Managing Immigration to Support National Interests: Indonesia's Strategies and Efforts

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Article Info:	Abstract
	Purpose: To explore Indonesia's political stance on managing international migration to safeguard national interests, analyse the current immigration policy framework, and formulate strategies for sustainable immigration management using SWOT analysis.
	Design/Methodology/Approach: A qualitative methodology was adopted, utilising data from the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM), and domestic regulations such as Law No. 6/2011. A SWOT analysis was conducted to evaluate Indonesia's immigration policies.
	Findings: Indonesia's strategic geographical position offers significant economic advantages. However, current immigration policies remain suboptimal. The SWOT analysis identifies strengths such as strategic location and opportunities through multilateral partnerships. Conversely, weaknesses include inadequate inter-stakeholder coordination, while threats stem from transnational crimes. These issues necessitate preventive strategies, technological advancements, and regulatory reforms to close legal loopholes.
	Originality/Value: This research offers new insights into immigration management through a multilateral approach, domestic regulatory reforms, and technological optimisation, contributing to national stability and Indonesia's strategic interests sustainably.

INTRODUCTION

Globalisation has driven the surge in international migration, offering strategic opportunities for Indonesia, such as cultural diversification, an increase in skilled labour, and enhanced international cooperation. However, these benefits have not been fully optimised due to inflexible policies that fail to accommodate the complexities of migration. For instance, rigid work visa regulations often limit the contributions of foreign workers, even in sectors experiencing a shortage of skilled professionals (Blumenstock et al., 2023). Nevertheless, this migration wave also poses challenges, including labour market competition, pressure on social services, and potential cultural conflicts that require comprehensive solutions (Manning, 2020).

Meanwhile, informal migration from neighbouring countries to Indonesia's border regions, particularly in Kalimantan and Sumatra, presents legal and social risks. Government efforts to tighten oversight and improve migrant worker protection regulations continue to face coordination issues among agencies (Abao, 2019). These challenges emphasise the need for more dynamic policies that not only optimise the benefits of migration but also bridge disparities in the education and healthcare sectors, which remain significant social burdens (Ness, 2023; Zhan et al., 2022).

As a transit country for international migration, Indonesia's strategic position provides economic and diplomatic advantages through key trade routes such as the Sea Lanes of Trade (SLOT) and Sea Lanes of Communication (SLOC). However, this position also creates significant challenges in managing immigration flows, including transnational crimes and pressures on the social sector (Biro Komunikasi dan Informasi Publik, 2024; Muna et al., 2023). United Nations High Commissioner for Refugees (UNHCR) data from 2023 recorded 12,295 refugees, most of whom originate from conflict zones such as Afghanistan and Myanmar. The continuous influx of Rohingya refugees highlights the inadequacies of current policies in addressing migration surges triggered by political instability in origin countries (Farhanditya, 2024; UNHCR Indonesia, 2024).

Although regulations such as Law No. 6/2011 Law Number 6/2011 on Immigration, and Presidential Regulation No. 125 of 2016 on the Handling of Refugees from Abroad provide a solid legal foundation these policies are deemed insufficient to address transnational challenges, including human trafficking and radicalism (Buzan & Hansen, 2009). Furthermore, bilateral cooperation, such as the Lombok Treaty with Australia, reflects a diplomatic dilemma that exacerbates the socio-economic burden. Australia's strict immigration policies often lead refugees to settle temporarily without legal status. Indonesia's foreign policy faces the challenge of balancing humanitarian

principles, national stability, and geopolitical pressures in a dynamic global landscape (Blumenstock et al., 2023; Manning, 2020). The article examines Indonesia's political stance on managing migration flows, analyses the current state of immigrant handling, and formulates effective strategies and efforts for sustainable immigration management. By comprehensively examining empirical data, integrating security theories, and evaluating policy frameworks, this study actively contributes to developing more responsive immigration policies that comprehensively support Indonesia's national interests.

Literature Review

In relation to immigration management, the Indonesian Dictionary defines management as actions undertaken to resolve issues through specific processes, supporting various theories underlying immigration policies. Soltau (1951) and Budiardjo (2009) explain that politics functions to determine and realise state objectives, including the governance of migration flows. Easton (1981) and Hoogerwerf (1990) view policy as a directed process aimed at building society, which is particularly relevant in addressing transnational challenges such as radicalism and organised crime, as stipulated in Law Number 6/2011, Law Number 15/2009 and Presidential Regulation Number 125/2016.

Machiavelli (2009) and Toynbee (1987) emphasise the importance of policies that address complex realities and respond to socio-political dynamics. These perspectives highlight the need for governments to ensure that immigration policies comprehensively address security challenges (Buzan & Hansen, 2009), as well as social and economic issues. By integrating these theoretical frameworks, the Indonesian government is expected to design immigration policies that not only effectively respond to global challenges but also safeguard national interests, uphold sovereignty, respect human rights, and strengthen socio-political stability.

Indonesia's Approach to Immigration Management

Indonesia's approach to immigration management is reflected in the application of the non-refoulement principle, which prohibits the deportation of asylum seekers to their countries of origin. This principle is enshrined in Article 28, paragraphs (1) and (2) of Law No. 39 of 1999 on Human Rights. It is further reinforced by Presidential Regulation No. 125 of 2016, which provides mechanisms for detecting, identifying, and protecting refugees, including the provision of their basic needs. Although Indonesia has not ratified the 1951 Refugee Convention, it demonstrates a proactive commitment to international law, solidifying its position as a nation upholding humanitarian values in Southeast Asia.

The increasing number of asylum seekers, which reached 13,459 in 2021, primarily from Afghanistan, Somalia, and Iraq (UNHCR), highlights the urgency of adopting comprehensive strategies to mitigate adverse impacts on social, economic, and security stability. In line with public policy theory, these policies represent the government's measured efforts to build a well-structured society (Hoogerwerf, 1990). Furthermore, they aim to strengthen bilateral relations with refugees' countries of origin while fostering collaboration with international organisations such as UNHCR.

The Condition of Immigration Management in Supporting National Interests

The state of immigration management in Indonesia reflects ongoing efforts to implement regulations, although significant challenges persist. Government Regulation No. 31 of 2013 on the Implementation of the Immigration Law defines human smuggling as the act of seeking profit by illegally bringing individuals into Indonesian territory. This demonstrates the government's commitment to law enforcement and the protection of human rights, despite the need for improved inter-agency coordination.

Indonesia often serves as a transit country for refugees from Myanmar, Afghanistan, and Middle Eastern nations. According to UNHCR in 2014, over 10,000 refugees were residing in Indonesia without clear legal status, posing substantial challenges in providing basic necessities such as housing, healthcare, and education, while maintaining social stability in affected regions.

Drawing on Machiavelli (2009) strategy theory, policies must address complex realities to formulate actions that align with the dynamics of international migration. Strengthening multilateral diplomacy, fostering international cooperation, and enhancing the capacity of immigration institutions are critical measures that require continuous development.

Strategies for Immigration Management to Support National Interests

To safeguard its national interests, Indonesia adopts immigration management strategies that prioritise international cooperation and comprehensive national policy implementation. Notable examples include participation in the Bali Process on People Smuggling and the Lombok Treaty with Australia, which provided AUD 50 million in funding to enhance Indonesia's capacity to manage irregular migration (Sofyan, 2014). These policies align with Toynbee (1987), challenge-and-response theory, which emphasises that global challenges, such as migration flows, necessitate strategic responses to protect national interests.

However, external policies like Australia's "Turn Back the Boat" strategy have created socio-economic pressures for Indonesia as a transit country. Empirical evidence

supporting Indonesia's strategies comes from collaboration with the International Organization for Migration (IOM), which initiated border and migration management programmes in Indonesian waters to combat organised transnational crime (Sébastien Reclaru & Pratama, 2024).

These efforts underscore the importance of developing adaptive and responsive policies. Strengthening inter-agency coordination, reinforcing legal frameworks, and fostering partnerships with international organisations such as IOM and UNHCR are critical to ensuring that immigration management strategies are both effective and aligned with international human rights standards. By integrating these approaches, Indonesia aims to mitigate migration-related challenges while safeguarding its sovereignty and supporting broader national stability.

Efforts to Manage Immigration to Support National Interests

Efforts to manage immigration in Indonesia encompass legal, social, and diplomatic aspects to safeguard human rights while maintaining national stability. The government has adopted a humanitarian-based approach through collaborations with UNHCR and IOM to provide refugees with basic necessities such as housing, food, and education. These initiatives demonstrate Indonesia's commitment to global humanitarian values, despite significant challenges in implementation. Government Regulation No. 51 of 2020 serves as a critical legal foundation for aligning immigration policies with global dynamics, including enhancing oversight of human smuggling and strengthening immigration administrative systems (Manning, 2020).

Fisher (2013) operational theory emphasises that immigration management should consider social and economic relationships to prevent conflicts and group polarisation. This perspective is highly relevant in Indonesia, where the presence of refugees could provoke social tensions if not adequately managed. The joint registration programme by UNHCR and the Indonesian government reflects a synergistic effort to accurately record refugee data and ensure the targeted distribution of aid. Additionally, diplomatic cooperation with refugees' countries of origin represents a strategic measure for supporting long-term solutions, including restoring conditions in the refugees' home countries and implementing better-coordinated resettlement initiatives.

METHODS

This study adopts a qualitative approach using the desk study method, involving an in-depth review of secondary data (Creswell & Creswell, 2017; Dongre et al., 2024). The method aims to uncover essential, conceptual, inspirational, interpretive, and

constructive meanings through deductive analysis, highlighting how immigration management can support Indonesia's national interests. The study utilises a multidisciplinary perspective, encompassing politics, policy, strategy, and operations, to identify fact-based and constructive solutions for current immigration management practices.

Grounded in theoretical frameworks, regulations, and empirical data, the research provides a comprehensive analytical framework to understand the multidimensional roles of law, strategy, and public policy in maintaining national stability amidst global challenges. Policy strategy directions are analysed using the TOWS method (Changder, 2024; Sarsby, 2016), evaluating internal and external factors affecting Indonesia's immigration policies. This approach facilitates the development of more strategic and implementable policy solutions.

RESULT AND DISCUSSION

Result

The study reveals that both internal and external dynamics influence Indonesia's political stance in managing irregular migration, aligning with public policy theories proposed by Easton (1981) and Hoogerwerf (1990). The government exercises directed authority through policies such as Law No. 6 of 2011, which aims to build a resilient society by addressing global challenges. However, this regulation has not yet proven entirely effective in combating human smuggling. Indonesia's diplomatic and humanitarian approach reflects the application of these theories, striving to protect national interests while fulfilling international obligations.

As a strategic transit country, Indonesia faces challenges including the increasing influx of irregular migrants driven by policies such as Australia's "Turn Back the Boat" strategy. The government has responded to these challenges through international collaborations, such as the Bali Process, demonstrating the application of Toynbee (1987). challenge-and-response theory. These policies enable Indonesia to share the burden with other nations while strengthening domestic oversight to maintain national stability.

Key obstacles identified by the government include budget constraints, limited local government capacity, and gaps in regulations. Strategic measures, such as partnerships with UNHCR and IOM, illustrate the application of Machiavelli (2009) strategy theory, which emphasises the need for policies to address complex realities in pursuit of long-term objectives. The government has enhanced domestic capacity through

technical and financial assistance, although reliance on such aid may impact Indonesia's political stance and national sovereignty.

Furthermore, the government seeks to strengthen the role of local authorities in mitigating the social impact of irregular migration, consistent with Fisher, (2013) operational theory, which considers social and economic relationships as critical factors in preventing conflict. By integrating public policy, challenge-response, strategy, and operational theories, the government aims to address these challenges effectively while safeguarding national interests through immigration policies that adapt to both national and international dynamics.

Analysis TOWS

Table 1. TOWS Analysis Matrix

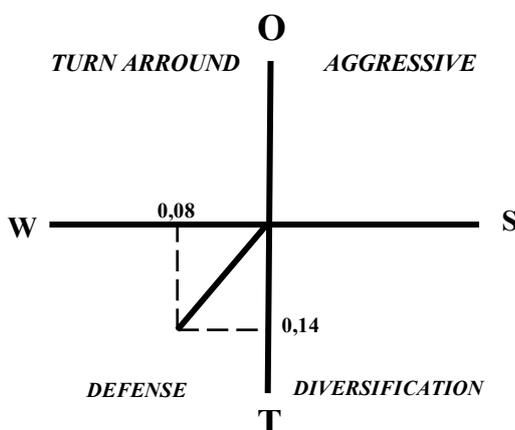|	Weakness	Strengths
Threats	WT: Minimise weaknesses to reduce threats	ST: Address threats by leveraging maximum strengths
Opportunity	WO: Min – Max (Minimise weaknesses while maximising opportunities (Min-Max))	SO: Max – Max (Maximise strengths to fully exploit opportunities (Max-Max)

Figure 1.Tows Matrix

Table 2. Matrix External-Internal

Internal	Weakness	Strengths
External	Threats	Opportunities
Threats	WT (Min-Min): Minimise weaknesses to avoid threats.	ST (Max-Min): Address threats by utilising maximum strengths.
Opportunities	WO (Min-Max): Leverage opportunities to reduce weaknesses.	SO (Max-Max): Utilise strengths to maximise opportunities.

Table 3. Policy Strategy Prioritisation

Strategy (WT)	Score (W)	Score (T)	Total	Priority
W1 + T1	0,67	0,62	1,29	I
W1 + T2	0,67	0,50	1,17	II
W1 + T3	0,67	0,46	1,13	III
W2 + T1	0,47	0,62	1,09	IV
W2 + T2	0,47	0,50	0,97	VI
W2 + T3	0,47	0,46	0,93	V
W3 + T1	0,43	0,62	1,05	V
W3 + T2	0,43	0,50	0,93	V
W3 + T3	0,43	0,46	0,89	VI

Based on Table 1, the TOWS Analysis Matrix provides a strategic framework by aligning internal factors (strengths and weaknesses) with external factors (opportunities and threats). The WT (Weakness-Threat) strategy minimises internal weaknesses to reduce the impact of external threats, while the ST (Strength-Threat) strategy leverages internal strengths to address external challenges effectively. The WO (Weakness-Opportunity) strategy focuses on minimising weaknesses while capitalising on external opportunities, and the SO (Strength-Opportunity) strategy maximises strengths to fully exploit favourable opportunities. This matrix serves as a structured tool for identifying balanced strategies tailored to organisational conditions and goals

Based on Table 2, the External-Internal Matrix aligns internal factors (strengths and weaknesses) with external factors (opportunities and threats) to identify strategic priorities. The WT (Min-Min) strategy minimises weaknesses to avoid threats, focusing on reducing vulnerabilities that could exacerbate external challenges. The ST (Max-Min) strategy addresses threats by leveraging maximum internal strengths to mitigate their impact effectively. The WO (Min-Max) strategy leverages external opportunities to reduce internal weaknesses, turning potential disadvantages into areas of improvement. Lastly, the SO (Max-Max) strategy utilises strengths to maximise opportunities, emphasising the proactive use of internal advantages to achieve the most favourable outcomes. This matrix provides a systematic approach to crafting strategies that balance internal and external dynamics for optimal results

Based on the TOWS analysis presented in Table 3, this study finds that effective immigration management can significantly contribute to strengthening national resilience and ensuring robust national interests. The findings indicate that Indonesia possesses key strengths, including its position as the world's largest archipelago, strategically located at the crossroads of two continents and two oceans. This geographical advantage, combined

with the country's potential to optimise its available resources, enhances its capacity to manage immigration effectively. However, the study also identifies several weaknesses, such as the limited optimisation of local government roles and the lack of synergy among stakeholders. Furthermore, transnational crimes remain prevalent, posing considerable challenges to immigration management efforts.

Despite these weaknesses, Indonesia has opportunities to strengthen its immigration management. These include leveraging advancements in technology, capitalising on changes in the strategic environment at both national and international levels, and empowering local governments to play a more active role in addressing immigration issues. Nevertheless, the country faces significant threats, including the rising prevalence of transnational crimes driven by the influx of irregular migrants, as well as challenges associated with poverty, social inequality, and globalisation (Schneider, 2008).

To address these challenges, this study proposes strategies aimed at optimising the role of local governments in immigration management and fostering greater synergy among stakeholders. These measures are designed to minimise the threat of transnational crimes while simultaneously supporting national interests. For these strategies to succeed, they must be accompanied by a thorough understanding of the dynamic changes in the strategic environment, both internationally and nationally, to ensure that the policies implemented remain adaptive and sustainable.

Discussion

Indonesia's Political Stance on Immigration Management

Indonesia's political stance on managing irregular migration is grounded in its free and active foreign policy and a humanitarian approach aligned with the values of Pancasila. Multilateral diplomacy, particularly through the Bali Process, serves as the primary platform for addressing human smuggling and irregular migration in the Asia-Pacific region (International Organization for Migration/IOM, 2005). This approach reflects Indonesia's efforts to balance the protection of national interests with its international responsibilities. However, pressures from developed countries, such as Australia's "Turn Back the Boat" policy, often shift the burden onto transit countries like Indonesia, increasing social, economic, and security challenges.

Indonesia's domestic and foreign policies are interconnected in their pursuit of national interests. The free and active foreign policy, based on Pancasila and the Preamble to the 1945 Constitution, embodies Indonesia's neutrality towards international blocs while remaining actively engaged in maintaining global peace. In the context of

immigration management, decision-making is influenced by both domestic and global factors. Regulations such as Law No. 15/2009 and Law No. 6/2011 provide a legal foundation for combating human smuggling, yet their implementation remains insufficient to address the complexities of irregular migration. Legal loopholes in the existing system often facilitate human trafficking and smuggling, necessitating cross-sectoral coordination among central and local governments, as well as civil society, to mitigate the social, economic, and security impacts.

Through a political approach that integrates domestic and foreign policy, Indonesia continues to respond to global migration challenges while safeguarding sovereignty and national interests. The combination of strengthening domestic regulations, fostering multilateral diplomacy, and enhancing inter-agency synergy is key to effectively and sustainably managing migration flows.

The State of Immigration Management

The current state of immigration management in Indonesia reveals significant limitations in policy implementation. Presidential Regulation No. 125 of 2016 serves as the primary policy framework for managing refugees from abroad. However, its application predominantly focuses on administrative aspects, failing to offer comprehensive solutions for the social, cultural, and economic impacts of migration. Local governments, which act as the front line in addressing irregular migration, often face budgetary and human resource constraints, limiting their capacity to effectively manage the consequences of migration flows.

The phenomenon of "Kampung Arab" in Cisarua, Bogor, illustrates that social integration between migrants and local communities can yield both positive and negative outcomes. Insufficient integrated oversight, however, risks triggering social conflicts and cultural tensions. Data from UNHCR (2024) indicates that Indonesia has become a transit country for thousands of refugees without clear legal status, exacerbating the social burden on local communities and regional governments.

Immigration Management Strategies Based on SWOT Analysis

Indonesia's immigration management strategies, derived from the SWOT analysis, focus on strengthening policies and operational implementation. The SO (Strengths–Opportunities) strategy leverages Indonesia's strategic geographical position as a transit country at the crossroads of international trade routes. This position supports the enhancement of multilateral cooperation through platforms like the Bali Process and other

regional initiatives, while also improving human resource capacity to optimise international assistance for immigration oversight.

The WO (Weaknesses–Opportunities) strategy advocates for revising Law No. 6 of 2011 on Immigration to address regulatory gaps and more specifically regulate transnational crimes. This strategy prioritises the adoption of modern technology, such as digital immigration management systems, to overcome the limitations in local-level monitoring capacity.

The ST (Strengths–Threats) strategy focuses on strengthening border surveillance and early detection systems to mitigate the impact of external policies, such as Australia's "Turn Back the Boat" strategy. These efforts are accompanied by enhanced strategic diplomacy to negotiate a more equitable distribution of responsibilities with developed nations.

The WT (Weaknesses–Threats) strategy emphasises the importance of synergy among central and local governments, as well as communities, to address coordination weaknesses and prevent social conflicts resulting from immigration flows. Additionally, the government needs to allocate specific funding to enhance local government capacity in addressing transnational threats, including human smuggling, drug trafficking, and terrorism.

This approach is supported by Easton's (1981) public policy theory, which views policy as a directed process for building a well-structured society, and Toynbee's (1987) challenge-and-response theory, which underscores the necessity for policies to strategically respond to global dynamics. Empirical data from UNHCR and IOM annual reports demonstrate that multilateral collaboration can reduce domestic pressures on transit countries like Indonesia.

By aligning these strategies with public policy theories that frame policymaking as a structured societal-building process, and the challenge-response theory that calls for strategic policy responses to global dynamics, Indonesia can strengthen its immigration management approach. Empirical evidence from UNHCR and IOM reports further indicates that multilateral collaboration effectively alleviates domestic pressures in transit countries. With more integrated and data-driven strategies, immigration management can better support national interests while enhancing the country's social, economic, and security stability.

Efforts in Immigration Management

The Indonesian government addresses immigration issues through a comprehensive approach encompassing capacity building for local governments, stakeholder synergy,

international collaboration, and the use of modern technology. Adequate budgets are allocated to support policy implementation, provide training for local officers, and enhance capabilities in addressing the social, cultural, and economic impacts of migration. International support, including assistance from Australia, has been utilised to strengthen monitoring infrastructure, optimise early detection systems, and design specific regulations to combat human smuggling.

The government prioritises multilateral cooperation through dialogue with international organisations such as UNHCR and IOM, as well as regional platforms like the Bali Process. These collaborations focus on managing irregular migration flows, optimising data systems, and preventing human smuggling while maintaining national sovereignty. The Ministry of Foreign Affairs and the Ministry of Law and Human Rights lead these multilateral approaches, which are considered more effective than bilateral methods in ensuring equitable responsibility-sharing.

At the local level, regional governments, together with regional work units (SKPD) and local legislative councils (DPRD), develop integrated policies to support field implementation. These policies are disseminated through discussion forums, seminars, and approaches rooted in local wisdom to align social impact management with migration issues and reduce potential conflicts within communities.

To enhance national vigilance, the government, through inter-ministerial coordination, implements community development programmes. These initiatives include strengthening national awareness, promoting state defence consciousness, and internalising the values of Pancasila to prepare communities for the impacts of migration while maintaining national stability. Additionally, the government intensifies administrative monitoring of residents and oversees the movement of people and goods at borders, including airports, ports, and terminals, to prevent document misuse and reduce transnational crimes.

Information technology is implemented to improve the efficiency of border surveillance, early detection, and immigrant data management. The government also organises training and education programmes, both formal and informal, to enhance human resource capacity in migration management. Collaboration among the Ministry of Foreign Affairs, the Ministry of Law and Human Rights, and the Ministry of Education supports these initiatives by developing sustainable training curriculan.

CONCLUSION

Indonesia's political stance on managing immigration to support national interests reveals challenges stemming from an imbalance between bilateral and multilateral approaches in foreign policy. Dependence on bilateral dialogues with developed countries undermines Indonesia's strategic position at the regional level, while weaknesses in domestic regulations, limited stakeholder synergy, and inadequate local government capacity hinder effective management of the social, economic, and security impacts of irregular migration. Reactive strategies addressing transnational crimes have further constrained comprehensive and preventive efforts to safeguard national interests. To address these issues, Indonesia must prioritise stronger multilateral approaches, improve immigration governance, and close regulatory gaps and institutional weaknesses to ensure migration management contributes to national stability.

Strengthening immigration management requires prioritising multilateral cooperation through platforms such as UNHCR, IOM, and the Bali Process to achieve a fairer distribution of responsibilities in global migration issues. Revising domestic regulations like Law No. 6 of 2011 is crucial to closing legal loopholes exploited in human smuggling and transnational crimes. Enhanced synergy among stakeholders is essential, supported by improved coordination between central and local governments and civil society. Investments in modern information and communication technologies are also vital to improving border surveillance, early detection, and immigrant data management. Future research should focus on evaluating the effectiveness of multilateral strategies, exploring the role of technology in migration governance, and developing holistic policy frameworks to ensure sustainable, adaptive, and nationally aligned immigration management.

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