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Abuse of Limited-Stay Visas for Foreign Direct Investment from the Perspective of National Security: A Case Study of the Special Capital Region of Jakarta

Mochamad Irsyad Makrufi*, Stanislaus Riyanta
Universitas Indonesia, Indonesia
Email: makrufirsyad10@gmail.com*, stanislaus@ui.ac.id

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Abstract
The increasing flow of foreign direct investment (FDI) and the facilitation of investment-based residence permits have created new challenges in maintaining a balance between economic interests and national security. The misuse of foreign investment limited-stay visas (VITAS Investor) has emerged as a potential non-traditional security threat due to the possibility of fictitious investment activities, regulatory exploitation, and weaknesses in foreigner supervision mechanisms. This study aimed to examine patterns of VITAS Investor abuse, identify vulnerabilities within the existing immigration surveillance system, and formulate an intelligence-based strategy to strengthen early detection mechanisms in the Special Capital Region of Jakarta. This study employed a qualitative approach using a case study method based on Yin's framework. Data were collected through in-depth interviews, document analysis, and field observations involving relevant stakeholders in immigration and investment governance sectors. The findings revealed that VITAS Investor abuse occurred through interconnected technical-organizational and socio-functional patterns, including discrepancies between formal investment requirements and actual business activities, intermediary networks, and deviations in the activities of residence permit holders. The existing supervision system had established administrative controls, field inspections, and interagency coordination; however, limitations remained in data integration, investment verification, and proactive risk identification. This study proposed a Competitive Early Warning model consisting of risk identification, intelligence monitoring, and management action components to strengthen immigration surveillance. The implementation of an intelligence-based approach is expected to improve selective migration governance, mitigate security risks, and maintain a balance between investment facilitation and national resilience.

INTRODUCTION

During the initial observation period (2020–2021), the issuance of investor residence permits was at its lowest level, reflecting a period of stagnation, with only three issuances recorded in 2020 and a slight increase to ten issuances in 2021. Changes began to emerge in 2022, when the number of issuances increased significantly to 261. A substantial surge occurred in 2023, with the number of issuances reaching 2,688, representing an increase of more than 900% compared with 2022. The upward trend continued consistently in 2024, with 5,096 issuances recorded, representing an increase of approximately 89% compared with the previous year. The highest number was recorded in 2025, reaching 5,839 issuances, which represented the peak figure during the five-year observation period.

This phenomenon became increasingly complex with the growth of investment flows from several countries, particularly China. Chinese investment has contributed significantly to Indonesia's economic development, especially in industrial sectors and strategic industrial estates (Zhang & Pang, 2025). However, these developments have not been without challenges, as the increasing number of foreign workers has also raised concerns regarding supervision and regulatory compliance. Data indicate that Chinese nationals represent one of the largest groups of foreign workers in Indonesia and have experienced significant growth in recent years (Sridadi et al., 2020).

Cases involving undocumented foreign workers who were not officially registered within employment and immigration systems have also been identified. Previous studies indicate that Indonesia continues to face limitations in foreign labor monitoring systems, including weaknesses in database integration and mechanisms for controlling cross-border worker mobility. These conditions reflect supervisory governance weaknesses that are not merely administrative but also structural in nature (Sridadi et al., 2020).

Weak data integration and limited interagency coordination have become factors contributing to the potential abuse of residence permits. The fragmentation of authority among institutions responsible for investment, employment, and immigration affairs often obstructs comprehensive verification and monitoring processes. Under such conditions, administrative gaps may be exploited by certain actors to avoid legal obligations or manipulate residence permit status (Sridadi et al., 2020).

The situation has become more complex due to limitations in data access and exchange mechanisms among government institutions. Investment Activity Reports (Laporan Kegiatan Penanaman Modal [LKPM]), which are managed by the Investment Coordinating Board (Badan Koordinasi Penanaman Modal [BKPM]) and regional investment offices, have not been fully integrated into the Directorate General of Immigration's verification system for foreign investor residence permits. This fragmentation of institutional authority has resulted in investment realization monitoring not being conducted through a fully integrated mechanism, creating opportunities for investors to retain residence permits despite failing to fulfill required investment commitments. These circumstances indicate that weaknesses in supervision are caused not only by individual violations but also by limitations in institutional coordination within Indonesia's investment and immigration governance systems.

This condition demonstrates that policies facilitating investment flows have implications not only for economic development but also for national security risks. The misuse of investment-based residence permits has been recognized globally as a potential vulnerability that may be exploited for illicit activities, including transnational crime (Surak & Tsuzuki, 2021; FATF/OECD, 2023). Weaknesses in supervision mechanisms may affect not only investment policy effectiveness but also national stability and resilience (O'Neill et al., 2022).

These issues can be categorized as non-traditional security threats within the perspective of national resilience, originating from weaknesses in state governance in managing foreign mobility and investment flows. An investment policy approach focused primarily on facilitation without adequate comprehensive oversight may create opportunities for residence permit abuse, including through fictitious companies or pseudo-economic activities. Therefore, investment policy is not merely an economic instrument but also contains risk dimensions that may affect economic stability, social security, and state sovereignty if not managed selectively (Lazuardi & Yudhoviranto, 2023; Hasmiati et al., 2024).

Non-traditional threats differ from conventional military threats because they emerge from globalization, human mobility, and vulnerabilities in state governance. The misuse of investor residence permits may generate multidimensional impacts, including economic distortion, money laundering, the establishment of shell companies, and the exploitation of regulatory loopholes by foreign actors for purposes unrelated to genuine investment (Lazuardi & Yudhoviranto, 2023). Such threats are unconventional because they do not directly challenge state sovereignty through armed force but gradually weaken state capacity through exploitation of administrative and economic systems (Hameiri et al. 2015; Malejacq 2016).

Cases occurring in the Special Capital Region of Jakarta (DKJ) demonstrate similar vulnerabilities. For example, a case involving Chinese nationals listed as wanted persons by the Government of the People's Republic of China for alleged economic crimes revealed that individuals were able to enter Indonesia by submitting false documents or information to obtain residence permits. Consequently, the individuals were subject to criminal sanctions under Article 123(a) of Law Number 6 of 2011 concerning Immigration. Another case involved Chinese nationals holding limited-stay residence permits as foreign investors who failed to deposit investment capital according to the required amount (Düsseldorf Immigration, 2025).

The Directorate General of Immigration has implemented compliance standards, including the obligation for foreign investors to submit company account reports for the previous two months to the immigration office no later than 90 days after the issuance of the ITAS. This requirement is regulated under Minister of Law and Human Rights Regulation No. 11 of 2024 concerning Amendments to Regulation No. 22 of 2023 on Visas and Residence Permits, Article 38 Paragraph (6). This provision functions as a verification mechanism for initial investment commitments; failure to fulfill this requirement may indicate inadequate investment planning and may lead to residence permit evaluation and potential administrative sanctions.

Visas serve not only to protect state interests but also to facilitate broader social and economic arrangements within a global framework. In the economic sector, visa systems function as instruments that facilitate the entry of foreign investment into a country. Through transparent and accessible visa management, countries can enhance their attractiveness to foreign investors, potentially contributing to economic growth. Increased investment flows may stimulate economic development, particularly when supported by political stability and clear investment policies (Djazuli, 2021; Muzakki & Sukim, 2022).

The concentration of limited-stay residence permit abuse among foreign investors tends to occur in major urban centers. The DKJ area has recorded the highest number of Immigration Administrative Actions (Tindakan Administratif Keimigrasian [TAK]) involving investor residence permit holders (Directorate General of Immigration, 2025). Based on TAK data from 2024, at least 58 cases occurred in the DKJ area and 46 cases occurred in Bali. The concentration of violations in Jakarta and Bali indicates that these regions represent significant vulnerability points in the supervision of investor residence permits.

The Directorate General of Immigration, together with BKPM, conducted a joint operation entitled "Wira Waspada" at the end of 2024 and continued into early 2025. The operation targeted fictitious foreign investment companies and foreigners abusing residence permits. Throughout 2025, immigration authorities handled hundreds of foreigner-related violations, with investor limited-stay residence permit violations representing a significant proportion. Many individuals who violated residence permit regulations were deported or subjected to sanctions under Law Number 6 of 2011 concerning Immigration (Wardana, 2021).

Although statistical data on residence permit violations appear relatively small compared with the total number of investor residence permit issuances, this does not necessarily indicate a low level of threat. From an intelligence and national resilience perspective, threats are assessed not only based on the quantity of cases but also on their potential strategic impact (Hanita, 2023). A single residence permit abuse case involving actors connected to transnational crime, money laundering, or illicit investment activities may generate greater consequences than numerous routine administrative violations. Deportation statistics may not fully represent the extent of abuse because some violations are resolved through administrative warnings rather than formal deportation actions. This situation indicates the potential existence of underreported violations within the immigration supervision system.

The data on immigration violations involving foreign investment limited-stay visa (VITAS Investor) holders have not fully represented the empirical conditions occurring in practice. Not all violations directly result in deportation or Immigration Administrative Actions (Tindakan Administratif Keimigrasian [TAK]). Administrative violations may still be resolved through supervisory measures and administrative warning letters when they are considered insufficient to warrant more severe enforcement actions. This condition indicates that some forms of investor residence permit abuse may not be reflected in official deportation statistics, although they substantively constitute violations of residence permit provisions.

Deportation data and Immigration Administrative Actions (TAK) generally represent only cases that have entered formal enforcement stages. Some foreign nationals receive only warning letters or administrative guidance and therefore are not included in deportation statistics. This condition creates the possibility of unrecorded violations, commonly referred to as dark numbers, within official immigration statistics. Therefore, this study assessed potential threats not only based on the number of deportation cases but also by considering systemic vulnerabilities arising from limitations in monitoring and data recording mechanisms.

The misuse of investment-based residence permits has become a critical issue that threatens the fundamental objectives of the investment-based residence permit scheme. Indications of visa abuse are commonly identified when individuals fail to fulfill their actual investment commitments but instead utilize residence permit legality to enter and remain in a country for purposes inconsistent with applicable regulations. Immigration supervision represents an important state function in maintaining security and order, including within the governance of foreign investment flows.

Immigration supervision of foreign nationals in Indonesia applies a comprehensive control model consisting of three main elements: intelligence, direct supervision, and border control (Parwati & Sushanti, 2023). These three elements operate in an integrated manner not only to prevent security threats but also to ensure that foreign nationals, particularly foreign investment limited-stay visa holders, conduct investment activities in accordance with their intended purposes.

This condition demonstrates that immigration supervision of investor residence permits has not fully adapted to the complexity of current dynamics. Increasing foreign investment flows contribute to economic growth; however, they also create new systemic vulnerabilities. From a national resilience perspective, this issue should not be viewed merely as an administrative problem but as a potential non-traditional security threat arising from weaknesses in state governance in managing foreign mobility. When investment-based residence permits are abused, the consequences extend beyond legal violations and may include economic distortions, increased illicit activities, and reduced state control over foreign actors operating within national territory (Huntington, 2023).

A shift from an administrative-oriented approach toward an intelligence-based approach is required to address this challenge. Such an approach emphasizes not only documentation and enforcement but also the capability to transform data into strategic information for anticipating threats. Immigration supervision should be developed as a system capable of identifying patterns, detecting vulnerabilities, and providing early warnings regarding potential residence permit abuse.

According to Hall and Citrenbaum (2010), pattern analysis is an analytical approach used to identify consistent and interconnected sequences of actions or events. The misuse of investor residence permits does not occur randomly but demonstrates recurring patterns associated with modus operandi, involved actors, and characteristics of economic activities. These patterns can serve as a foundation for predicting potential violations, allowing supervision mechanisms to move from reactive enforcement toward proactive prevention.

Intelligence activities follow systematic cycles and procedures, beginning with determining threat priorities, collecting and processing information, analyzing obtained data, and disseminating analytical results to decision-makers. According to Prunckun (2019), vulnerability can be understood conceptually as a weakness within an asset that may be exploited by threat actors. Assets requiring protection may include individuals, communities, and physical entities such as critical infrastructure. Vulnerability reflects the capacity of an asset to withstand potential losses resulting from threats, ranging from minor disruptions to severe impacts. Vulnerability analysis consists of several interrelated factors, including attractiveness, ease of attack, and impact. Immigration intelligence therefore functions not only as an administrative information-gathering mechanism but also as an early detection system for potential non-traditional threats arising from foreign mobility, including the misuse of foreign investment limited-stay visas.

The intelligence function serves not only as an information collection mechanism but also as a strategic instrument supporting early detection, decision-making, and threat mitigation processes. Intelligence enables states to identify vulnerability patterns, map risk actors, and understand changes in the strategic environment that may affect national stability. Strengthening immigration intelligence is therefore an essential component of enhancing state capacity to maintain a balance between economic interests and national security amid increasing foreign investment flows.

The concept of Competitive Early Warning (CEW) provides a framework for developing early detection systems capable of anticipating threats before they escalate into crises (Gilad, 2003). According to Gilad (2003), CEW represents a mechanism that enables organizations to avoid being surprised by strategic changes that could have been identified earlier. The CEW framework consists of three continuous stages: risk identification, intelligence monitoring, and management action. From a national resilience perspective, early warning systems represent an essential element in maintaining national stability because they enable policymakers to respond rapidly and appropriately to emerging threats. The implementation of early warning mechanisms within immigration governance is therefore crucial to ensuring that increased investment flows are not accompanied by uncontrolled security risks.

Based on the synthesis of empirical findings and relevant theoretical perspectives, this study identified an urgent need to strengthen the immigration supervision system and formulate strategies for addressing potential abuse of foreign investment limited-stay visas in the Special Capital Region of Jakarta. This research was important for expanding understanding of vulnerabilities arising from investment-based immigration policies and for developing strategic recommendations toward a more adaptive and responsive supervision system. Such an approach enables foreign mobility management to continue supporting national economic interests while maintaining national security and resilience objectives.

The increasing mobility of foreign nationals and investment-based residence permit facilitation policies supporting foreign direct investment (FDI) growth have generated challenges that have not been fully addressed within the immigration supervision system. The surge in foreign investment limited-stay visa (VITAS Investor) issuance in the Special Capital Region of Jakarta, which is not always accompanied by genuine investment realization, as well as the discovery of fictitious foreign investment (Penanaman Modal Asing [PMA]) companies and immigration violations among investor residence permit holders, indicate structural vulnerabilities within the supervision system.

Global studies have also demonstrated that investment-based residence permit schemes may be misused for non-economic purposes and illicit activities (Surak & Tsuzuki, 2021; FATF/OECD, 2023). This condition aligns with current supervision practices, which remain largely dominated by reactive administrative and law enforcement approaches (Hasmiati et al., 2024), with insufficient data integration and interagency coordination. Previous studies have generally emphasized regulatory frameworks and economic impacts of investment, while providing limited examination of abuse patterns and vulnerabilities within supervision systems. This situation indicates a significant gap between the complexity of empirical phenomena and existing analytical approaches for understanding and managing these challenges.

The research gap becomes increasingly significant because VITAS Investor abuse has the potential to develop into a non-traditional security threat affecting economic stability, national security, and sovereignty. Addressing this issue requires an approach capable of identifying cases, analyzing patterns, assessing vulnerabilities, and anticipating potential threats at an early stage. This study examined three fundamental issues: the forms of vulnerability enabling foreign investment limited-stay visa abuse in the Special Capital Region of Jakarta, the patterns and characteristics of such abuse through an immigration intelligence perspective, and the formulation of intelligence-based supervision strategies to strengthen early detection mechanisms. The novelty of this research lies in integrating pattern analysis (Hall & Citrenbaum, 2010), vulnerability analysis (Prunckun, 2019), and Competitive Early Warning (Gilad, 2003) into a unified immigration intelligence framework. This integration provides a proactive, adaptive, and risk-based supervision model that contributes to addressing empirical research gaps while strengthening national resilience through selective management of foreign investment flows.

This study aimed to analyze patterns of foreign investment limited-stay visa abuse in the Special Capital Region of Jakarta through a pattern analysis approach, examine the existing immigration supervision system in addressing potential visa misuse, and formulate an intelligence-based immigration supervision strategy using the Competitive Early Warning model to detect and prevent abuse. The study was directed toward anticipating threats to national stability while strengthening national resilience in managing foreign mobility and investment flows in Indonesia. Theoretically, this research contributed to immigration intelligence studies by integrating pattern analysis, vulnerability analysis, and Competitive Early Warning frameworks into a unified analytical model, addressing the limitations of previous studies that predominantly focused on regulatory and economic dimensions without comprehensively examining abuse patterns and systemic vulnerabilities. Practically, this study provided strategic recommendations for the Directorate General of Immigration and related institutions to strengthen supervision through risk-based verification, data interoperability, and interagency coordination. Furthermore, the proposed early detection model may be adapted in other regions experiencing similar challenges. From a policy perspective, the findings may support the development of selective immigration policies that balance investment facilitation with national security interests. From a national resilience perspective, this study contributes to strengthening state capacity in managing non-traditional threats arising from foreign mobility flows. These objectives were addressed through three research questions: (1) What are the patterns of foreign investment limited-stay visa abuse in the Special Capital Region of Jakarta based on the pattern analysis approach? (2) How does the current immigration supervision system address the threat of visa misuse? and (3) What strategy can strengthen the intelligence-based immigration supervision system as a Competitive Early Warning mechanism to prevent such misuse?

RESEARCH METHODS

Research Design

This study employed a qualitative approach with a case study strategy based on Robert K. Yin’s framework. The case study approach was selected because the research aimed to examine complex phenomena in depth within a real-world context, particularly regarding the misuse of foreign investment limited-stay visas (VITAS Investor) and vulnerabilities in the immigration supervision system.

According to Yin (2018), case studies are appropriate when the boundaries between phenomena and context are unclear and when researchers seek to answer “how” and “why” questions. In this study, the case study approach was used to examine how VITAS Investor abuse occurred, why vulnerabilities within the supervision system enabled such abuse, and how intelligence-based supervision strategies could be developed.

This study was categorized as a single-case study with embedded units of analysis (Yin, 2018). It was considered a single-case study because it focused on one primary case: the phenomenon of VITAS Investor abuse in the Special Capital Region of Jakarta as a strategic research locus. The case was selected due to Jakarta’s role as a national investment center and the presence of significant empirical indications, including increased VITAS Investor issuance, fictitious foreign investment companies, and immigration violations. The embedded design was applied because the study examined several analytical units within the same case, including patterns of investor residence permit abuse, vulnerabilities in the immigration supervision system, and intelligence-based early detection mechanisms.

Research Location and Time

This research was carried out in the Jakarta Special Region area with the consideration that Jakarta is a center of national economic and investment activities and has a high intensity of investor residence permits, in addition to this area also shows a significant level of immigration administrative action cases so that it is relevant as a research locus, with the time of the research taking place from March to May 2026.

Data Collection Techniques

This study uses a qualitative approach with an exploratory orientation to understand the pattern of abuse of VITAS Investor and the vulnerability of the immigration supervision system. The numerical data used in this study only serves as a support to strengthen the interpretation of the phenomenon being studied, not as a basis for the formation of a quantitative statistical model. This research does not aim to produce a vulnerability index mathematically, but rather to build a contextual understanding of threat patterns, system vulnerabilities, and the need to strengthen intelligence-based surveillance.

The case study method, according to Yin (2018), collects data through multiple sources of evidence to improve the validity of the construction. The data in this study was collected through three main techniques, namely in-depth interviews, documentation studies, and observations.

In-depth interviews were conducted to dig up information directly from informants about abuse patterns, system vulnerabilities, and surveillance mechanisms. Creswell (2016) mentioned that interviews in qualitative research aim to gain an in-depth understanding from the perspective of the informant. In order to gain a comprehensive understanding of the phenomenon of misuse of Foreign Investment Limited Stay Visas, this study adopts a (Creswell, 2014) 360-degree perspective in data collection. This approach emphasizes the importance of extracting information from the various perspectives of the actors involved in a system, thus allowing for a more complete and in-depth picture of a complex phenomenon.

The 360-degree approach basically departs from the principle that a social phenomenon cannot be understood partially, but must be seen through the interaction of various interrelated actors, interests, and contexts. The phenomenon of abuse of investor residence permits does not only involve the administrative aspects of immigration, but also relates to investment policies, business practices, and the dynamics of cross-institutional supervision. (Flick, 2018)

The informants in this study include various key actors involved in the surveillance and investment ecosystem, including immigration officers, officials of investment agencies, and other parties who have a direct connection to the licensing and supervision process. With this approach, the research not only captures the administrative perspective, but also allows the identification of differences in perceptions, potential biases, and coordination gaps between actors that contribute to the occurrence of abuse.

Informants in this study were selected based on their roles, experience, and involvement in foreign surveillance and investment policy.

The documentation study was carried out through analysis of regulations, official reports, and data related to residence permits and investments. Neuman (2014) emphasized that documents are an important source of data in social research because they are able to provide contextual and historical information.

Observations are used to understand the empirical conditions in the field, especially those related to surveillance practices and the activities of foreigners directly.

Data Analysis Techniques

The data analysis in this study refers to the case study analysis technique according to Yin (2018), which is combined with thematic qualitative analysis. The analysis process was carried out iteratively from the data collection stage, with the aim of building a comprehensive understanding of the phenomenon of foreign investment Limited Stay Visa abuse in a real context. The analysis in this case study emphasizes the use of multiple sources of evidence, thus allowing researchers to identify patterns, relationships, and meanings that emerge systematically through the triangulation process.

The analytical approach used in this study includes three main techniques. First, pattern matching, which is a technique used to compare empirical patterns found in the field with theoretical patterns that have been formulated previously. In this study, pattern matching was used to identify patterns of abuse of VITAS Investor, relationships between actors involved, and patterns of repetitive activities in abusive practices. This approach is reinforced by the concept of pattern analysis (Hall & Citrenbaum, 2010), which allows researchers to explore the regularity of behavior and interaction in a system in more depth.

Second, explanation building, which is used to develop a causal explanation of the phenomenon being studied. Through this technique, researchers analyze why vulnerabilities in the immigration surveillance system can occur, as well as how abuse of investors' residence permits can develop in the context of administrative policies and practices. This approach is associated with vulnerability analysis (Prunckun, 2019), which emphasizes the identification of system weak points based on aspects of attractiveness, ease of exploitation, and impact caused.

Third, Competitive Early Warning (CEW)-based analysis is used to formulate strategic early detection models. This analysis is carried out through the stages of risk identification, intelligence monitoring, and induction of strategic actions, by linking the findings of previously identified patterns and vulnerabilities. The CEW approach allows research to not only stop at the description of phenomena, but also to generate intelligence-based recommendations that are proactive, adaptive and risk mitigation-oriented.

The data from the interview was then carried out a thematic coding process, deductively based on the theoretical framework (pattern analysis, vulnerability analysis, and CEW). Through the node feature, researchers group the data into analysis categories such as abuse patterns, system vulnerabilities, and early detection mechanisms. The use of three coding stages in this study, namely open coding, axial coding, and selective coding, is not intended to place the research in the methodological tradition of grounded theory. This study still uses a qualitative case study design in accordance with the focus and objectives of the research. These coding stages are used in a limited way as an analysis technique to organize interview data, group related codes, and develop main themes based on field findings. Thus, coding is positioned as an analytical tool to assist in the process of data reduction, categorization, and interpretation, rather than as a research methodology to build new theories as in the grounded theory approach.

Open coding is used to identify the initial meaning of each interview excerpt, axial coding is used to connect codes that have similarities or conceptual relationships, while selective coding is used to formulate the main theme that answers the research question. The process is directed by the research focus and the conceptual framework that has been set, so that the coding results function to compile findings systematically and are not intended to produce new substantive theories.

This research recognizes the possibility of deception or the delivery of information that is not completely accurate from the source, especially on issues related to foreign investment supervision and abuse of residence permits. This potential can arise due to the sensitivity of the issue, institutional interests, and the existence of certain actors who try to cover up deviant practices. Therefore, the research applies a data validation strategy through source triangulation, document triangulation, and comparison of information between sources from different agencies. In addition, the results of the interviews will also be confirmed with secondary data, regulations, official reports, and case patterns that have been published to increase the credibility and validity of the research findings.

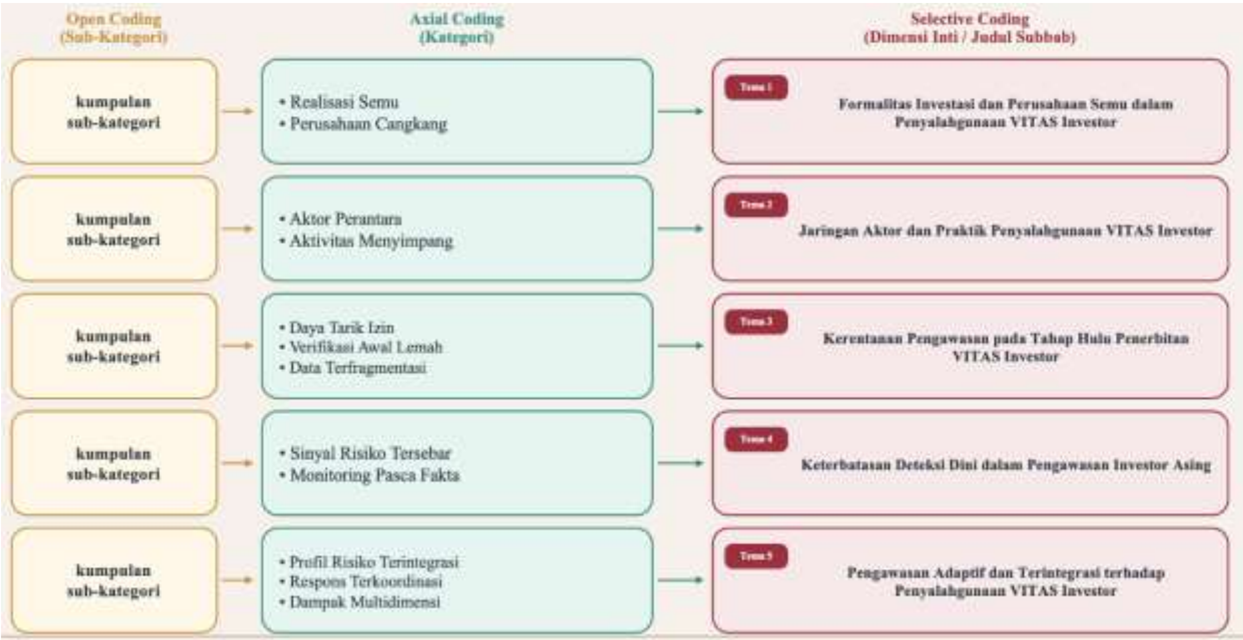

Figure 1. Visualization of Coding Research Results

Source: Author's analysis based on NVivo coding results from in-depth interviews with research informants (2026)

The image above shows a visualization of the coding process carried out on the interview results of all research informants. The visualization describes the relationship between the units obtained from empirical data and the categories and themes formed through the open coding, axial coding, and selective coding processes. This analysis process is the basis for identifying patterns of misuse of Foreign Investment VITAS, vulnerability of the supervision system, and intelligence-based supervision strengthening strategies as Competitive Early Warning. Based on the results of the analysis, the next chapter presents research findings that are systematically compiled in accordance with the main themes that emerged from the coding process and supported by the results of triangulating data from various sources.

RESULTS AND DISCUSSION

Patterns of Investor VITAS Abuse in Pattern Analysis Perspective

The findings show that the abuse of VITAS Investor does not develop randomly, but rather shows regularity in the form of business formalities, relationships between actors, and the actual activities of license holders. In the framework of Hall and Citrenbaum (2010), the order can be read as a technical and organizational pattern in the company's documents and structure, then a social and functional pattern in the intermediary network and the practice of investor activities. Its analytical value does not lie in one separate indicator, but in the repeated relationships between indicators that appear in a single case profile.

Investment Formalities and Pseudo-Companies as Technical-Organizational Patterns

The first pattern can be seen in the gap between investment formalities and the substance of business activities. These gaps appear in the form of investment values that do not appear to be realized, late or inconsistent reports of investment activities, the use of addresses that do not show real operations, similarities in ownership structures, and repeated use of virtual offices. From a pattern analysis perspective, these symptoms are not just administrative deficiencies. When several symptoms are present simultaneously and recurrent in the same company or investor, they form a technical-organizational pattern that should be prioritized for deepening.

This finding is in accordance with the study of Surak and Tsuzuki (2021) which stated that the residence by investment scheme can provide access to residence without always producing productive economic activities that are equivalent to their investment commitments. This is also in line with the FATF/OECD (2023) which warns that investment-based residence permit schemes can be vulnerable to disguise non-investment interests, identity manipulation, and financial activities that are difficult to trace if the substance test is not carried out adequately. In the Indonesian context, Hasmiati et al. (2024) also show that the ease of investment that is not balanced by supervision has the potential to open up space for pseudo-economic activities and companies that do not operate in real terms.

This analysis does not equate virtual offices, changes in company structure, or certain stock nominals with violations. Virtual offices can be used legally, especially in the service sector or the early stages of business establishment. Therefore, the company's status must be tested through a series of evidence, such as the suitability between deeds, LKPM, company accounts, the existence of staff or assets, sectoral business activities, and the results of field clarifications. In this way, administrative indicators serve as a test trigger, not as a basis for punishment. This approach is in line with the principles of compliance-based enforcement that place proof and proportionality as a prerequisite before administrative or criminal action is taken.

This pattern shows the tension between the facilitation function and the control function in immigration policy. Rohim (2025) and Indrady et al. (2022) explained that the investor residence permit policy is indeed designed to increase investment attractiveness. However, within the framework of selective migration policy, ease of access must still be supported by the state's ability to assess economic benefits and security risks in a balanced manner (Koslowski, 2014). The main issue is not the ease of investment, but the ability of the system to distinguish legitimate investment from investment formalities that are only used to obtain access to residence.

Intermediary Networks and Deviant Activities as Social-Functional Patterns

The second pattern lies in the relationship between investors, guarantor companies, company establishment agents, document agents, notaries, legal staff, and the network of foreigners. The findings show that access to documents, sponsorships, company addresses, and administrative arrangements can be formed through formal and informal social and business networks. In Hall and Citrenbaum's (2010) classification, the network can be read as a social pattern because it involves community relationships, recommendations, and closeness; At the same time, it is a functional pattern because each actor can carry out certain functions in supporting the process of establishing a company or managing permits.

Network analysis needs to be distinguished from legal assessments of specific individuals or professions. Notaries, legal staff, consultants, and guarantors can play a legal role in the establishment and management of a company. Its role becomes relevant in oversight when evidence is found that the function is only used to provide administrative facilities without substantive investment activities. The focus of the analysis is not on the status of actors, but on the factual relationships between actors, companies, documents, investment flows, and investor activities. This approach is in line with the target-centric intelligence of Clark (2016), who emphasizes that threat identification becomes more accurate when the analysis includes key actors, supporting relationships, resources, and operational contexts simultaneously.

On the other hand, functional patterns are seen in the shift of VITAS Investor holders' activities from ownership, supervision, or managerial functions to day-to-day operational work, individual ventures, or direct trading. Deviation is not determined only by the position listed in the deed, but by the actual role carried out in the field. When an investor performs work that substantially resembles a worker's function, the activity needs to be tested against the sponsoring company, work permits, and relevant business sector provisions. This result expands on the studies of Syahrin (2019) and Suyono and Santosa (2025) which show that immigration supervision is still strong in the aspect of normative compliance; This study shows that a reading of actual activities and support networks is necessary to explain how status mismatches can take place. The answer to the first question is that the pattern of abuse of VITAS Investor in the Special Region of Jakarta can be identified through a combination of technical-organizational patterns and social-functional patterns. The technical-organizational pattern is seen in investment formalities and companies that require substantial verification, while the social-functional pattern is seen in intermediary networks and the actual activities of investors that are not always aligned with the purpose of residence permits. Both patterns must be read compositeally so as not to draw conclusions based on a single symptom.

Current Immigration Surveillance System on the Threat of Abuse of Foreign Investment VIAS

This section answers the second research question. A running surveillance system cannot be understood as a system that does not exist completely. The findings show that there has been integration of some documents, data analysis in the immigration system, administrative supervision, field inspections, coordination through TIMPORA, and joint operations with related agencies. However, this capacity has not yet formed a supervisory cycle that connects upstream verification, access to investment realization data, continuous monitoring, and cross-agency follow-up. The main problem is the limitation of operational integration, not just the absence of procedures.

The results of the study show that the misuse of the Foreign Investment Limited Stay Visa does not occur as a stand-alone and random event. The abuse shows the regularity of the documents used, the relationship between the perpetrators, the actual activities of the residence permit holder, and the corporate structure on which the visa application is based. This regularity shows the existence of patterns that can be recognized, compared, and used as an initial indicator in immigration supervision.

Hall and Citrenbaum (2010) explain that pattern analysis is used to identify consistent relationships between actions, events, behaviors, and structures that appear repeatedly. In this study, the pattern of abuse of VITAS Investor was analyzed through four indicators, namely technical patterns, social patterns, functional patterns, and organizational patterns. Technical patterns related to data, documents, and administrative footprints; social patterns related to relationships and interactions between actors; functional patterns relating to activities carried out by the permit holder; While organizational patterns are related to the corporate structure and networks used to facilitate abuse.

Field findings show each pattern has different, but interrelated, empirical indicators. The mapping is used to show how administrative legality, networks of actors, activities of foreigners, and corporate structures can form a series of abuses of VITAS Investor.

The abuse of VITAS Investor forms four interrelated patterns. The technical pattern can be seen from the use of documents and administrative data to build a formal profile as an investor. The social pattern can be seen from the involvement of sponsors, agents, and community networks in facilitating the establishment of companies and visa arrangements. Functional patterns arise when the actual activities of the licensee are not in accordance with the investment objectives. Meanwhile, the organizational pattern can be seen from the use of shell companies that have formal legality, but do not carry out real business activities.

The four patterns form a series. A network of intermediaries connects potential investors with the process of establishing a company, the company provides a legal basis for applying for a visa, administrative documents are used to meet the requirements, while after the permit is issued there is not always any real investment activity. Thus, the abuse of VITAS Investor is not a stand-alone violation, but a systematic pattern involving documents, actors, company structures, and licensee activities.

Supervisory Vulnerability at the Upstream Stage of Investor VITAS Issuance

In the framework of vulnerability analysis, Prunckun (2019) explained that vulnerabilities are formed through the attractiveness of the target, ease of exploitation, and the impact that may be caused. The attractiveness of the VITAS Investor scheme can be seen in the relatively long stay, the extension mechanism, the difference in costs compared to the employment route, and the ease of carrying out investment activities. The facility is basically legal and necessary to attract investment. However, when business activities are not adequately tested, the same facilities can be an incentive for those who want to gain access to stay without a real investment commitment.

This finding is in line with Consterdine and Hampshire (2024) who stated that investor visa policies tend to provide greater convenience than other migration pathways in return for financial contributions. Surak (2022) and Surak and Tsuzuki (2021) also show that the residence by investment scheme often raises questions about the real economic contribution of permit holders. In the context of selective policy, Anshari et al. (2022) emphasize the trade-off between economic and security interests. Convenience does not need to be eliminated, but it needs to be accompanied by a selection mechanism that is able to assess contributions and risks more accurately.

The ease of exploitation especially appears in the early stages when the issuance process relies on self-declaration, self-assessment, business risk classification, and is not always supported by physical examination of the guarantor company. Low-risk classification and prompt issuance of initial legality can support ease of doing business, but it becomes vulnerable if the reported business character is not in line with real activities. This vulnerability increases when LKPM data, investment realization, changes in company structure, and supervisory information cannot be accessed directly by all parties who need information according to their authority.

This situation is in line with Utami and Rahmanto (2020) who found that weak coordination between agencies can create a gap in supervision of foreigners. Veri and Sriwidodo (2025) also show that separation of authority is an obstacle to the effectiveness of immigration law enforcement. In the case of VITAS Investor, the separation appears when the agency that finds anomalies does not always have access to investment substance data or direct authority to follow up on business status. Therefore, the upstream stage needs to be strengthened through risk-based multi-level verification, not through uniform restrictions on all investors.

Limitations of Post-Issuance Early Monitoring and Detection

After the permit is issued, supervision still relies heavily on the review of administrative data, periodic or random field inspections, community reports, joint operations, and evaluations at the time of renewal of residence permits. The mechanism is important and has produced findings. However, the discrepancy between the documents and the actual conditions is often only revealed after the company has obtained legality or after the permit holder has been in Indonesia. This shows that monitoring is still predominantly post-fact, i.e. finding irregularities after anomalies develop into operational problems or after external reports are received.

These results are in accordance with Wardana et al. (2021) who stated that the supervision of residence permits is not optimal, especially at the post-issuance stage. Rivando and Samputra (2024) also show that immigration organizations face the challenge of adapting to increasingly complex violations dynamics. This study enriched the study by showing that delays are not only related to the number of officers or the intensity of inspections, but also to the unconnected document data, investment realization data, company activity data, and field inspection results into one updated risk profile.

In the framework of Gilad (2003), this condition shows that risk identification and intelligence monitoring have not been optimally connected. The system already has initial indicators in the form of awkward administrative data, uniform stocks, changes without reports, financial data that is not in line, and inconsistencies in activities. However, these indicators are still scattered and have not automatically generated warnings, risk levels, or examination priorities. This finding is in accordance with Dharmawan et al. (2025) who stated that Early Warning in the context of immigration is still reactive. Ratcliffe (2016) also emphasized that intelligence-based approaches become more effective when information is translated into action priorities, rather than just stored as data.

These limitations can give birth to blind spots. Heuer (1999) explains that analytical bias can arise when decision-makers rely too much on known patterns and ignore new signal combinations. In VITAS Investor's supervision, blind spots can appear if the examination is only centered on the completeness of documents or a single indicator. Therefore, community reports and joint operations remain valuable as additional sources of information, but the heavy reliance on both suggests the need to strengthen more proactive internal detection capacity.

The answer to the second question is that the current supervisory system already has an administrative and operational foundation, but it has not fully functioned as an integrated risk-based supervisory system. The vulnerable points are upstream verification, access to investment substance data, cross-agency data connectivity, and the ability to turn initial signals into priority monitoring and action before violations develop.

The vulnerability of the VITAS Investor supervision system is formed from the confluence of the high attractiveness of permits, the ease with which administrative loopholes are exploited, and the magnitude of the impact that can be caused. From the attractiveness aspect, VITAS Investor provides high benefits because it allows foreign nationals to obtain residence permits through ownership or positions in PMA companies. This attraction is even greater because the process of establishing a company and obtaining permits can be facilitated by sponsors and agents.

From the aspect of ease of attack, the main weakness lies in verification that is still oriented towards the completeness of documents. The existence of company deeds, NIB, bank statements, stock structure, and business address does not always reflect the actual realization of investments. The fragmentation of data between Immigration, BKPM, taxation, and employment also causes risk signals to not be immediately read in an integrated manner. This condition is strengthened by the limitations of field inspections and post-permit monitoring.

Meanwhile, the impact aspect shows that the misuse of VITAS Investor not only results in a violation of residence permits, but can also create pseudo-investments, loss of potential state revenue, unfair business competition, labor abuse, and opportunities for the entry of actors related to transnational crimes. Thus, the vulnerability of the system is at a serious level because it has a high value of benefit for the perpetrators, is relatively easy to exploit, and has the potential to have a multidimensional impact on national resilience.

Table 1. Vulnerability Analysis of VITAS Investor Monitoring System

Dimension of Vulnerability	Key Findings	The Meaning of Vulnerability
Target Attractiveness	VITAS Investor provides relatively easy access to residence on the basis of the establishment of a PMA company	The VITAS Investor scheme is of high value for foreigners who want to live in Indonesia without making real investments
Ease of Attack	Supervision still relies on administrative completeness and has not fully tested the substance of investment	Verification loopholes allow formal documents and companies to be used to obtain residence permits
Impact	Abuse poses risks that go beyond administrative violations	Impacts are multidimensional and can affect the economic, security, social, and sovereignty resilience of countries

Source: Processed research data, 2026

This analysis is in accordance with the operationalization of the concept in the text, which places attractiveness as the ease of obtaining investor permits, ease of attack as a verification gap and weak supervision, and impact as economic, security, and social impacts.

Strategy to Strengthen Intelligence-Based Immigration Surveillance System as a Competitive Early Warning

This section answers the third research question. The strengthening strategy is not enough to be formulated as an addition to field inspections or administrative tightening alone. Strategies need to build a Competitive Early Warning cycle that connects risk identification, intelligence monitoring, and managerial action. Gilad (2003) emphasizes that early warning does not only rely on the abundance of data, but on the organization's ability to identify changes, monitor indicators consistently, and make decisions before risks develop into crises. In the context of VITAS Investor, the cycle needs to be built across agencies while still upholding the principles of proportionality, data protection, and certainty for compliant investors.

Risk Identification through Integrated Investor and Corporate Risk Profiles

The first stage is to build an integrated risk profile for investors and underwriters. The profile needs to combine visa application data, residence permit data, identity and travel history, guarantor information, company structure, change of ownership, LKPM, sectoral compliance data, and previous supervision results. Incorporation is not intended to judge based on a single characteristic, such as country of origin or virtual office usage, but to read combinations of indicators that can increase deepening needs. Risk indicators need to be agreed across agencies, documented, tested periodically, and clearly separated from evidence of violations.

This direction is in accordance with Clark (2016) who places actors, relationships, facilities, and context as the focus of intelligence analysis. The risk profile is also in line with Lowenthal (2020), who asserts that intelligence should be the basis for strategic decision-making, not just information gathering activities. In practice, risk profiles can result in priority categories: low risk for routine monitoring, medium risk for clarification or verification of additional documents, and high risk for joint examination or field deepening. These categories should be reviewable when new information becomes available, so that the system is not static.

Intelligence Monitoring through Data Interoperability and Layered Verification

The second stage is intelligence monitoring which takes place from pre-arrival, to the visa issuance process, after arrival, to the extension of residence permits. Monitoring requires data interoperability between the Directorate General of Immigration, the Ministry of Investment/BKPM, AHU, DPMPTSP, employment agencies, and other parties according to the needs and basis of authority. Data access must be managed on a role-based basis so that officers obtain relevant information without over-opening the data. This arrangement is important because data integration is not just a technological issue, but also governance, purpose of use, access accountability, and information protection.

Monitoring needs to combine digital data updates with multi-layered verification. Data such as changes in address, ownership, LKPM reports, relevant tax or employment status, and license validity period can be used to flag changes in risk profile. However, the results of the marking still need to be confirmed through clarification, document checks, or joint field verification. This approach maintains a balance between technological efficiency and the need for substantive proof. This idea is in line with Treverton (2009) who emphasizes the transformation of intelligence from information collection to adaptive decision support systems.

At the operational level, random checks can still be maintained to maintain surveillance coverage. However, these checks need to be complemented by risk-priority-based checks. Officers do not have to supervise all investors with the same intensity; Resources can be directed to profiles that show the accumulation of indicators. This strategy is in line with Ratcliffe (2016) regarding the importance of using intelligence to determine prevention priorities, and strengthening selective policies so that the selection of foreigners is based on benefits and the level of risk that can be accounted for.

Management Action through TIMPORA, Proportional Response, and Case Learning

The third stage is management action induction, which is translating the results of the analysis into measurable steps. Responses need to be carried out in stages: requests for clarification, verification of additional documents, field examinations, cross-agency joint verification, review of company status, immigration administrative actions, to coordination of law enforcement if criminal elements are found. This sequence is important so that the action follows the level of evidence and authority of each agency. The surveillance model does not encourage automated action against every anomaly, but rather a proportionate and accountable response.

TIMPORA can be strengthened from an information exchange forum to a data-driven case management mechanism. In practice, this forum can agree on a list of priority examinations, division of roles, those in charge of follow-up, deadlines, and evaluation of cases that have been handled. This strengthening is in accordance with the findings of Veri and Sriwidodo (2025) regarding the importance of interagency coordination in the effectiveness of law enforcement, and supports the view of Phythian (2013) that intelligence plays an important role in dealing with non-traditional threats that are complex and multidimensional.

Each case that has been verified also needs to result in institutional learning. The results of the audit can be used to update risk indicators, SOPs, training needs, and data exchange design. Post-case evaluation is not enough to be done internally and informally; There needs to be a standard mechanism that converts findings into system improvements. This is where adaptive capacity is formed: the organization is not only able to deal with the disruptions that have occurred, but is able to adapt its working methods as patterns of abuse change.

Table 2. Design Competitive Early Warning for VITAS Investor Supervision

Stages	Main Activities	Key Actors and Data	Exodus
Risk Identification	Agree on risk indicators and build investor-company profiles based on a combination of data.	Immigration, BKPM, AHU, DPMPTSP, Ministry of Manpower, related sector agencies; visa data, guarantor, company structure, LKPM, data changes, results of supervision.	A score or category of risk that can be reviewed.
Intelligence Monitoring	Monitor profile changes, flagging, clarification, and multi-layered verification according to the level of risk.	Immigration office, TIMPORA, regional agencies; Company update data, investment activities, investor presence, community reports, field results.	A list of validated examination priorities and information.
Management Action Induction	Establish proportionate responses, case coordination, and post-case evaluations.	Immigration, BKPM, law enforcement officials, sectoral agencies; Minutes of events, verification results, follow-up recommendations.	Administrative or law enforcement actions as evidenced, as well as updates of SOPs and risk indicators.

Source: Processed research data, 2026

Implications for National Resilience

Abuse of VITAS Investor needs to be placed as a non-traditional vulnerability because the impact does not stop at administrative violations. When residential facilities are used without real investment or for inappropriate activities, the impact can spill over into investment quality, business competition, potential state revenue, security, and state control over foreign activities. These results are in line with Lazuardi and Yudhoviranto (2023) who view non-traditional threats as emerging from the dynamics of globalization and governance weaknesses in managing cross-border mobility.

In Hanita's (2023) perspective, national resilience is multidimensional so that economic strengthening cannot be separated from security, politics, and the state's ability to manage threats. Therefore, investment policies are not enough to assess the increase in the number of permits issued or the value of the investment recorded. The quality of investment and the ability to control risk are part of the resilience of the economy itself. These findings reinforce Anshari et al. (2022) that visa policy has always been in a dilemma between economic facilitation and security protection, so the two should be managed simultaneously, not in conflict.

Holling and Gunderson (2002) help explain the meaning of adaptive surveillance for national resilience. Absorptive capacity can be seen from the system's ability to verify, check, and act proportionately when indications appear. Adaptive capacity can be seen from the state's ability to update indicators, procedures, technology, and coordination based on case studies. Thus, the competitive Early Warning strategy is not only a technical surveillance tool, but an instrument to strengthen the state's ability to absorb disturbances, adjust, and maintain a balance between investment interests and national security.

CONCLUSION

The pattern of VITAS Investor abuse in the Special Capital Region of Jakarta can be identified through technical-organizational patterns, reflected in discrepancies between formal investment requirements and actual business activities, as well as socio-functional patterns, reflected in intermediary networks and investor activities that deviate from the intended purposes of residence permits. These indicators serve as a basis for composite pattern analysis rather than constituting automatic evidence of violations. The existing supervision system has established administrative and operational foundations; however, vulnerabilities remain, particularly in upstream verification and post-issuance monitoring stages. Limitations in data integration and interagency coordination prevent the system from functioning as a proactive early detection mechanism. Therefore, the required strengthening strategy involves developing a Competitive Early Warning system consisting of risk identification, intelligence monitoring, and management action components to enhance policy selectivity without creating unnecessary barriers for compliant investors.

Based on the research findings and the proposed Competitive Early Warning strategy, several recommendations can be formulated for relevant stakeholders. For the Directorate General of Immigration, an integrated investor and company risk profiling system should be developed by incorporating data from BKPM, AHU, and related agencies. In addition, clear risk-based verification protocols should be established, data interoperability should be strengthened through role-based access mechanisms, and post-case evaluation procedures should be developed to update risk indicators and standard operating procedures (SOPs). For BKPM and the Ministry of Investment, LKPM data integration with the immigration monitoring system should be enhanced, while TIMPORA should be strengthened as a data-driven interagency coordination and case management forum. For regional governments, support should be provided for implementing the Competitive Early Warning model and facilitating interagency coordination. Future research should examine comparative cases across regions, develop quantitative risk indicators, evaluate the effectiveness of the proposed strategy through longitudinal research, and explore the application of artificial intelligence (AI) for pattern recognition in immigration supervision systems.

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