



THE THEORETICAL PERSPECTIVES OF IMMIGRATION CONTROLS: IMMIGRATION CLEARANCE PROCESS, SELECTIVE POLICY AND SECURITY APPROACH AT AIRPORTS IN INDONESIA

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Abstract

Vast numbers of visitors, workers, investors, and students entering through Indonesian airports are on the rise where the Directorate General of Immigration applies the selective policy. However, newly recruited frontline officers at immigration controls were posted in every airport in Indonesia. These may lead to problems with border security issues including visitors and illegal entrants who plan to stay and work in Indonesia. This study is to measure the correlation of the immigration clearance process, the selective policy and security approach at airports in Indonesia from the perspectives of immigration officers at immigration controls. It shows that there is a strong coefficient correlation of 0.092 between the immigration clearance process, the selective policy and security approach. It demonstrates a linear correlation among three and positive correlation (0,092) dan (0,164). If the selective policy is performed strictly, the security approach is also increased and may result in the effective immigration clearance process at airports in Indonesia. This study proposed a framework of immigration control at airports to illustrate how they strongly interrelate one another and shape perspectives of front-line officers.

Keywords: Border Security, Immigration Clearance, Security Approach, Selective Policy.

1. Introduction and Purpose

Immigration policy is a fundamental aspect of one's country which might determine the strength of its border and national security. In Indonesia, a political issue may shape an immigration policy making process subject to what the government needs and underpins the foreign policy. Border control is a central issue in the exercise of national sovereignty. Through border controls at airports across Indonesia, frontline officers play a significant role at immigration controls to perform the immigration policy. Immigration officers have a comprehension of the nature of border integrity and carry out the immigration selective policy under the Indonesian Immigration Act No.6 of 2011.

A subtle interplay of border integrity, security aspects, and border controls accounts for immigration controls with underlying facets. Kolosov (2005) in his study about perspectives and theoretical approach of border studies, argued that a border policy lay beyond interdisciplinary fields and is considered as a complex social phenomena with new challenges. Prior research by Brunet-Jailly (2005) suggested that a theory of borders and a general framework of market forces, policy activities, on adjacent borders, particular political clout, and specific culture of communities sharpen the understanding of borders. In the study of border control management of Western countries, Tholen (2010) suggested a new border control that has changed into proactive strategies rather than reactive, risk management than checking on travelers, collecting any data not only inspecting identifications, and strategies involving

technology. Along similar lines, Johnson, Jones et al. (2011) emphasized four paradigm shifts that borders were selective controls everywhere in the country, not always about the service but a physical line of national defense, more advantages with profits and benefits to society, and not visible designed not to look like borders. Although there has been relatively little research on immigration controls in Indonesia, a research appeared to view that in the immigration controls of airports in Indonesia, immigration officials indicated few efforts in terms of formal documentation procedures, formality, regulatory, consistency or legitimacy with limited interest to provide regular protections or services to visitors, especially returning migrants (Silvey 2007). This indicates a need to understand the various perceptions of correlation among three variables: effective immigration clearance process, the selective policy and security approach. This study seeks to obtain data which will help to address these research gaps.

The hypothesis is that the perspective of new immigration officers at immigration controls at Indonesian airports is more likely to believe a positive and linear correlation between the effective immigration clearance process, the selective policy and security approach. A further question is whether there is a correlation among effectiveness of immigration clearance process, the selective policy and security approach. This study is to identify correlation coefficient of the effectiveness of immigration clearance process, the selective policy and security approach at immigration controls of airports in Indonesia subject to the new recruited immigration officers' perspectives and to propose a framework of immigration controls at airport.

2. The Original Framework

Border Security

Border security is the key point of an exercise of national sovereignty in every country by employing a border integrity. A border issue is a complex process which involves all elements of government and community from local, regional to central government because it deals with the relations of power, culture, social, heritage, politics, legislation and economy variables (Johnson, Jones et al. 2011 p.31). Security is not limited to a territorial security and defense but it refers more to safety of society, economy, and infrastructure trustworthiness (Prokkola 2012). Hence, border security is focused on people and documents along with its concept of unity to enact the sovereign borders and it is related with immigration policies (Chambers 2015). Meanwhile, border integrity application concerns about the enforcement of the customs, immigration and quarantine laws and regulations on the movement of goods and people crossing borders of a nation (ICAO 2015). To apply border security, an immigration control to every visitor who transits, transfers, enters and leaves a nation through airports, seaports and border crossing. An immigration agency as one of public authorities whose roles to protect the border, encompasses entry and exit procedures for all visitors travelling by air, sea and land. As national strategies for border security, countries shall implement the Border Control Management (BCM) to identify, validate, match, and record the visitor's data about their visa, travel documents, biometric data, watchlists, databases, and automated border controls (ICAO 2018).

Immigration Selective Policy

Immigration policy is subject to the condition of one country which illustrates political and economic circumstances in a certain period. In the study of effectiveness of immigration policies, Czaika and Haas (2013) wrote that the immigration policy refers to immigration laws, rules, and actions in terms of a national framework and towards a completion of objectives of immigration trends. Immigration policy covers an implementation of rules, law enforcement, and code of conducts according to a jurisdiction of state's territorial which comprises an immigration control: entry and exit clearance formalities, removal orders, and deportation process (Filomeno 2017). This policy is described in the long-term and short-term programs

depending on a foreign policy applied in political and economic situations. Every country has the preferences of immigration policy which are associated with the economic and political interest which is believed that there was a correlation between economic effects and immigration trends/ attitudes (Gerber, Huber et al. 2017). Despite encouraging more foreign workers to come, an immigration policy is considered authoritarian if the government has an autocratic power and never changes (Shin 2017).

The Indonesian immigration agency performs an immigration policy and it is the “selective” policy which is explained in the Immigration Act No.6 of 2011. The “selective” policy of Indonesian immigration highlights border integrity, admissions provisions, and selected visitors who are eligible to enter the Indonesian territory, with regards to benefits, security and prosperity aspects like professional workers, students, investors, businessperson, experts. This policy indicates an authority to enforce the immigration law and border security under policy instruments of immigration. The policy is relevant to the immigration functions: immigration service, law enforcement, national security, and economic development for prosperity where the national sovereignty is the nature of border integrity. It is expected that the immigration “selective” policy shall take a pre-empting and punitive approach.

The immigration policy of Indonesia is perceived as a broader scope of perspectives comprising multidisciplinary aspects. The borders and border regions are not limited to social science disciplines but it discusses more complex nature of interdisciplinary (Newman 2006). It indicates the immigration “selective” policy in Indonesia denotes the interdisciplinary and multidisciplinary aspects of borders in line with the immigration functions. This “selective” policy is also defined in the Laws and Human Rights Indonesia Ministerial regulation No. 44 of 2015 about the Entry and Exit from Indonesia through an Immigration Clearance, and it is explained that every person who is entering and leaving Indonesia shall proceed through an immigration clearance and hold a valid and legal visa and travel documents when immigration officers conduct an inspection at the Immigration border controls. Recently, there has been an influx of visitors entering Indonesia through international airports. The number of visitors to Indonesia rose by 8.44% in 2018 with 10.58 million visitors than in 2017 with 9.42 million visitors (BPS 2018). However, there were 4,627 visitors who were in breach of immigration rules in 2018 and had been removed to their home country (Sompie 2018). It is only 0.043% of immigration offences compared to the total of visitors coming to Indonesia during 2018.

Border Control Management in Indonesia

To address immigration issues in Indonesia, the integrated BCM system was operated for the first time in 2010 at immigration border controls at 27 airports and seaports throughout Indonesia according to News Border Controls(Gold 2010). Furthermore, Santoso (2015) described that the Indonesian immigration agency rolled out the BCM system to process the data of every person who arrived and departed from Indonesia by the intelligent character recognition (ICR), to record, store and arrange passenger’s movement data in the headquarter of immigration agency and immigration offices under the big data of SIMKIM (Immigration Management Information System). The BCM system is also equipped with the watchlist application called the Enhanced Cekal System (ECS) and it had been connected to all immigration offices in Indonesia, airports, seaport, border crossings, Indonesian embassies and consulates overseas (Dee 2008).

In addition to border management enhancement, the Indonesian immigration authority and the NCB Interpol Indonesia signed the Memorandum of Understanding to build cooperation on the assembly of I-24/7 system to the BCM system (DHI 2019). The data in the I-24/7 Interpol system containing an identity of missing persons, wanted persons, lost and stolen documents data is synchronized to the BCM at Jakarta and Bali Airports. Thus, immigration officers at airports are more cautious in conducting an immigration clearance to every person coming and

leaving the territory. It shows that the integration of two systems could advance an immigration inspection to support the border control management.

3. Methodology

For this study, a quantitative approach is used to analyze data and a Likert scale was selected as the most appropriate analytical method to collect data on public opinion. To increase the reliability and validity of this research project, it applies validity and reliability test with 95% of confident interval with $\pm 5\%$ of margin of errors. A survey was conducted to a total of 125 respondents of 1,200 populations of immigration front line officers at three airports in Indonesia with a purposive random sampling technique. Three airports: Batam, Jakarta and Bali were selected as the most travelers entering through these points of entry which contributes primary data. The questions are set referring to 3 variables: the effectiveness of immigration clearance process, selective policy and security approach. This is to measure the correlation among three variables by the Pearson product-moment correlation coefficient to examine the strength of the linear relations between two variables.

Table 1 Study Variables and Items

Immigration selective policy	visa policy
	residence permit
	purpose of visit
	entry requirements
	movement alert list
	inadmissible person provisions
The security-based approach	the Indonesian Immigration law
	code of conducts
	immigration clearance standards
	documents inspections procedures
	interview and interrogation
	BCM system
	travel documents examination equipment
	document fraud examination
	passenger profiling techniques
The effective immigration clearance	targeted objectives
	strategies
	policy making analysis and process planning and programs
	facilities
	communication and information control system
	training programs
	adaptation

4. Results

A survey is delivered to 3 immigration controls at airports with the result of 88.1% male and 11.9% female officers, and 36.8% work at Bali airport, 33.1% at Batam airport, and 30.1% at Jakarta airport. There are 71.3% officers have been working for not exceeding 1 year, 16.2% officers have been working for 1 to 2 years, and 8.1% for 3-4 years with various positions and experienced. 35.3% officers had graduated from the special (advanced) immigration training, while more than 58.8% officers had been through the basic level training. There are 125

respondents (N=125) of immigration front line officers from 3 airports: Bali, Batam and Jakarta were collected by a purposive random sampling technique.

Table 2 Pearson Correlation

		VAR00001	VAR00002	VAR00003
<i>KebijakanSelektif</i> (selective policy)	Pearson Correlation	1	.092**	.164**
	Sig. (2-tailed)		.001	.000
	N	1245	1242	1230
<i>PendekatanKeamanan</i> (security approach)	Pearson Correlation	.092**	1	.278**
	Sig. (2-tailed)	.001		.000
	N	1242	1247	1232
<i>EfektifitasPemeriksaan</i> (immigration controls effectiveness)	Pearson Correlation	.164**	.278**	1
	Sig. (2-tailed)	.000	.000	
	N	1230	1232	1235

** . Correlation is significant at the 0.01 level (2-tailed).

In Table 7, it presents the calculated correlations between an effective immigration clearance, security approach, and selective policy implemented in immigration controls at airports. Based on the 95% confident interval with margin of errors $\pm 5\%$, it shows there is a strong coefficient correlation of 0.092 between the effective immigration clearance process, the selective policy and security approach. A correlation of three variables is $0,001 = 0,001$ and $0,000 < 0,001$ which indicates a significant correlation. It demonstrates a linear correlation among three and positive correlation (0,092) dan (0,164). If the selective policy is performed strictly, the security approach is also increased and may result in the more effective immigration clearance process at airports in Indonesia.

5. Discussion

The effective immigration clearance or inspection at airports is intertwined with security approach and selective policy. The effective immigration control at airports refers to how strict one country employs security approach and interprets selective policy. These interrelated variables are key points for immigration officers in achieving strong borders and nation state.

The Immigration selective policy in Indonesia has some items such as visa policy, residence permit, purpose of visit, entry requirements, movement alert list, and inadmissible person provisions. In formulating an immigration policy, movement of people impacts on national security are assessed and shall relate to the current international security situation (Adamson 2006). According to the survey conducted, a visa policy is more likely relevant with the immigration selective policy in Indonesia, but residence permit issuance by officers in immigration control at airports is less effective and not related with the selective policy. Moreover, the visa-free policy to Indonesia does not support the immigration selective policy. Furthermore, entry requirements and purposes of visit for travelers are two fundamental aspects in line with the selective policy. Immigration policy considers the framework regulating the entry, exit and stay of foreigners which focusing on immigration control (Lahav and Guiraudon 2006). With regards to the selective policy in Indonesia, the movement alert list or ECS and Interpol I-24/7 systems are connected to the Border Control Management (BCM) system to detect and identify an inadmissible person who does not comply with the Indonesian Immigration law. In a recent study, about borders and security in the twenty-first century,

border controls involves law enforcement as security concerns which deploys advanced technologies and information systems to fight against transnational crime (Andreas 2003). The security-based approach to immigration controls at airports in Indonesia articulates the Indonesian Immigration law, code of conducts, immigration clearance and documents inspections procedures, interview and interrogation, BCM system and travel documents examination equipment, document fraud examination, and passenger profiling techniques. Behavior detection technique is the method in profiling passengers by reading and identifying their feelings, in relation with future prediction and prevention (Adey 2009). These features are basic knowledge and have been performed by officers in immigration controls at airports but the BCM system and documents examination equipment indicate inadequate tools for document inspections by officers.

The effective immigration clearance in immigration controls at Indonesian airports consists of targeted objectives, strategies, policy making analysis and process, planning, programs, facilities, communication and information, control system, training programs, and adaptation. Targeted objectives are followed by strategies how to make an immigration clearance process effective, for instance, tackling the illegal migrants, impostors, travelers with false passports and visa and other violations of immigration laws. It is suggested that the nature of border controls are concerned about not only international organized crime, global terrorism, undocumented person, and other risky movement of people but also international political economy anthropology and criminology (Walters 2006). To fight against the transnational crime through airports, the officers attend series of training programs in terms of communication and information, control system, and adaptation. The immigration agency also provides standardized facilities for detention rooms, surveillance or control rooms, immigration clearance area, and interrogation rooms. The Immigration headquarter sets out plans and programs of border integrity and immigration controls at airports to achieve effectiveness of immigration clearance process.

It is important to describe three aspects of immigration control at airports. This study proposed a framework of immigration control at airports to illustrate how they strongly interrelate one another and shape perspectives of front-line officers. First, the effective immigration controls refer to the convention of International Civil Aviation Organization (ICAO) Annex 9 about Facilitation. Supplemented with recommended practices, it regulates the entry and departure of aircraft, people and baggage, and inadmissible persons and deportees. The scopes of effective immigration controls at airports consist of transparency and accountability in term of regulations, formalities, code of conducts of travel documents, visa, residence permits and other identifications. To enforce an immigration law at immigration controls, border integrity is part of border management which is significant to employ. It is argued that an immigration clearance at borders are vital in response to international migration and national sovereignty through documents inspections: passport, visa and border formalities (Salter 2006). In carrying out the practice of border integrity, immigration controls at airports have a series of measures. Likewise the conduct of immigration clearance process, at both arrival and departure terminal, which comprise examining and profiling passengers, inspecting travel documents or other identifications, biometric collections, and verifying movement alert list including further inspections such as interview or interrogation and body or baggage search.

The practice of immigration controls at airports is equipped with information systems such as Passengers Analysis Unit (PAU), Advance Passenger Information System (APIS), Automated border control, and Passenger Name Record (PNR) to support effective measures by immigration authorities. It is an integrated system because the border is a virtual and security gate and de-territorialized with biometric controls by scanning and screening process (Amoore, Marmura et al. 2008). APIS is the system used by all airlines operating the international flights consisting list of passengers (manifest) and crews (general declaration), details of flights prior

arrival. PNR data contains information about passengers on board recorded on the computer system of airlines including passenger's name, passport number, nationality, tickets, contacts, number and weight of bags, seat allocation. Passengers Analysis Unit is defined as the pre-arrival risk assessment of every visitor which connects to the PNR.

Table 3 Framework of Immigration Control at Airports

	Effective Immigration Controls	Security Aspects	Immigration Selective Policy
Instruments	ICAO Annex 9 Facilitation	ICAO Security and Facilitation	The Immigration Act, The Immigration Control Procedures
Scopes	Transparency and Accountability	Security-based Approach	Economy, profits, benefits, socio-cultural aspects
Management	Border integrity	Border Control Management	Risk analysis and management
Measures	Examining and profiling passengers, inspecting travel documents or other identifications, biometric collections, interview, interrogation, verifying movement alert list, body/ baggage search	Pre-empting, Preventive, Intelligence activity.	Travel Documents, Free Visa Facility, Visa policy, Residence permits Inspections
Systems	Passengers Analysis Unit, Advance Passenger Information System, Automated border control, Passenger Name Records	Interpol I-24/7 System	BCM System, ECS (Enhanced Ceikal System) or Alert List system

Secondly, border security aspects are the main concern in the practice of immigration controls at airports. A security-based approach to immigration control at airport is mainly performed by immigration officers in selecting every person to enter and leave Indonesia. The ICAO Security and Facilitation is set as the policy instrument describing guidance of Border Control Management. This attributes some measures like pre-empting and preventive strategies, and an intelligence activity. Border crime and illegal immigration pre-empting and preventing measures signifies a transformation from the border to border (physical) security to national security and sovereignty including societal security (Prokkola 2012). Interpol I-24/7 system containing criminal databases is installed in the application system at immigration control to detect and identify travelers entering and leaving the country. To perform an intelligence activity in immigration controls, border areas provoke some efforts of surveillance through CCTV, mobility monitoring, and automated systems of surveillance (Adey 2004). These aspects denote preempting and preventive procedures where intelligence activity and adoption of information technology apply before and upon arrival.

As the third one, the immigration selective policy is applied by the Indonesian immigration agency under the Indonesian Immigration Act Number 6 of 2011. Further, the code of conducts at immigration control of airports refer to the Law and Human Rights Ministerial Regulation Number 44 of 2015 on procedures of entering and leaving Indonesia through points of entry and exit. The selective policy which is only qualifying those with benefits and profits, economy and

socio-cultural aspects, has four principles: immigration services, national security, law enforcement and economic development. There are different types of immigration policies evoked in every country depending on immigration histories, politics and national models (Freeman 2006).

Risk management and analysis at borders are involved at this stage to plan the mitigation strategies at operational and tactical levels and to analyze potential risks of travelers. During an examination, border security and management employs risk based decision-making by an assessment containing a guidelines for risk identification, segmentation and allocation (Morris, George et al. 2014). Officers at immigration controls conduct an inspection of visitor's travel document, visa, residence permit and other identifications complying with legal and valid conditions. Persons crossing borders with proper documents will also be identified whom officers need not fear, whether they may enter and leave, work, generate benefits including foreigners risks (Bosworth 2008). The inspection systems and tools at immigration controls in Indonesia called the BCM System and ECS (Enhanced Cekal System) or Alert List system verify, identify, record, and match the documents with the holders upon their arrival.

Conclusion

A subtle interplay of immigration policy, border integrity, security aspects, and border controls accounts for immigration controls at airports by officers. Due to newly recruited front-line officers at airports in Indonesia, from their perspectives, there is a positive and linear correlation between the effective immigration clearance process, the selective policy and security-based approach in immigration controls at airports in Indonesia. These interrelated variables are key points for immigration officers in achieving strong borders and nation state.

Therefore, the effective immigration clearance or inspection at airports is intertwined with security approach and selective policy. If the selective policy is performed strictly, the security approach is also increased and may result in a more effective immigration clearance process at airports in Indonesia. As the research demonstrated, it shows strong correlations between an effective immigration clearance, security approach, and selective policy implemented in immigration controls at airports. Despite proposing a framework of immigration controls at airports, this study is needed to develop more research about an evaluation of immigration selective policy, border security performance and border enforcement in immigration controls at Indonesian airports.

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