided to implement Regulation (EC) No 810/2009 which builds upon the Schengen *acquis* in its national law, in accordance with Article 4 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Denmark is bound under international law to implement this Decision.
- (6) This Decision does not constitute a development of the provisions of the Schengen *acquis* in which Ireland takes part in accordance with Council Decision 2002/192/EC<sup>2</sup>. Ireland is therefore not taking part in the adoption of this Decision and is not bound by it or subject to its application.
- (7) As regards Iceland and Norway, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the latter's association with the implementation, application and development of the Schengen *acquis*<sup>3</sup>, which fall within the area referred to in Article 1, point B, of Council Decision 1999/437/EC<sup>4</sup>.
- (8) As regards Switzerland, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*<sup>5</sup>, which fall within the area referred to in Article 1, point B, of Decision 1999/437/EC, read in conjunction with Article 3 of Council Decision 2008/146/EC<sup>6</sup>.
- (9) As regards Liechtenstein, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and

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<sup>2</sup> Council Decision 2002/192/EC of 28 February 2002 concerning Ireland's request to take part in some of the provisions of the Schengen *acquis* (OJ L 64, 7.3.2002, p. 20, ELI: <http://data.europa.eu/eli/dec/2002/192/oj>).

<sup>3</sup> OJ L 176, 10.7.1999, p. 36, ELI: [http://data.europa.eu/eli/agree\\_internation/1999/439\(1\)/oj](http://data.europa.eu/eli/agree_internation/1999/439(1)/oj).

<sup>4</sup> Council Decision 1999/437/EC of 17 May 1999 on certain arrangements for the application of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the association of those two States with the implementation, application and development of the Schengen *acquis* (OJ L 176, 10.7.1999, p. 31, ELI: <http://data.europa.eu/eli/dec/1999/437/oj>).

<sup>5</sup> OJ L 53, 27.2.2008, p. 52, ELI: [http://data.europa.eu/eli/agree\\_internation/2008/178\(1\)/oj](http://data.europa.eu/eli/agree_internation/2008/178(1)/oj).

<sup>6</sup> Council Decision 2008/146/EC of 28 January 2008 on the conclusion, on behalf of the European Community, of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* (OJ L 53, 27.2.2008, p. 1, ELI: <http://data.europa.eu/eli/dec/2008/146/oj>).

development of the Schengen *acquis*<sup>7</sup>, which fall within the area referred to in Article 1, point B, of Decision 1999/437/EC read in conjunction with Article 3 of Council Decision 2011/350/EU<sup>8</sup>.

- (10) As regards Cyprus, this Decision constitutes an act building upon, or otherwise relating to, the Schengen *acquis* within the meaning of Article 3(2) of the 2003 Act of Accession.
- (11) The measures provided for in this Decision are in accordance with the opinion of the Committee established by Article 52(1) of Regulation (EC) No 810/2009,

HAS ADOPTED THIS DECISION:

#### *Article 1*

This Decision applies to visa applications for short-stay visas lodged by Indonesian nationals residing in Indonesia with Member States' consulates in Indonesia ('applicant').

#### *Article 2*

- 1. By way of derogation from Article 24(2), points (a), (b) and (c), of Regulation (EC) No 810/2009, where the applicant fulfils the entry conditions set out in Article 6(1), points (a), (c), (d) and (e), of Regulation (EU) 2016/399 of the European Parliament and of the Council<sup>9</sup>, a multiple-entry visa shall be issued for a validity period of five years, provided that the applicant has obtained and lawfully used one visa within the previous three years.
- 2. Where the validity of the visa would exceed that of the travel document, a multiple-entry visa shall be issued with a period of validity ending three months before the end of validity of the applicant's travel document.

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<sup>7</sup> OJ L 160, 18.6.2011, p. 21, ELI: <http://data.europa.eu/eli/prot/2011/349/oj>.

<sup>8</sup> Council Decision 2011/350/EU of 7 March 2011 on the conclusion, on behalf of the European Union, of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*, relating to the abolition of checks at internal borders and movement of persons (OJ L 160, 18.6.2011, p. 19, ELI: <http://data.europa.eu/eli/dec/2011/350/oj>).

<sup>9</sup> Regulation (EU) 2016/399 of 9 March 2016 of the European Parliament and of the Council establishing a Union Code on the rules governing the movement of persons across borders (OJ L 77, 23.3.2016, p. 1, ELI: <http://data.europa.eu/eli/reg/2016/399/oj>).

### *Article 3*

This Decision is addressed to the Kingdom of Belgium, the Republic of Bulgaria, the Czech Republic, the Federal Republic of Germany, the Republic of Estonia, the Hellenic Republic, the Kingdom of Spain, the French Republic, the Republic of Croatia, the Italian Republic, the Republic of Cyprus, the Republic of Latvia, the Republic of Lithuania, the Grand Duchy of Luxembourg, Hungary, the Republic of Malta, the Kingdom of the Netherlands, the Republic of Austria, the Republic of Poland, the Portuguese Republic, Romania, the Republic of Slovenia, the Slovak Republic, the Republic of Finland and the Kingdom of Sweden.

Done at Brussels, 23.7.2025

*For the Commission*  
*Magnus BRUNNER*  
*Member of the Commission*

