



Future Indonesia's Migration Landscape and Border Control Policy Facilitation and Security

Ridwan Arifin^(✉), Margaretha Hanita, and Arthur Josias Simon Runturambi

School of Strategic and Global Studies, University of Indonesia, Depok, Indonesia
ridwan.arifin@poltekim.ac.id

Abstract. Today's global human migration and border control policy cause complexities and uncertainty in the movement trends and challenges. The immigration authority in Indonesia has responded to the global migration issues during the Covid-19 pandemic with a reactive approach to people mobility and border control policies. This situation leads to instability of national and local economic development and national security in Indonesia. Using the comparative literature, this paper examines the future of Indonesia's migration landscape and border control policy after the Covid-19 pandemic five years ahead. It contributes to providing references, perspectives, and infrastructures in migration and border control policy-making by the Directorate General of Immigration Indonesia. This study recommends the balance between facilitation and security aspects in the Indonesian immigration policy and proposes six key indicators for a proactive immigration policy at Indonesia's border controls.

Keywords: Border Control · National Security · Socio-Economy · Global Migration · Policy

1 Introduction

Changes in the concept of immigration at the border will change very quickly due to the pandemic, new normal, crime, and technological advances. Complexity in the concept of immigration will occur in the future with the phenomenon of global migration [1]. Human mobility can be triggered by forced migration caused by changes in weather, political conditions in a country, economic stability, security conditions, social conditions, unemployment rates, and wars [2, 3]. The improvement of border governance in the field of immigration also depends on the political conditions, government policies, laws, economics, social and culture of one country [4–6]. The most important thing is that the issue of change must always be the main reason for the national interests rather than political issues and the interests of certain groups.

In building a safe and effective border, it is necessary to focus on extensive dimensions such as infrastructure development and economic development in the border area and increasing the standard of living of the people in the border area [7]. However, with the geopolitical approach, the management of defense and security is inadequate

to overcome the border complexities in Indonesia, but it must consider an understanding of national legislation, international law, economy, gender issues, sociology, and anthropology [8]. In this sense, migration and border control policy in Indonesia during the Covid-19 pandemic have reflected the uncertainty, fragmented regulations, overlapping authorities, and poor coordination among border agencies [9]. It indicates that the Indonesian government was not prepared to respond to the volatility of border closures policy and travel restrictions.

Leaders and policy makers must be able to adapt to the dynamics of issues in the new normal when reopening international borders and in the post-covid-19 era. They must prepare a comprehensive public policy-making process with an evidence-based policy approach, communication, coordination, and collaboration with relevant stakeholders, in particular the Indonesian Covid-19 Handling Acceleration Task Force. Change project management is urged to be implemented by leaders in the context of visa policy, border control, immigration clearance process to facilitate workers, investors, businesspeople, students, families towards seamless border control management. In this case, previous studies in migration and border control policy in the Covid-19 pandemic have investigated the vaccination passports as future challenges [10], future asylum seeker's rights and refugee protection [11], the external border control in Indonesia [12], the criminalization of people smuggling in Indonesia [13], and the illegal fishing issues in Indonesia's waters [14]. To fill the research gaps, this study discusses the future migration landscape and border control policy after the Covid-19 pandemic five years ahead in Indonesia and will propose a proactive immigration policy to replace the existing Indonesian selective immigration policy.

This paper argues that the Indonesian government, particularly the border authorities have not prepared a strategic plan, especially in dealing with the global situation in the next five years to prevent transnational crime and irregular migration, both in transit and into the Indonesia's territory. Indonesia's selective immigration policies are currently considered unable to answer global issues because there are no clear indicators and detailed performance measures based on risk assessment and risk analysis. Currently, immigration policies and border control management are still unable to predict the trends, threats, and risks of global migration in future due to the impact of war, poor economy (recession), and political unrest. Therefore, along with this study, the results of the research and its recommendations may be accepted as a reference or consideration in making policies and making decisions about migration policy, visa policy and border clearance process that can improve the national economy and uphold the national security.

2 Research Methodology

Today's global human migration and border control policy cause complexities and uncertainty in the movement trends and challenges. The immigration authority in Indonesia has responded to the global migration issues during the Covid-19 pandemic with a reactive approach to people mobility and border control policies [15]. This situation leads to instability of national and local economic development and national security in Indonesia. Using the literature study, this paper examines the future migration landscape and

border control policy after the Covid-19 pandemic five years ahead in Indonesia. This study collected data from an extensive of literature and future research in the context of global migration and border control by Harzing's Publish or Perish app, collecting 200 published articles based on the Google Scholars database from 2017 to 2022, with the keywords of future, immigration, border control, asia, Indonesia. Data is analyzed by selecting the relevant articles discussing existing and future of public policy in people mobility and border control management. It contributes to providing references, perspectives, and infrastructures in migration and border control policy-making process by the Indonesian immigration authority and border control agencies.

3 Results and Discussion

3.1 Migration and Border Trends, Risks, Threats, and Challenges in Future

Global migration and border control management have emerged comprehensive discussions across disciplines, including public policy, administration, and management. From 200 published articles, it finds that there are significant changes in migration and border control policy in the Southeast Asia countries including Indonesia during the pandemic and in the new normal such as borders modernisation, new procedures for visa extensions, more electronic visa, online apps for passengers, additional entry requirement (vaccine certificate), a shorter visa duration, and higher level of staff health vigilance.

Among 200 papers, this study finds the new trends emerging at border controls which raise concerns to policy-making process, for example: higher risk of illegal migration, more non-genuine travellers due to economic reasons, more tampered passports, more passports with limited validity, increasing attempts to cross borders irregularly, risks in incoming workers, more relationship travel, an increase in document fraud. By considering these trends, this paper finds some challenges in migration and border control policy such as lack of human resources, backlog of work, lack of suitable technology to fit current or future work, health concerns, crowded border gates, emerge new crimes, inability to change, and inexperience of staff.

The future of the migration landscape is one of the significant topics that leaders and policymakers in every country should already be constructing. The discussion can begin with how in the future the use of technology at the border and the importance of increasing human resource capabilities. More and more countries will switch to digital passenger movement without a visa label and an entry or exit stamp when crossing borders [16]. However, this phenomenon can create opportunities and challenges, including the opportunity to create an integrated global movement instead of a label, sticker, or visa stamp [17] with the challenge that there are individual data privacy issues and the theft of other people's data or impostors or pseudo-passengers [18]. The digital nomad visa will become the trend among international travelers because some countries have employed this visa [19]. This digital nomad visa is planned to be granted for foreign nationals who want to work while on vacation in Indonesia, considering the phenomenon of working from anywhere phenomenon around the world [20]. This visa is designed to respond to the current digitalization and behavior patterns of remote workers.

The migration and border control landscapes in the next five years are forecasted by elaborating the trends, risks, threats, challenges, and changes in global migration and

border control management, including the patterns and trends in cross-border crime. We predict an increase in passengers, irregular migration, undocumented travelers, cyber threats, and health issues across Indonesia's borders. We look ahead to trends in migration and border control which include an increase in passengers, ease of people mobility, and potential obstacles [21, 22]. Although flight ticket price hikes, a growing number of passengers after the Covid-19 pandemic will predominantly travel for education, business, foreign workers, and leisure purposes. Also, migrant workers and labor will dominate the international migration flow across the globe [23, 24]. This situation is influenced by the reopening borders policy, global energy crisis, and world economic crisis where border authorities apply new border control infrastructures to respond to the Covid-19 outbreak.

This study foresees the threats and risks in migration and border control across Indonesia in the next 5 years. First, irregular global migration will continue escalating through Indonesia's borders because of the Covid-19 pandemic, economic crisis, political unrest, social issues, warfare, natural disasters, environment, and climate change. This irregular migration will be indicated by a person holding a fraudulent travel document to enter Indonesia's borders [25]. This situation is worsened by the influx of refugees and asylum seekers to Indonesia since they apply for refugee certificates at the UNHCR office in Jakarta [26]. Boat people as illegal migrants of Rohingya and Vietnam will enter Indonesia's waters such as in Aceh, Malacca Strait, or Riau Islands (Natuna). Also, illegal fishing continues in Indonesia's waters and illegal border crossing remain happen at the land border in Indonesia. Reopening borders after the Covid-19 pandemic will increase the number of fake documents and fake passengers (impostors) with identity theft to enter Indonesia illegally [9]. In addition, this policy has changed the flow of migration for illegal immigrants with various *modus operandi*.

Besides irregular migrants and undocumented person issues, secondly, non-traditional threats are more likely to happen across Indonesia's borders such as cyber-crime and crypto crime or money laundering. Cybercrime at border controls in Indonesia may contain viruses, malware, data breach, and data privacy issues that attack the application system or database system at Indonesia's immigration border controls, border crossing stations, and immigration offices [27]. Hackers possibly crack down on either employees' databases or steal passengers' or applicants' data and destroy official websites or social media platforms. The sporadic cyber-attacks by malware can cause massive damage to databases and information systems [28]. Currently, this year, the Indonesian government receive a series of cyber threats and cyber-attacks where some national confidential data and personal data have been breached. In addition to these cybercrime issues, credit card or ATM skimming in Indonesia will be increasing in the next five years. Foreign travelers or non-Indonesian citizens were found as scammers to fake debit or credit cards, obtain illegally holder's PIN, and steal personal data. Therefore, in terms of cross-border crime, it shows two types of cybercrime that will be more likely to continue in Indonesia: the information system of institutions and the banking system of Indonesian or international society.

As significant challenges in people's mobility and border-crossing activities, thirdly, cross-border crime in Indonesia will be happening within the next five years. It is indicated with a stronger criminal network and new *modus operandi* due to an enhancement

of the criminal's technological expertise or ability [29]. Hacking border information systems will become a critical cyber threat in this digital era. Consequently, there will be new patterns of traveling (travel pathways) so that border officers will be unable to detect it. Criminals always look for countries that are poor in infrastructure and border security, including targeting weak officers, to enter the country legally for illegal activities [30]. They try to communicate or connect with immigration front-liners or border officials so it will be increasingly difficult to distinguish between lawful and unlawful passengers.

3.2 Proactive Immigration Policy at Indonesia's Border Control in Future

In the Indonesian Immigration Act 2011, Indonesia's selective immigration policy refers to only foreign nationals who generate benefits to Indonesia and are not harmful or threatening the Indonesia's stability and security who can enter the Indonesia's territory. The Indonesian immigration roles consist of public service, law enforcement, national security and a facilitator of public welfare. Unlike the migration selective policy model in the U.S., Australia, and Canada with a detailed concept and strong policy [31–33], the Indonesian migration policy remains unclear and bias since the policy has not yet designed a strong concept and comprehensive policy model, along with the categories of migrants or foreigners who are eligible to live, work, and contribute to the Indonesian government. Also, this policy mostly focuses on public services aspects and is more likely to disregard the security aspects.

To balance facilitation and security aspects in international migration issues in the future, we construct six key indicators, focus, key success, and obstacles in a proactive immigration policy at Indonesia's border controls. This policy is adopted from proactive migration policies which were first introduced in the EU in 2003 [34, 35], in Turkey's migration reform in 2010 [36], and in Tunisia's proactive policy rather than a reactive policy [37]. In doing so, as changes in border inspection policies and procedures, this policy is expected to positively affect the Indonesian economic growth, foreign investment, employment, socio-cultural, tourism, political stability, and national security.

The first indicator is cooperation and collaboration which focus on strategic partnerships, designing a framework of cooperation and collaboration, conducting an intelligence data exchange, planning the information exchange mechanism, building a trusted partnership, and overcoming obstacles in building collaboration [38]. Obstacles in this focus may arise when poor and ineffective bureaucracy occurs because it delays the process of initiation of cooperation and collaboration among border agencies.

As seen in Table 1, following six indicators in Indonesian proactive immigration policy are designed [34, 35, 39, 40].

The adoption of technological advances at Indonesia's borders in terms of immigration control is the second key indicator of this new policy. In this sense, an external border is the significant bordering practice where an immigration inspection is performed on passengers and travelers prior to their arrival at Indonesia's airports, seaports, or border crossing stations [39]. This concept is equipped with digital innovations or transformations that apply an interoperability system, data integration for verification and validation, updates on real-time data of high-risk passengers, and contactless biometric inspections. Such innovative technology should respond to the needs and issues in

Table 1. Six indicators in Indonesia's immigration proactive policy.

Indicators	Focus	Key success	Obstacles
Cooperation	Strategic partnerships, design a framework of cooperation and collaboration, conduct an intelligence data exchange, plan the information exchange mechanism, and build a trusted partnership.	National and international cooperation and collaboration.	Poor and ineffective bureaucracy.
Adoption of technological advances	An external border, digital innovations, and transformations, interoperability system, data integration for verification and validation, updates on real-time data of high-risk passengers, and contactless biometric inspections.	The latest technology, and integrated, border information system for effective processes.	Not understanding the concept of border technology and not adapting the modern information systems. The system has not been integrated (non-harmonization).
Human resources development	Training programs, and self-development activities (independent or organizational), and to improve themselves with the latest technology.	HR improvement with regular training, and rewards.	Lack of training and self-development, corruption.
Innovations	Sharing information regarding the latest border information tools and systems and interconnected systems which facilitate and accommodate the public.	Border risk management and analysis, data-driven analytics, sharing information and intelligence.	Not responsive and adaptive to the current conditions and trends of migration and borders. Manual process, paper-based, human interventions. Lack of desire to change.
Health clearance process	Collaboration with health agencies, contactless inspection approach, and multi-level health check.	Digital health clearance and integrated information system	Paper-based and no verification process.

(continued)

Table 1. (continued)

Indicators	Focus	Key success	Obstacles
Legislations	Revisions and updating of laws, procedures, policies, immigration check processes at the borders, and integration of border regulations.	Under international standards or conventions. Strategic plans and roadmaps that are clear, effective, and right-on target	Outdated regulations (no longer relevant). Without planning, vision, goals and objectives, and business processes.

global migration and border controls in Indonesia which must promote the implementation of e-passports, e-visa, e-gates, e-transactions, and e-approval to reduce human interventions. Web-based information systems and transactions should be constructed for immigration document services and the immigration clearance process rather than an app operation on a mobile phone.

The third indicator is human resource development as a crucial element in securing and protecting Indonesia’s borders. Immigration officers require to participate in training programs, and self-development activities (independent or organizational), and to improve themselves with the latest technology. Officers must be equipped with the ability to prevent, deter, detect, and stop cross-border crimes by checking passengers before departure or arrival [40]. Front-liners should be involved in planning and feedback for the policy-making process, analysis, and evaluations. A two-way effective communication shall be developed among officers, with supervisors and managers, and make intensive contact or interact with immigration officers from other countries in terms of data exchange, removal orders, or deportations.

Innovation is the fourth indicator that supports the officers in border control practices in Indonesia. Innovations should be designed based on needs, threats, risks, migration trends, and borders which do not always create an application system. The principles of innovation include sharing information regarding the latest border information tools and systems and interconnected systems which facilitate and accommodate the public [41]. Implementation of innovative tools and systems is the fundamental aspect of the immigration clearance process at borders or beyond borders. Therefore, the Indonesian government will make seamless border controls for travelers entering and leaving Indonesia’s territory.

Health issues have become a major concern in practices of global migration and border control. The fifth indicator is a health clearance process that has emerged among border authorities across the globe [42]. The Indonesian border officers shall initiate collaboration with health agencies to select eligible travelers entering Indonesia. This should consider a contactless inspection approach and multi-level health check based on the online-health track records. Travelers to Indonesia shall present machine-readable international health certificates and the health information system must be integrated with systems at other border authorities.

The last indicator is legislation that deliberates new paradigms of border control practices such as proactive border inspection, open-minded (outward-looking), collaborative clearance, data-driven immigration clearance, human rights-based border control, critical and empirical thinking officers, and risk-based analysis and assessment [43]. The Indonesian government shall go through with revisions and updating of laws, procedures, policies, and immigration check processes at the borders. Integration of regulations among Indonesian border authorities so as not to overlap (overlapping and fragmented) is realized to avoid legal loopholes or policy bias or disparities (suppressing officer discretion) at immigration checks at the border. In the context of current situations, this policy formulation should be focused on cybercrime and data protection.

4 Conclusions

This paper summarizes several important arguments which figure out Indonesia's future migration landscape and immigration border control policy in the next five years. Overall, the Indonesian government, particularly the border authorities have not prepared a strategic plan, especially in dealing with the global situation in the next five years to prevent transnational crime and irregular migration, both in transit and into the Indonesia's territory. Indonesia's selective immigration policies are currently considered unable to answer global issues because there are no clear indicators and detailed performance measures based on risk assessment and risk analysis. Currently, immigration policies and border control management are still unable to predict the trends, threats, and risks of global migration in future due to the impact of war, poor economy (recession), and political unrest.

In five years ahead, in the context of international migration, this study shows that digital passenger movement will mostly become the main concerns and breakthroughs adopted by some countries to respond to digital nomads and remote workers. In contrast, this study also finds that there will be a significant increase in passengers, irregular migration, undocumented travelers, cyber threats, and health issues across Indonesia's borders.

To respond to this uncertainty of global migration and border controls in Indonesia, we propose a proactive immigration policy, which looks at multi-aspects and comprehensive beyond-border inspections, rather than a selective policy and a reactive policy. This policy is to balance facilitation and security aspects toward seamless border control in Indonesia and prevent international border crimes. In so doing, we recommend that the Indonesian immigration authority to build strong border control concepts and frameworks, introduce new technologies, upgrade systems and policies, mitigating the risk of crime, enhancing collaboration with other border agents, training and preparing staff or the new environment, sharing information/best practices with other countries and providing information/alerts to passengers. This paper contributes to providing such references, perspectives, and infrastructures in migration and border control policymaking by the Directorate General of Immigration Indonesia. For further work of research, there should be an elaboration of the proposed immigration proactive policy in Indonesia which refers to conditions of Indonesia's border controls such as fragmented border policies, overlapping border authorities, undelimited maritime border area, interoperability systems, and borderscapes in land borders towards the multi-dimension development.

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