



Reformulating Multi-Layered Pre-Arrival Screening in Indonesia's Immigration System: A Comparative Study with the United States

Christian Immanuel Situmorang¹, Yasinta Diva Negara²

¹ Universitas Pembangunan Nasional "Veteran" Jakarta

² Universitas Pembangunan Nasional "Veteran" Jakarta

Corresponding email:

2310611222@mahasiswa.upnvj.ac.id

Abstract

The increasing mobility of foreign nationals, driven by globalization, technological advancements, and the expansion of international tourism, has created both economic opportunities and immigration challenges for Indonesia. Although Indonesia applies the principle of selective policy as mandated under Law No. 6 of 2011 on Immigration, the continued rise in immigration violations, visa misuse, overstays, deportations, and detentions of foreign nationals indicates that existing screening mechanisms have not operated optimally. The current pre-arrival screening process, primarily regulated under Minister of Law and Human Rights Regulation No. 22 of 2023 concerning Visas and Stay Permits, still largely relies on document verification and interviews, limiting its ability to detect potential risks before foreign nationals enter Indonesian territory. This study aims to analyze the implementation of the selective policy principle in Indonesia, compare Indonesia's pre-arrival screening mechanism with that of the United States, and formulate a multi-layered screening model to strengthen immigration control. This research employs normative legal research with descriptive-analytical and prescriptive approaches using statutory, conceptual, and comparative methods. The study qualitatively analyzes secondary legal materials, including legislation, academic literature, institutional reports, and policy documents. The findings reveal that while Indonesia possesses a strong normative foundation for implementing selective policy, its operational mechanisms remain less developed than the United States' integrated pre-arrival screening system, which utilizes risk-based assessments, inter-agency data sharing, and technology-driven screening tools. This study proposes a multi-layered screening mechanism consisting of pre-test assessment, profiling interviews, and verification screening as a reformulation of Indonesia's pre-arrival screening framework.

Keywords: Policy, Immigration Law, National Security.

A. Introduction

Cross-border human mobility in the era of globalization has increased significantly, driven by advances in transportation technology, easier access to information, and increasingly open relations between countries across various sectors of life.¹ Indonesia, an archipelagic nation with a strategic geographic location and abundant natural and cultural resources, has become one of the primary destinations for international mobility in Southeast Asia.² The government's commitment to developing the tourism sector is evident in the various policies launched in recent years.³ The government has even set a target for international tourist arrivals in 2025 to reach 14.6 million to 16 million people, an increase from the previous year's figures.⁴

To achieve this goal, the government is actively using various policies to attract international tourists to visit Indonesia through a range of incentives and promotional programs. One such initiative is the Great Sale 2025, a program offering discounts of up to 11 percent for foreign tourists. This initiative is part of the national "Belanja di Indonesia Aja" (BINA) movement, launched by the Coordinating Ministry for Economic Affairs and HIPPINDO and fully supported by the Ministry of Tourism. The program involves hundreds of companies, tens of thousands of retail outlets, and various shopping centers spread across Indonesia to drive economic growth and boost foreign exchange earnings. This policy is based on the tourism sector's significant contribution to the national economy.⁵ For example, in 2024, Bali accounted for approximately 44 percent of Indonesia's total tourism

¹ Claudia Grace Natasya, Mutiara Cristeofani Hutaauruk, Riski Fanni Lumban Gaol, and Mhd. Anas Kautsar, "Globalisasi (dalam Bidang IPTEK, Ekonomi, Komunikasi, Transportasi, Budaya) [Globalization in the Fields of Science and Technology, Economy, Communication, Transportation, and Culture]," *Cendekia: Jurnal Ilmiah Multidisiplin* 1, no. 3 (2025)100-104, <https://cendekia.co/index.php/cendekia/article/view/53>.

² Budi Juliardi, "Kerajaan-Kerajaan Maritim Nusantara," dalam *Sejarah Maritim* (2026), 35.

³ M. Sujai, "Strategi Pemerintah Indonesia dalam Menarik Kunjungan Turis Mancanegara [The Indonesian Government's Strategy for Attracting International Tourist Visits]," *Kajian Ekonomi dan Keuangan* 20, no. 1 (2016): 61-76.

⁴ Redaksi Merdeka, "Tahukah Anda? Pemerintah Targetkan 16 Juta Turis Asing, Fokus pada Pariwisata Berkelanjutan dan Manfaat Lokal [Did You Know? Government Targets 16 Million Foreign Tourists, Focusing on Sustainable Tourism and Local Benefits]," *Merdeka.com*, October 12, 2025, <https://www.merdeka.com/peristiwa/tahukah-anda-pemerintah-targetkan-16-juta-turis-asing-fokus-pada-pariwisata-berkelanjutan-dan-manfaat-lokal-480204-mvk.html?page=4>.

⁵ Anggara Wikan Prasetya, "Tunjukkan Paspor, Turis Asing Dapat Diskon 11 Persen di Great Sale 2025 [Show Your Passport, Foreign Tourists Receive an 11 Percent Discount at Great Sale 2025]," *Kompas.com*, November 23, 2025, <https://travel.kompas.com/read/2025/11/23/120100427/tunjukkan-paspor-turis-asing-dapat-diskon-11-persen-di-great-sale-2025>.

Foreign exchange earnings, which exceeded Rp107 trillion.⁶ This figure demonstrates that the presence of foreign tourists plays a crucial role in supporting both regional and national economic growth.

On the other hand, increased foreign influx does not only bring economic benefits; it can also pose risks to social stability and public order, and even threaten national security if not balanced by effective monitoring and screening. At the same time, the high number of foreign tourists has been accompanied by a rise in various immigration violations committed by foreign nationals.⁷ On-the-ground realities show that the rise in the number of foreign visitors is still accompanied by a number of fairly serious immigration issues. The Directorate General of Immigration recorded 378 foreign nationals deported from Bali from January to September 2024. This figure is higher than in 2023, which recorded 335 deportations of foreign nationals.⁸

These issues are not limited to Bali but have become a nationwide phenomenon. Violations include misuse of residence permits, overstaying permitted periods, using visas for unintended purposes, and involvement in criminal acts and transnational crimes. In some cases, foreign nationals have even been involved in criminal offenses, transnational crimes, public order violations, and actions demonstrating non-compliance with local laws and culture.⁹ National data from the Directorate General of Immigration shows that from January through July 2025, 2,669 foreign nationals were subject to deportation and another 2,009 were subject to detention.¹⁰ These figures indicate that issues related to the presence of foreign nationals are no longer isolated incidents but have become a phenomenon requiring serious attention in the formulation of national immigration policy.

⁶Eviera Paramita Sandi, "Bali Sumbang Rp107 Triliun Devisa Indonesia, Tapi Kemana Larinya Uang Pariwisata? [Bali Contributes Rp107 Trillion in Foreign Exchange to Indonesia, but Where Does the Tourism Revenue Go?]," *Suarabali.id*, March 4, 2025, <https://bali.suara.com/read/2025/03/04/165738/bali-sumbang-rp107-triliun-devisa-indonesia-tapi-ke-mana-larinya-uang-pariwisata>.

⁷Aan Abdau Rizal, "DPR Desak Imigrasi Bali Perkuat Pengawasan di Tengah Ramainya Turis Asing [House of Representatives Urges Bali Immigration to Strengthen Supervision Amid Rising Numbers of Foreign Tourists]," *Detikcom*, May 13, 2026, <https://news.detik.com/berita/d-8488064/dpr-desak-imigrasi-bali-perkuat-pengawasan-di-tengah-ramainya-turis-asing>.

⁸Dewa Ketut Sudiarta Wiguna, "Pengawasan WNA dan Tantangannya di Bali [Supervision of Foreign Nationals and Its Challenges in Bali]," *ANTARA*, August 21, 2025, <https://www.antaranews.com/berita/5053317/pengawasan-wna-dan-tantangannya-di-bali?page=all>.

⁹ *Ibid.*

¹⁰ *Ibid.*

This situation raises a fundamental question regarding the root cause of the persistently high number of immigration violations committed by foreign nationals in Indonesia. Although the government continues to strive to improve immigration oversight and law enforcement, the fact that thousands of foreign nationals are still subject to deportation or detention each year indicates that this issue cannot be viewed solely as a matter of individual offenders' behavior. Rather, this situation indicates a need to evaluate the effectiveness of the mechanisms for selecting and screening foreign nationals implemented before they enter Indonesian territory.¹¹ Citing research conducted by Peter Theola titled "The Implementation of Immigration Profiling at Immigration Checkpoints as an Early Detection Mechanism for Non-Procedural Migrant Workers," the immigration profiling carried out by immigration officers essentially remains focused on document checks and interviews with border crossers.¹²

Through this mechanism, officers assess identity, purpose of travel, and the consistency of information provided by applicants or border crossers. This approach plays a crucial role as an initial screening tool, but its effectiveness depends heavily on the accuracy of the documents submitted and officers' ability to elicit information through interviews, which are typically conducted within a limited timeframe.¹³ The problem is that the growth of international mobility and technological advancements have led to increasingly complex methods of misusing immigration permits. Many foreign nationals can formally meet administrative requirements and provide seemingly convincing statements during interviews, but in reality have intentions that differ from the purpose of the permit they are applying for.

Therefore, the pre-arrival screening mechanism needs updating—one that no longer relies solely on document checks and interviews.¹⁴ Unlike previous studies

¹¹Agung Darmawan, "Luhut: Turis Nakal Tak Dibutuhkan di Bali [Luhut: Misbehaving Tourists Are Not Welcome in Bali]," *Dewan Pertimbangan Presiden Republik Indonesia (Wantimpres RI)*, March 9, 2023, <https://wantimpres.go.id/id/newsflows/luhut-turis-nakal-tak-dibutuhkan-di-bali/>.

¹²Peter Theola, "Implementasi Profiling Keimigrasian di Tempat Pemeriksaan Imigrasi sebagai Mekanisme Deteksi Dini Calon Pekerja Migran Non-Prosedural [Implementation of Immigration Profiling at Immigration Checkpoints as an Early Detection Mechanism for Non-Procedural Migrant Worker Candidates]," *JIMU: Jurnal Ilmiah Multidisipliner* 4, no. 1 (2025): 1670–1681, <https://doi.org/10.70294/jimu.v4i01.1599>.

¹³ *Ibid.*

¹⁴Theresya Berlian, "Urgensi Penyusunan Regulasi dan SOP Passenger Analysis Unit (PAU) sebagai Upaya Penguatan Penegakan Hukum Keimigrasian di Indonesia [The Urgency of Formulating Regulations and Standard Operating Procedures for the Passenger Analysis Unit (PAU) to Strengthen Immigration Law Enforcement in Indonesia]," *JIMU: Jurnal Ilmiah Multidisipliner* 4, no. 1 (2025): 1616–1631, <https://doi.org/10.70294/jimu.v4i01.1591>.

Focused on implementing immigration profiling within existing screening mechanisms, this study not only evaluates the effectiveness of the current system but also proposes legal reforms to strengthen the implementation of the principle of selective policy within Indonesia's immigration system.¹⁵ The proposed update is implemented through the reformulation of the pre-arrival mechanism by developing a multi-layered screening concept that allows the selection process to be conducted in stages before a visa is issued and before foreign nationals are granted entry into Indonesian territory. The multi-layered screening concept proposed in this study is based on the idea that the selection process for foreign nationals should not rely on a single screening method, but should instead be conducted through several complementary layers of verification.

Within this framework, document review and interviews remain part of the selection process but are combined with other mechanisms that can yield more comprehensive information about the applicant's profile and risk level. Furthermore, this study employs a comparative approach by examining the pre-arrival mechanisms implemented in the United States. The United States was selected because it has developed a multi-layered, integrated pre-arrival screening system for foreign nationals. Based on this line of thinking, the authors identified two research questions: first, a comparison of the regulations and implementation of pre-arrival screening mechanisms in Indonesia's immigration system with those applied in the United States; and second, the reformulation of a multi-layered pre-arrival screening mechanism within Indonesia's immigration system.

B. Method

This study is normative legal research with a descriptive-analytical and prescriptive approach, focusing on legal norms, immigration policies, and concepts related to implementing the selective policy principle within Indonesia's immigration system. This research not only aims to describe and analyze the existing legal arrangements, but also to provide recommendations for strengthening immigration selection mechanisms through the reformulation of a pre-arrival screening system based on a multi-layered screening approach. To achieve these objectives, the study uses statutory, conceptual, and comparative approaches as its main analytical framework.

¹⁵ B. B. Sianturi and D. Y. Utami, "Immigration Examination in Immigration Checkpoint as an Improvement of Indonesian's Society Welfare," *Journal of Law and Border Protection* 3, no. 1 (2021): 39–49.

The statutory approach is used to examine various regulations governing immigration, particularly Law No. 6 of 2011 concerning Immigration and Minister of Law and Human Rights Regulation No. 22 of 2023 concerning Visas and Stay Permits, while the conceptual approach is applied to analyze the concepts of selective policy, pre-arrival screening, and multi-layered screening within the framework of immigration law. The comparative approach serves as the primary analytical instrument, used to compare the implementation of the selective policy principle in Indonesia with the pre-arrival screening mechanism implemented in the United States in terms of regulatory frameworks, inspection procedures, technological utilization, and risk assessment systems in immigration control prior to the arrival of foreign nationals. The data used in this research consist of secondary data obtained through library research, including primary, secondary, and tertiary legal materials such as legislation, books, scholarly articles, institutional reports, and relevant policy documents. All data are analyzed qualitatively using a comparative method to identify similarities, differences, and potential adaptation of practices implemented in the United States to strengthen the application of the selective policy principle within Indonesia's immigration system.

C. Result & Discussion

1. Comparative Analysis of the Implementation of the Principle of Selective Policy in Indonesia's Immigration System and the Pre-Arrival Screening Mechanism Implemented by the United States

The principle of selective policy serves as both a philosophical and operational foundation for implementing Indonesia's immigration functions. This principle affirms that not every foreign national is automatically entitled to enter Indonesian territory; only those deemed beneficial, not posing threats to national security, not disturbing public order, and not contradicting statutory provisions may be granted entry and residence permits in Indonesia.¹⁶ The existence of this principle demonstrates that Indonesian immigration law does not merely function as an instrument of public service, but also as a tool for safeguarding state sovereignty. From a modern security perspective, the control of cross-border human mobility is no longer understood merely as an administrative activity involving passport and visa checks, but rather as part of risk mitigation efforts against various transnational threats such as terrorism, human trafficking, migrant smuggling, cybercrime, and transnational organized

¹⁶ Republic of Indonesia, Law No. 6 of 2011 concerning Immigration.

crime.¹⁷ Therefore, the implementation of the selective policy principle has become increasingly important amid rising global human mobility driven by advances in transportation technology and the digitalization of international travel services.

Normatively, Indonesia implements the selective policy principle across various stages of immigration services and supervision. This mechanism begins from the visa application process, travel document verification, entry permit issuance at Immigration Checkpoints (Tempat Pemeriksaan Imigrasi/TPI), to the monitoring of foreign nationals' activities within Indonesian territory. In practice, the Directorate generally selects foreign nationals through administrative verification of visa applications, including identity, purpose of visit, financial capability, sponsor, and other supporting documents.¹⁸ However, this selection pattern still exhibits a relatively conventional character as it focuses primarily on document validation and administrative compliance. Although the Directorate General of Immigration has developed various digital services, the risk identification process for prospective foreign travelers has not yet been fully integrated with cross-sector data systems that would enable early detection of potential threats before travel to Indonesia.

Indonesia's visa policy has evolved significantly with the issuance of the Minister of Law and Human Rights Regulation of the Republic of Indonesia Number 22 of 2023 concerning Visas and Stay Permits. This regulation governs various visa types, electronic application procedures, administrative requirements, document verification mechanisms, and grounds for visa rejection. The enactment of this regulation reflects efforts to modernize Indonesia's immigration system by using information technology in immigration services.¹⁹ One important aspect of this regulation is the authority granted to immigration officers to examine and assess applicant data prior to visa issuance. This provision reflects an embryonic pre-arrival screening mechanism, as visa decisions are based not only on document completeness but also on evaluative assessments conducted by immigration authorities.

¹⁷ M. Iman Santoso, *Perspektif Imigrasi dalam Pembangunan Ekonomi dan Ketahanan Nasional* (Jakarta: UI Press, 2020), pp. 85-91.

¹⁸ Achmad Nurmandi et al., "Immigration Governance and Border Security in Indonesia," *Journal of Infrastructure, Policy and Development*, Vol. 8, No. 5 (2024), pp. 1-15.

¹⁹ Republic of Indonesia, Minister of Law and Human Rights Regulation No. 22 of 2023 concerning Visas and Stay Permits.

Nevertheless, upon closer examination, the mechanism regulated under Regulation No. 22 of 2023 remains primarily oriented toward administrative licensing processes and has not yet comprehensively adopted a risk-based screening approach. The current system does not explicitly integrate intelligence data, law enforcement data, international travel records, and security-related information from various ministries and institutions into a unified risk analysis platform.²⁰ As a result, the implementation of the selective policy principle still largely depends on document verification capacity and the individual judgment of officers based on submitted visa application data. This differs from modern border management systems, which increasingly rely on data analytics, artificial intelligence, and inter-agency information exchange to identify individual risk profiles before travel.

This difference becomes clearer when compared with the pre-arrival screening mechanism implemented by the United States. Following the September 11, 2001 terrorist attacks, the United States undertook major reforms in its border security system by shifting the inspection point from physical borders to the pre-departure stage. Under this model, selection no longer occurs upon arrival at ports of entry, but begins when passenger data is first transmitted electronically to U.S. authorities.²¹ This approach is based on the assumption that security threats can be more effectively prevented if identified before high-risk individuals enter the country.

The implementation of pre-arrival screening in the United States is carried out through the integration of various immigration and security instruments, such as the Advance Passenger Information System (APIS), Electronic System for Travel Authorization (ESTA), Secure Flight Program, and multiple databases under the coordination of the Department of Homeland Security (DHS). Through APIS, airlines must submit passenger and crew data before departure or arrival. This data is then cross-checked against national security databases, criminal records, terrorist watchlists, and immigration violation records.²² In this context, the screening process does not merely verify travel document validity but also assesses the risk level associated with each individual based on their profile and travel history.

²⁰ Dimas Bagus Wiranata, "Transformasi Digital Pelayanan Visa dalam Mendukung Kebijakan Keimigrasian Indonesia," *Jurnal Ilmiah Kajian Keimigrasian*, Vol. 7, No. 2 (2024), pp. 121-134.

²¹ U.S. Department of Homeland Security, *DHS Strategic Plan Fiscal Years 2024-2028* (Washington D.C.: DHS, 2024), pp. 17-20.

²² U.S. Customs and Border Protection, *Advance Passenger Information System (APIS): Carrier Information Guide* (Washington D.C.: CBP, 2024).

In addition to APIS, the United States also implements ESTA for nationals of countries participating in the Visa Waiver Program. Through this mechanism, travelers must obtain electronic authorization before departing for the United States. Approval or denial is determined based on automated screening against relevant government databases.²³ Consequently, individuals may be denied travel even before boarding an aircraft if certain risk indicators are identified. This practice demonstrates that the selection function in the U.S. immigration system has shifted from an administrative approach to a predictive, prevention-oriented approach.

From a policy perspective, Indonesia and the United States essentially share the same objective: ensuring that only eligible foreign nationals may enter national territory. However, the instruments used to achieve this objective reflect different levels of development. Indonesia still relies on document-based selection and inspection upon arrival, whereas the United States has developed a multi-layered screening system that integrates technology, risk analysis, and inter-agency data exchange within a unified framework.²⁴ This difference also affects early threat detection capabilities. In the U.S. system, risk identification occurs prior to departure, whereas in Indonesia, most identification processes still take place after visa application or upon arrival at entry points.

Based on this comparison, the main challenge in implementing the selective policy principle in Indonesia does not lie in its normative foundation, as the principle is already firmly established under Law No. 6 of 2011 and its implementing regulations. The more fundamental issue lies in the operational mechanisms used to translate this principle into daily immigration enforcement practices. In this context, Regulation No. 22 of 2023 may be viewed as an important initial foundation, as it strengthens the digitalization of visa processing and applicant data verification. However, further development is required to accommodate a risk-based pre-arrival screening model supported by inter-agency data exchange. Thus, the selective policy principle is not merely declarative but evolves into an effective preventive instrument for safeguarding national security amid increasing global human mobility. This finding forms the basis for the urgency of reformulating a multi-layered screening-based pre-arrival screening mechanism within Indonesia's immigration system.

²³ U.S. Department of Homeland Security, *Electronic System for Travel Authorization (ESTA) Annual Report* (Washington D.C.: DHS, 2024).

²⁴ European Commission, *Smart Borders and Integrated Border Management: Comparative Security Frameworks* (Brussels: European Union Publications, 2023), pp. 35-42.

2. Reformulation of the multi-layered screening-based pre-arrival mechanism in Indonesia's immigration system

The presence of foreign nationals in Indonesia is by no means a new phenomenon. Since ancient times, the Indonesian archipelago has attracted foreigners with interests ranging from trade, shipping, and investment to social and cultural activities.²⁵ In fact, from a historical perspective, the origins of colonialism in Indonesia are inextricably linked to the presence of foreign merchants who arrived under the pretext of establishing trade relations and gaining access to the archipelago's abundant natural resources. Over time, these initially economic relationships evolved into political domination, which ultimately led Indonesia into a period of colonial rule lasting hundreds of years.²⁶ This historical experience demonstrates that the mobility of foreign nationals not only brings economic benefits but can also pose risks if not balanced by adequate oversight and screening mechanisms.

In the context of immigration, the system for monitoring the movement of people currently in place in Indonesia is also inextricably linked to its colonial legacy. Historically, immigration administration was introduced by the Dutch East Indies government as early as 1913, long before Indonesia gained its independence.²⁷ This means that awareness of the importance of monitoring the entry and exit of foreign nationals has actually been a concern since the colonial era. Therefore, this historical experience should serve as a lesson for Indonesia to continue reforming its national immigration system so as not to repeat the mistakes of the past namely, granting overly lenient access without a screening mechanism capable of identifying potential risks early on.

This reflection becomes even more relevant when considered in light of Indonesia's current immigration situation. As previously outlined, the existing pre-arrival screening mechanism still relies primarily on document checks and interviews.²⁸ Although both of these tools play an important role in the selection process for foreign nationals, their effectiveness depends heavily on the accuracy of the submitted documents and the ability of officials to assess the information

²⁵Direktorat Sejarah, Direktorat Jenderal Kebudayaan, Kementerian Pendidikan dan Kebudayaan, "Jejaka Nusantara Jalur Rempah sebagai Simpul Peradaban Bahari [The Spice Route of the Indonesian Archipelago as a Node of Maritime Civilization]," *Jurnal Sejarah* 054 (December 2016).

²⁶ *Ibid.*

²⁷Kantor Imigrasi Kelas I TPI Yogyakarta, "Sejarah Imigrasi – Website Resmi Kantor Imigrasi Kelas I TPI Yogyakarta [History of Immigration]," accessed June 21, 2026, <https://jogja.imigrasi.go.id/profil/sejarah-imigrasi/>.

²⁸ Op. cit. Peter Theola. (2025). p. 5

provided by applicants. In fact, the regulations governing the profiling and verification process state that in cases of doubt, designated immigration officials at the Directorate General of Immigration may request additional information from the applicant.²⁹ Such provisions indicate that the assessment process still grants officials considerable discretion, which can lead to inconsistencies in applying screening standards and open the door to potential abuse of authority.

This potential is not merely theoretical. In practice, the Corruption Eradication Commission (KPK) recently uncovered alleged corruption that occurred in a structured and systematic manner within the Directorate General of Immigration, Ministry of Immigration and Corrections.³⁰ Based on a report from the Financial Transaction Reports and Analysis Center (PPATK), suspicious fund flows were discovered in dozens of employee accounts, allegedly stemming from the practice of demanding bribes in exchange for processing residence permits for foreign nationals.³¹ These findings indicate that a mechanism that remains heavily reliant on human assessment without the support of a more objective and integrated verification system has the potential to create loopholes for misconduct, which could ultimately undermine the effectiveness of immigration screening processes.

From a regulatory perspective, Indonesia has a relatively well-established legal framework for immigration. Immigration regulations have evolved since Law No. 9 of 1992 on Immigration, which was subsequently replaced by Law No. 6 of 2011 on Immigration, a law that has since undergone its second amendment. Similarly, at the level of implementing regulations, the provisions regarding visas and residence permits under Regulation of the Minister of Law and Human Rights No. 22 of 2023 have undergone several revisions, with the most recent revision in 2025 focusing on immigration regulations for the Indonesian diaspora. However, these regulatory changes remain largely focused on refining visa types, residence permits, and specific subject groups, while the pre-arrival screening mechanism, the primary instrument for implementing the principle of selective policy, has not yet undergone significant updates.

²⁹Minister of Law and Human Rights Regulation No. 22 of 2023, art. 20.

³⁰Aji Prasetyo, "Sistematiknya Dugaan Korupsi di Imigrasi [The Systematic Nature of Alleged Corruption in Immigration]," *Hukumonline.com*, June, 5, 2026, <https://www.hukumonline.com/berita/a/sistematiknya-dugaan-korupsi-di-imigrasi-lt6a22630a7e09a/>.

³¹ *Ibid.*

These issues indicate that Indonesia's immigration challenges can no longer be adequately addressed through conventional screening mechanisms that rely solely on documents and interviews. Increasing global mobility, the complexity of methods used to abuse immigration permits, advancements in information technology, and the need to strengthen national security require a more modern, systematic, and risk-based approach. Therefore, in the author's view, Indonesia's immigration system must reform its pre-arrival screening mechanism by implementing a multi-layered screening process. This reformulation is expected to strengthen the selection process for foreign nationals both before a visa is issued and before the individual enters Indonesian territory, so that the application of the principle of selective policy is not merely a formal administrative procedure but also functions effectively as an instrument for protecting national interests.

In this study, the multi-layered screening mechanism is defined as a tiered screening system implemented from the visa application stage through to the point just before a foreign national is granted permission to enter Indonesian territory. This mechanism strengthens the pre-arrival screening process, which has so far relied primarily on document reviews and interviews, ensuring the selection process does not depend solely on a single screening tool. Under this system, every visa applicant must pass through several interconnected screening stages that cross-verify the information provided.

This mechanism can be implemented by revising Minister of Law and Human Rights Regulation No. 22 of 2023 on Visas and Residence Permits and its amendments, particularly the provisions governing profiling and verification mechanisms in the pre-arrival screening process. Updates to these regulations should focus not only on adjusting administrative procedures but also on shifting the paradigm for screening foreign nationals—from a process primarily focused on document review and interviews to a more comprehensive, structured, and risk-based screening system. This step is crucial given the evolution of global mobility and the increasing complexity of methods used to abuse immigration permits, which conventional screening mechanisms can no longer adequately anticipate.

Within this framework, the reformulation of regulations must accommodate a multi-layered screening system conducted both before a visa is issued and before a foreign national is granted permission to enter Indonesian territory. This system consists of three main, mutually integrated stages: pre-test assessment, profiling interview, and verification

screening. These three stages form a tiered verification mechanism that allows for a more in-depth selection process than the current system. The first stage is a pre-test assessment conducted electronically through the online visa application system. At this stage, applicants must answer a series of questions designed to identify the purpose of their visit, their travel history, their planned activities while in Indonesia, their understanding of applicable legal provisions, and other indicators relevant to immigration interests. The system may apply specific passing standards for initial screening. Applicants who do not meet the specified standards may be given the opportunity to retake the assessment or provide the necessary information before proceeding to the next stage.

The second stage is a profiling interview, an in-depth process based on the results of the pre-test assessment. At this stage, officers analyze the applicant's answers, including the consistency of the information, motive for arrival, travel history, and other factors used to measure immigration risk. The interview tests and confirms the information obtained in the previous stage to minimize subjectivity, as officers use an initial database as a verification tool. Next, the third stage is verification screening, which serves as the final validation process by cross-checking the results of the pre-test assessment, the profiling interview, and the supporting documents submitted by the applicant. At this stage, officers conduct a comprehensive review to ensure consistency across the applicant's identity, purpose of visit, travel documents, visa supporting documents, and other information obtained during the screening process. If officers find inconsistencies or indications of misuse of the purpose of visit, they may conduct further investigations or deny the application.

This multi-layered screening mechanism strengthens the implementation of the principle of selective policy, a long-standing tenet of Indonesia's immigration system. Through this mechanism, the state not only verifies the completeness of applicants' administrative documents but also actively identifies and mitigates risks before foreign nationals enter Indonesian territory. In addition to improving the effectiveness of the selection process, this system can reduce reliance on individual officers' subjective judgments, as every decision is based on the results of a multi-layered verification process that is electronically documented. These updates are expected to create a more effective, transparent, accountable, and prevention-oriented selection mechanism, enabling the selective policy principle to be implemented more effectively to protect Indonesia's security, public order, and national interests.

D. Conclusion

Based on this study's findings, the implementation of the selective policy principle within Indonesia's immigration system is supported by a strong legal foundation through Law No. 6 of 2011 concerning Immigration and its implementing regulations. However, in practice, implementation largely relies on document verification and administrative interviews, limiting its ability to fully accommodate a risk-based approach to the increasingly complex dynamics of global mobility. The comparative analysis with the United States demonstrates that both countries share the same objective of ensuring that only eligible foreign nationals are permitted to enter their territory. Nevertheless, the United States has developed a more advanced pre-arrival screening system by integrating technology, risk assessment, and inter-agency data sharing within a multi-layered screening framework. This comparison indicates that Indonesia's primary challenge lies not in the normative dimension of the selective policy principle, but in strengthening its operational mechanisms so the principle can function as a more preventive, effective, and adaptive immigration control instrument in responding to contemporary transnational threats.

In light of these findings, this study recommends reforming Indonesia's pre-arrival screening mechanism by implementing an integrated, risk-based, multi-layered screening model. Such reform should be carried out through amendments to Minister of Law and Human Rights Regulation No. 22 of 2023 concerning Visas and Stay Permits, particularly by incorporating the stages of pre-test assessment, profiling interview, and verification screening as a tiered selection process before visa issuance and prior to the entry of foreign nationals into Indonesian territory. Furthermore, greater efforts are needed to strengthen inter-agency data integration, enhance the use of digital technology and risk-analysis systems, and improve transparency and accountability in immigration decision-making. Through these measures, the selective policy principle can evolve beyond a merely declaratory legal principle and become an effective preventive instrument for safeguarding national security, public order, and Indonesia's national interests amid the growing challenges of global human mobility.

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F. Author(s) Biography

Christian Immanuel Situmorang is a law student at the Faculty of Law, Universitas Pembangunan Nasional Veteran Jakarta. He is currently a sixth-semester undergraduate student with a concentration in criminal law.

Yasinta Diva Negara is a law student at the Faculty of Law, Universitas Pembangunan Nasional Veteran Jakarta. He is currently a sixth-semester undergraduate student with a concentration in cr