

Potential Threats to Indonesia Due to the Granting of Permanent Residence Permits to Mixed Marriage Couples in North Jakarta

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Abstract

This study seeks to examine the potential risks Indonesia may face as a result of granting Permanent Stay Permits to couples in mixed marriages in North Jakarta. This issue has gained importance due to the rising number of Permanent Stay Permit applications from mixed marriage couples, with Indonesian citizens acting as sponsors. Furthermore, there are concerns that this policy could pose a threat to national security, necessitating a thorough analysis of its potential impacts. The research employs a descriptive qualitative approach, utilizing threat and vulnerability analysis theory by Hank J. Prunckun to assess the risks associated with granting Permanent Stay Permits to mixed marriage couples. To support a detailed data analysis, the study also utilizes ATLAS.ti 9 software, which enables the systematic and efficient organization, extraction, and evaluation of qualitative data. The findings indicate that the lack of data integration within the immigration system hinders comprehensive background checks on foreign nationals married to Indonesian citizens. This raises concerns, as the absence of such checks could create future security risks, particularly in light of the “selective policy” that aims to allow only foreigners who benefit Indonesia without compromising its security. Based on these results, the study recommends implementing the Prevention, Preparedness, Response, and Recovery (PPRR) strategy to enhance the safety and accuracy of the policy. The PPRR approach would help balance the facilitation of rights for mixed-marriage couples while protecting national security, allowing Indonesia to remain welcoming to beneficial foreign nationals while staying vigilant against potential threats. Therefore, intelligence plays a crucial role in addressing potential risks arising from the issuance of Permanent Stay Permits to mixed marriage couples in North Jakarta.

1. Introduction

The world has become more interconnected and borderless due to the ongoing trend of globalization, which is being driven by enormous advancements in information, communication, and transportation technologies (Torang, 2014). The impact of globalization is not only felt in the economic and social spheres, but also in the increasing mobility of people between countries. Individuals from all over the world can now move more quickly and efficiently, opening up opportunities for them to interact, work, and even settle in other countries (Naerssen, 2017). Indonesia, with its strategic geographical position at the crossroads of two continents (Asia and Australia) and important international shipping lanes, has become one of the main destinations for international migration, whether in terms of labor, investment or family. The country not only attracts skilled or expert foreign workers, but also couples involved in mixed marriages between Indonesian citizens and foreign nationals. The phenomenon of international migration to Indonesia has brought various positive impacts in various aspects of the country's life. The increase in the number of

skilled foreign workers and the diversity of cultural backgrounds benefit the economic and social sectors. The existence of mixed marriage couples also has the potential to enrich cultural diversity and strengthen relations between countries (Statham, 2020). However, along with the benefits, this migration phenomenon also brings challenges and potential threats to social stability, politics and national security. An increase in the number of people coming from abroad can lead to social instability, economic inequality, and even potential problems in terms of social integration, which, if not anticipated with the right policies, can threaten the country's resilience (Buzan, 1983).

One of the increasing forms of international migration in Indonesia is migration through mixed marriages between Indonesian citizens and foreign citizens. This mixed marriage, as stipulated in Article 57 of Law Number 1 Year 1974, is a marriage between two people from different countries, where one of the partners is an Indonesian citizen (Syafitri, 2022). In order to facilitate foreign spouses involved in these mixed marriages, the Indonesian government provides legal residence permits in Indonesia. One form of residence permit granted is the Permanent Stay Permit, which allows the foreign spouse to live and do activities in Indonesia for a longer period of time, even permanently, after fulfilling the applicable conditions (Putri Budiyan, 2020).

However, although the granting of Permanent Stay Permit aims to provide a clear legal status for foreign spouses and make it easier for them to do activities in Indonesia, this policy cannot be separated from the potential risks that can arise, both for the state, society, and for the spouses themselves (Hakim, 2015). For example, the ease of granting Permanent Stay Permit can be misused by foreign spouses for purposes that are not in accordance with existing provisions, such as conducting activities related to the illegal economy, misuse of legal status, or even infiltrating individuals with bad intentions into the country (Yumna Khalikah Khalis, 2020). It is also not uncommon for this policy to lead to other social problems, such as difficulties in cultural integration, social tensions, or negative effects on the local economy (Soekanto, 2010). Therefore, while this policy has good intentions, its implementation and monitoring must be very careful and well-planned.

The granting of Permanent Stay Permit to mixed marriage couples has changed over time, including with the issuance of Minister of Law and Human Rights Regulation Number 11 of 2024, which revises Minister of Law and Human Rights Regulation Number 22 of 2023. This latest regulation provides easier access for mixed marriage couples to obtain Permanent Stay Permit, with the hope of easing their integration in Indonesia (Firdausi, 2022). However, this increased access brings new challenges for the country's security sector. The ease provided through this policy actually increases the potential threats that may arise, both conventional and non-conventional (Wahyono, 2003). In this case, the threats are not only physical, but also include threats related to political, social and economic security. Some of the potential threats that can arise include abuse of residence status by individuals or groups with bad intentions, an increase in illegal activities related to document forgery or other violations of the law, as well as threats to the social resilience and integration of Indonesian citizens who are increasingly diverse (Fernando, 2019). Therefore, to prevent and reduce the potential threats that arise, more intensive efforts are needed in supervision and appropriate mitigation strategies by the authorities, especially immigration officials (Saleh, 2008).

Immigration intelligence has a very important role in detecting and analyzing potential threats that arise as a result of the granting of Permanent Stay Permit for mixed marriage couples (Sukarno, 2014). Based on the provisions of Law No. 6/2011 on Immigration, immigration intelligence is tasked with processing information, both from the results of investigations and analysis, in order to detect and identify potential threats early on (Sulistyo, 2015). This is very important, considering that threats to national security are often dynamic and not always directly visible (Clauser, 2008). Therefore, the existence of immigration intelligence that is able to provide fast and accurate information is one of the keys to formulating the right policies in dealing with these potential threats (Kent, 1966). Based on this background, this research aims to identify and analyze the potential threats arising from the policy of granting Permanent Stay Permit to mixed marriage couples in North Jakarta, especially those related to social, political, economic aspects, and their impact on national security (Prunckun, 2019). This research will dig deeper into the factors that can trigger threats and how these threats can affect the stability of the state. In addition, this will also provide concrete recommendations regarding the steps that need to be taken by the government and related officials in maintaining stability and anticipating potential risks that arise. Thus, to answer the purpose of this study, the research questions to be answered in this study are:

"What are the potential threats arising from the granting of Permanent Stay Permit to mixed marriage couples in North Jakarta?"

This question will be the main focus of this research, and is expected to provide deeper insights into the dynamics of granting permanent residence permits in Indonesia, as well as its implications for migration policy, social stability, and national security (Creswell, 2014). This research is also expected to contribute to the development of a more comprehensive policy in regulating international migration, which not only fulfills the rights of individuals, but also takes into account the potential threats that may arise due to the ease of granting residence permits for mixed marriage couples (Zikri, 2014).

2. Literature Review

2.1. Nature and Analysis of Threats

Threats to the Unitary State of the Republic of Indonesia (NKRI) are not only military in nature (conventional), but can also be in the form of non-physical and non-military threats, both from within and outside the country. According to Law No. 17/2011 on State Intelligence, threats include efforts or actions that can endanger safety, security, sovereignty, and national interests in the aspects of ideology, politics, economy, social, culture, defense, and security (Article 1 point 4). Law Number 3 of 2002 on National Defense affirms that threats can be physical or non-physical, conventional or non-conventional, and can occur directly or indirectly (Article 1 point 2). In dealing with increasingly complex contemporary threats, such as those in immigration policy, threat analysis must be conducted comprehensively, considering the motivations, expectations, knowledge and resources of threat actors (Prunckun, 2019).

2.2. Permanent Residence Permit and Immigration Dimensions

A permanent residence permit is a license granted to foreigners to reside in Indonesia legally, as stipulated in Minister of Law and Human Rights Regulation No. 27/2014 (Article 1 point 20). This permit can be granted to investors, clergy, elderly, and spouses of Indonesian citizens through mixed marriages (Article 58 paragraph 1). Based on Law No. 6/2011 on Immigration (Article 60 paragraph 2), permanent residence permits are granted to mixed marriage couples after two years of marriage registration and the signing of an integration statement to the government. However, inaccuracies in verification and weak supervision can lead to potential misuse of residence permits, which can endanger public order and national security. In this case, the role of immigration intelligence is crucial to detect potential threats.

2.3. Mixed Marriage in the Perspective of National Law

Mixed marriage, which is regulated in Article 57 of Law Number 1 Year 1974 concerning Marriage, is a marriage between two people who are subject to different laws due to differences in citizenship. This marriage can take place both domestically and abroad and must be registered in Indonesia within one.

3. Method

This study adopts a descriptive qualitative approach to explore the natural dynamics surrounding the rise in permanent stay permit applications, particularly in the context of mixed marriages. This method emphasizes non-numerical data to uncover the subjective experiences, perceptions, and meanings ascribed by individuals within their social settings (Khoiro, 2019). The research seeks to reconstruct social realities into a coherent narrative within a chronological and contextual framework. Data collection integrates both primary and secondary sources. Primary data were gathered through in-depth interviews with purposively selected informants, including immigration officials, legal experts, academics, mixed-marriage couples, and representatives of relevant institutions. Secondary data were derived from immigration laws and regulations, official statistics, scholarly publications, and relevant news articles (Creswell, 2014).

The study applied four main data collection techniques: In-depth interviews with key stakeholders, legal and regulatory analysis of immigration policies, Statistical analysis based on data from the Stay Permit Issuance Application System at the Class I Immigration Office of North Jakarta TPI, literature review of academic research, government documents, and credible media sources (Bandur, 2019; Almanshur, 2017). Data analysis was conducted using the Miles and Huberman inductive model, encompassing: data

transcription and categorization, comprehensive reading for contextual insights, thematic coding, narrative construction using tables and matrices, and finally, synthesis and interpretation through theoretical comparison (Salleh, 2016).

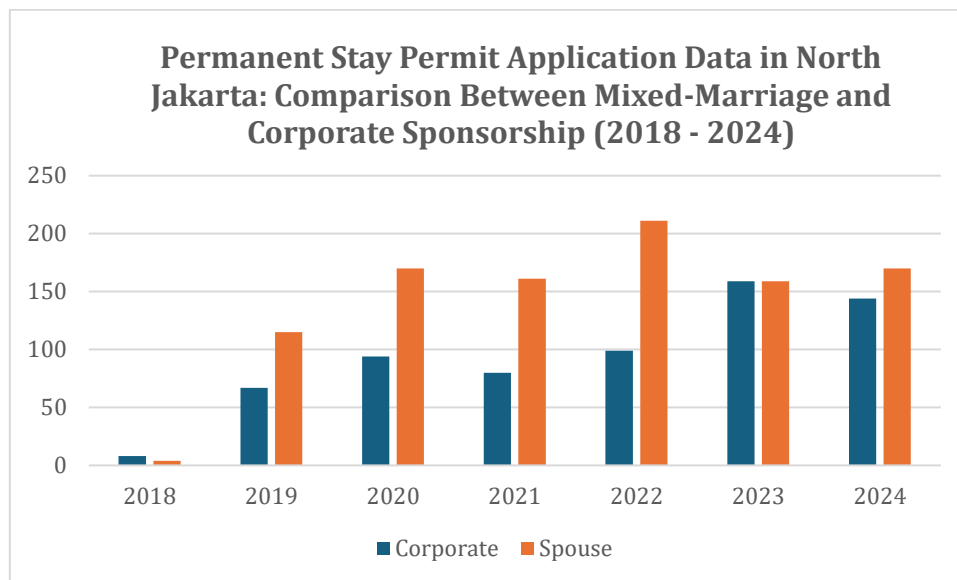
To ensure data validity, the study employed triangulation, including both source triangulation (comparing primary and secondary sources) and informant triangulation (cross-checking responses among different interviewees) (Almanshur, 2017). Additionally, the research integrates an intelligence analysis framework to assess potential national security risks associated with immigration policy. Drawing from intelligence analysis principles, the analysis incorporates four key instruments: early detection, early warning, forecasting, and problem-solving, offering evidence-based insights and policy recommendations for strengthening oversight and transparency in the issuance of Permanent Stay Permits (Prunckun, 2019).

4. Results and Discussion

4.1. Permanent Stay Permit Data Analysis

Globalization has led to an increase in global population mobility, including to Indonesia. With abundant natural resources, friendly people, and supportive immigration policies, Indonesia is an attractive destination for foreign nationals for various purposes, such as tourism, employment, investment, and business. In addition, many foreigners marry Indonesian citizens (WNI) and choose to settle in Indonesia with their spouses. This kind of marriage is called a mixed marriage, as stipulated in Article 57 of the Marriage Law, which is a marriage between two people who are subject to different laws due to differences in citizenship, with one of the parties being an Indonesian citizen.

For foreigners who wish to settle in Indonesia through a mixed marriage, a permanent residence permit is required. Based on Law No. 6/2011 on Immigration, a permanent residence permit is granted to certain foreigners who wish to stay permanently in Indonesia. In North Jakarta, the North Jakarta TPI Class I Immigration Office has recorded an increase in the number of foreigners applying for conversion from a limited stay permit to a permanent residence permit through mixed marriage. Statistics show that the number of such applications continued to increase annually from 2018 to December 2024, reflecting a positive trend in foreigners' preference to settle permanently in the region as the graphic shown below.



The graphic displays the annual trend of permanent stay permit applications in North Jakarta from 2018 to 2024, comparing sponsors from Indonesian spouses and corporate entities. Over time, there is a significant rise in applications sponsored by Indonesian spouses, especially from 2019 onward. By 2024, the number of permanent stay permit applications through Indonesian spouses surpassed those by corporate sponsors. The research reveals a notable shift in the pattern of guarantors for permanent stay permit applications in Indonesia. Historically, the majority of permanent stay permits were sponsored by corporations, particularly for foreign professionals and investors. However, recent years have seen a

significant rise in applications supported by individual guarantors—specifically, Indonesian spouses in mixed marriages. This shift reflects not only changing migration dynamics but also administrative ease, as the process for foreign spouses has become more accessible and streamlined. Law No. 6 of 2011 on Immigration, Article 1(23), defines permanent stay permit as a permit granted to certain foreigners to reside permanently in Indonesia. The conversion from a Limited Stay Permit to permanent stay permit is regulated in Article 56. Further simplification is provided under Minister of Law and Human Rights Regulation No. 11 of 2024, which allows foreign spouses of Indonesian citizens to obtain permanent stay permit after a minimum of two years of marriage, accompanied by valid legal documentation. These provisions are significantly less stringent than those required for foreign investors or professionals, contributing to the increase in spousal-based ITAP applications.

Despite the administrative convenience, this trend raises security concerns when viewed through an intelligence and national security lens. The absence of comprehensive background screening for permanent stay permit applicants through spousal sponsorship creates potential vulnerabilities. Without adequate vetting procedures, there is a risk that individuals with harmful intent—such as foreign intelligence operatives or actors involved in transnational crimes like human trafficking and narcotics smuggling—could exploit the system. Such loopholes undermine the selective immigration policy as stipulated in Article 36 of Law No. 6 of 2011, which mandates that only foreigners who provide benefit and pose no threat to national security are eligible for residence permits. Compounding this issue is the lack of integrated data systems across government agencies, which limits immigration authorities' ability to verify applicants' backgrounds effectively. This lack of coordination contradicts the immigration intelligence mandate in Article 1(30), which emphasizes the need for investigative and preventive security measures.

In addition to national security concerns, mixed marriages often involve social and legal complexities that may affect the integration and wellbeing of families. Differences in culture, language, and societal values can lead to domestic conflicts and hinder the social integration of foreign spouses. Furthermore, many couples remain unaware of the administrative and legal implications of their marriage, particularly concerning their children's citizenship status. Under Law No. 12 of 2006 on Citizenship, children born into mixed marriages are granted dual citizenship until the age of 18, after which they are required to choose one nationality. This decision often presents legal and emotional challenges for both parents and children, especially when navigating dual cultural identities and differing legal frameworks.

To mitigate these risks and challenges, this study recommends the implementation of a strategic PPRR (Prevention, Preparedness, Response, Recovery) framework. In the prevention phase, comprehensive background checks must be conducted on all ITAP applicants under the mixed marriage route, including assessments of criminal records and potential connections to illicit networks. Preparedness involves strengthening the capacity of immigration officers through specialized training and developing an integrated data system that allows real-time cross-agency verification. In the response phase, authorities should act swiftly upon detection of violations or threats, including revocation of permits if necessary. Lastly, the recovery phase should focus on evaluating incidents to identify systemic gaps and revising immigration policies to prevent recurrence. This structured approach aims to uphold national security while ensuring that the immigration process remains fair, transparent, and aligned with Indonesia's legal framework.

4.2. Intelligence Analysis

This research explores intelligence analysis with reference to Law No. 17/2011 on State Intelligence, where intelligence is defined as a process, organization, and activity that aims to support policy formulation and decision-making based on verified and deeply analyzed information. The main function of intelligence is to provide early detection and warning capabilities in order to prevent, counteract, and overcome potential threats that may endanger security, sovereignty, and national interests. As an important tool in the national security system, intelligence not only acts as a provider of information but also as a strategic supporter in the government's decision-making process. By utilizing structured data collection methods, intelligence is able to formulate a picture of actual and potential situations and trends. Data obtained through various methods, whether from open-source intelligence, human intelligence, or direct observation, are comprehensively analyzed to produce early warnings of possible threats.

In the context of this research, intelligence analysis is used to understand and manage potential threats related to the granting of permanent stay permit to mixed marriage couples. The granting of

permanent stay permit without adequate background screening can open a loophole for individuals or groups with ill intentions to utilize marriage as a means of obtaining legal immigration status in Indonesia. Therefore, intelligence has a strategic role in ensuring that the selective policy mandated in Law No. 6/2011 on Immigration can be effectively implemented. The analytical approach used in this research included four main stages:

1. **Early Detection:** Focuses on the early identification of phenomena that have the potential to become security threats. In the context of this research, early detection seeks to uncover the possibility of sham marriages and falsification of marriage documents related to permanent stay permit applications. This problem is triggered by the lack of data integration between the Immigration Office, Religious Affairs Office (KUA), and the Population and Civil Registration Office, which makes verification of document validity difficult and vulnerable to manipulation.
2. **Early Warning:** Aims to provide an overview of potential dangers based on information obtained at the early detection stage. Intelligence at this stage should be able to provide a projection of the risks that may arise from an increase in permanent stay permit applications by foreigners. The analysis includes identifying the motive behind the application - whether it is purely out of love or as a strategy to gain certain benefits that could jeopardize the stability of the country.
3. **Problem Solving:** At this stage, intelligence develops concrete, logical, and implementable recommendations to help the government solve problems related to security threats. In this research, one of the proposed solutions is cross-agency data integration involving the Immigration Office, KUA, and the Population and Civil Registration Office. This data integration is important to facilitate verification of the background of foreigners who apply for permanent stay permit through mixed marriages, so that the risk of document forgery can be minimized.
4. **Forecasting:** This stage focuses on making predictions about possible future situations, with the aim of reducing uncertainty and providing a basis for the government to formulate more adaptive policies. Forecasting in this research involves analyzing the trend of increasing permanent stay permit applications and their impact on national security. This process requires a high degree of accuracy because it must be able to present a picture of a situation that, although abstract in nature, is still relevant for consideration in strategic decision-making.

By following these four stages of intelligence analysis, the research not only provides an overview of the existing conditions but also offers concrete solutions and anticipatory steps. This shows that intelligence has a vital role to play in ensuring national security, particularly in the context of immigration policy relating to the granting of permanent residence permits to mixed marriage couples.

5. Conclusion

This study concludes that the granting of permanent residence permits to mixed marriage couples in North Jakarta poses a potential threat to Indonesia's national security. One of the main factors causing this risk is the lack of data integration between agencies, such as the Immigration Office, Religious Affairs Office (KUA), and the Population and Civil Registration Office. This lack of integration opens up opportunities for falsification of marriage documents and allows unwanted individuals to enter the country. In addition, weaknesses in regulations related to permanent residence permits also create loopholes that can be utilized by parties who intend to harm the country. To anticipate this potential threat, an active role of intelligence is needed as well as the implementation of the PPRR (Prevention, Preparedness, Response, Recovery) strategy as suggested by Hank J. Prunckun. Concrete steps that can be taken include integrating data systems between agencies, strengthening the role of the Foreigner Monitoring Team (TIM PORA), and educating the public regarding mixed marriages.

In maintaining national security, better coordination between related agencies needs to be strengthened. With data integration between the Immigration Office, KUA, and the Population and Civil Registration Office, the process of verifying marriage documents and backgrounds of foreign nationals can be carried out more effectively. In addition, strengthening the function of the PORA Team, revising regulations related to the granting of permanent residence permits, and increasing public understanding of mixed marriages are important steps in efforts to reduce potential threats and maintain state stability and security.

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