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Immigration Governance Under Developmental Stress: Policy Implementation and Foreign National Supervision in East Kalimantan

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Abstract

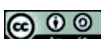
The development of Indonesia's new capital city, Nusantara, in East Kalimantan has transformed the administrative and spatial context in which immigration policies are implemented. This study examines the implementation of immigration supervision policies concerning foreign nationals amid this large-scale developmental transition, using Van Meter and Van Horn's policy implementation framework. The study adopts a qualitative approach to analyse the relationship between policy standards, resources, inter-organisational communication, implementing agencies, the characteristics of implementing organisations, and the socio-political environment. The findings reveal operational gaps in the implementation of immigration supervision amid changing territorial demands and administrative coordination challenges. Beyond identifying implementation barriers, this study contributes to public policy and public administration literature by demonstrating how the spatial reconfiguration of state power associated with mega-capital development can place pressure on conventional top-down implementation arrangements. Although the Van Meter and Van Horn framework provides a systematic basis for examining implementation processes, the findings highlight the importance of considering territorial change, evolving administrative demands, and inter-organisational coordination when applying classical implementation models to rapidly transforming governance contexts. The study therefore extends the contextual application of policy implementation theory by connecting developmental transformation with the practical capacity of state institutions to maintain effective immigration supervision.

Keywords: Supervision policy, foreign nationals, immigration governance, Nusantara Capital City, East Kalimantan

Abstrak

Pembangunan ibu kota baru Indonesia, Nusantara, di Kalimantan Timur telah mengubah konteks administratif dan spasial tempat kebijakan imigrasi diterapkan. Studi ini mengkaji pelaksanaan kebijakan pengawasan imigrasi terhadap warga negara asing di tengah transisi pembangunan berskala besar ini, dengan menggunakan kerangka kerja implementasi kebijakan Van Meter dan Van Horn. Studi ini menggunakan pendekatan kualitatif untuk menganalisis hubungan antara standar kebijakan, sumber daya, komunikasi antarorganisasi, badan pelaksana, karakteristik organisasi pelaksana, dan lingkungan sosial-politik. Temuan studi menunjukkan adanya kesenjangan operasional dalam

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pelaksanaan pengawasan imigrasi di tengah perubahan tuntutan wilayah dan tantangan koordinasi administratif. Selain mengidentifikasi hambatan pelaksanaan, studi ini berkontribusi pada literatur kebijakan publik dan administrasi publik dengan menunjukkan bagaimana rekonfigurasi spasial kekuasaan negara yang terkait dengan pembangunan ibu kota baru berskala masif dapat memberikan tekanan pada mekanisme implementasi konvensional yang bersifat top-down. Meskipun kerangka kerja Van Meter dan Van Horn menyediakan landasan sistematis untuk mengkaji proses implementasi, temuan studi ini menyoroti pentingnya mempertimbangkan perubahan wilayah, tuntutan administratif yang terus berkembang, dan koordinasi antarorganisasi saat menerapkan model implementasi klasik pada konteks tata kelola yang mengalami transformasi cepat. Dengan demikian, studi ini memperluas penerapan kontekstual teori implementasi kebijakan dengan menghubungkan transformasi pembangunan dan kapasitas praktis lembaga negara dalam menjaga efektivitas pengawasan imigrasi.

Kata Kunci: Kebijakan pengawasan, warga negara asing, tata kelola imigrasi, Ibu Kota Nusantara, Kalimantan Timur

INTRODUCTION

The transformation of modern immigration governance extends beyond the conventional function of controlling national borders. In an increasingly interconnected global economy, immigration policy has become an important instrument for managing cross-border mobility, facilitating investment, and regulating the entry of foreign labour while safeguarding national sovereignty (Minnaar, 2022; Rosewarne, 2024). Governments face the challenge of balancing the economic benefits of international mobility against the need to maintain regulatory compliance, public order, and national security. This tension has encouraged the development of selective immigration policies that facilitate the entry of foreign nationals whose skills and economic contributions support national development, while strengthening mechanisms for monitoring their activities and compliance with residence and employment requirements (Bandemer et al., 2026; Saini et al., 2026). Consequently, the effectiveness of immigration governance depends not only on the adequacy of formal regulations, but also on the institutional capacity and administrative arrangements through which these regulations are implemented. The increasing internationalisation of economic activities further complicates this relationship by creating overlapping institutional responsibilities and new demands for cross-border governance (Aksay Aksezer et al., 2023).

International experiences illustrate how governments negotiate the relationship between economic openness and immigration control. In Europe, research on optimal immigration policy and policy instruments for attracting highly skilled workers examines how visa allocation and fiscal incentives can influence the selection of international talent (European Commission, 2026). In the United States, debates surrounding the H-1B visa programme demonstrate the fiscal and economic significance of skilled migration, alongside continuing questions about

labour-market regulation and the distribution of its benefits (McGillis, 2026). Similarly, research on Canadian immigration policy highlights the tensions between economic requirements, humanitarian commitments, and the exercise of state sovereignty (Banerjee & Cameron, 2025). The increasing use of automated immigration procedures also raises questions about administrative discretion and accountability. Côté-Boucher & van der Woude (2026), for example, examine how automation can redistribute discretionary authority across technological and procedural systems. Taken together, these studies demonstrate that immigration governance is shaped by competing economic, administrative, and security imperatives. Their relevance extends beyond the countries in which these policies operate: they provide a basis for understanding how immigration institutions respond when economic development increases demands on regulatory and supervisory capacity.

These tensions become particularly significant when large-scale, state-led development projects reshape the territorial and administrative environment in which public policies are implemented. Unlike relatively stable administrative settings, areas experiencing rapid infrastructure development may undergo substantial changes in investment flows, labour demand, population mobility, and institutional workloads. Such changes can place additional pressure on existing administrative arrangements, particularly when the geographical scale of development and the mobility of the population exceed the operational reach of supervisory institutions. In this context, East Kalimantan provides an important case for examining immigration governance during a major transformation of state territory and administrative organisation. The development of Indonesia's new capital city, Nusantara (*Ibu Kota Nusantara/ IKN*), has introduced a distinctive policy environment in which economic development, infrastructure expansion, foreign labour mobility, and immigration supervision intersect. East Kalimantan can therefore be analysed as a development-driven governance frontier: a setting in which the capacity of state institutions to implement existing policies is tested by the pace of territorial and administrative transformation. This is an analytical characterisation of the region's changing governance conditions rather than a claim that East Kalimantan constitutes a formally designated frontier zone.

Indonesia has established a comprehensive legal framework for regulating immigration and supervising foreign nationals. Law No. 6 of 2011 on Immigration provides the principal statutory basis for regulating the entry and residence of foreign nationals and enforcing compliance with immigration requirements. Article 122(a), for example, establishes criminal penalties for specified misuse of residence permits, while Article 69(1) provides the legal basis for establishing the Foreign Nationals Supervision Team (*Tim Pengawasan Orang Asing/TIMPORA*) to support coordinated supervision. Article 71(a) sets out obligations relating to the provision of information on specified changes in personal circumstances, including changes in civil status, nationality, occupation, or address, while Article 63(2) establishes obligations for guarantors in relation to the foreign nationals they sponsor. These provisions

demonstrate that immigration supervision is not limited to border entry controls; it also requires continuing monitoring, information exchange, and accountability among the relevant actors.

The regulatory framework governing foreign labour complements, but is distinct from, immigration legislation. Government Regulation No. 34 of 2021 on the Use of Foreign Workers regulates aspects of foreign employment, including employer obligations and the applicable employment-plan approval requirements. Meanwhile, Minister of Law and Human Rights Regulation No. 50 of 2016 provides a framework for TIMPORA coordination and the supervision of foreign nationals. These instruments establish the legal and administrative framework for regulating foreign nationals and coordinating the activities of the relevant agencies. However, the existence of formal rules does not automatically guarantee effective implementation. Practical effectiveness depends on whether the implementing agencies have adequate human and operational resources, whether information can be exchanged across organisational boundaries, and whether oversight procedures can adapt to constantly changing local conditions. The gap between regulatory design and implementation capacity is particularly significant in East Kalimantan, where the Nusantara development project has created a constantly changing environment for immigration administration.

Available reports from East Kalimantan illustrate the operational significance of these challenges. The Samarinda Class I Immigration Checkpoint Office reportedly deported 20 foreign nationals during 2023, with cases involving alleged misuse of visitor visas for marketing activities, employment without the required authorisation, overstaying, and misuse of residence permits (Riduan, 2023). Separately, reports from the Balikpapan Immigration Office recorded 11 deportations between January and April 2026, involving cases that included overstaying, discrepancies in residential addresses, and activities inconsistent with the permits held. These figures indicate that immigration enforcement remains an important administrative concern in the region. However, deportation figures alone cannot establish that violations have increased because of the development of Nusantara; such a causal relationship requires comparable data over time and evidence linking the observed cases to development-related mobility. The available reports should therefore be interpreted as contextual evidence of supervisory demands rather than conclusive proof that the capital relocation has caused an increase in immigration violations.

The geographical and administrative conditions of East Kalimantan further complicate the implementation of immigration supervision. Its extensive territory, dispersed settlements, coastal areas, industrial activities, and infrastructure development create diverse monitoring requirements. Where supervisory personnel and operational resources are insufficient relative to the geographical area and the number of locations requiring oversight, immigration agencies may experience difficulties maintaining consistent and proactive monitoring. These pressures also increase the importance of coordination among immigration authorities, labour agencies, the police, local governments, and other institutions involved in the supervision of

foreign nationals. Although TIMPORA provides a formal mechanism for inter-organisational cooperation, the existence of a coordination structure does not necessarily guarantee timely information exchange, clearly allocated responsibilities, or integrated operational responses. Differences in institutional mandates, data-management practices, and organisational priorities may constrain collaborative supervision. These challenges become particularly relevant in a development environment where economic activity and administrative demands can change more rapidly than established coordination arrangements.

The implementation of immigration policy in East Kalimantan can be examined through the framework developed by Van Meter & Van Horn (1975), which conceptualises implementation as a process shaped by six interrelated variables: policy standards and objectives, resources, inter-organisational communication and enforcement activities, the characteristics of implementing agencies, the disposition of implementers, and the economic, social, and political environment. This framework offers a systematic basis for analysing why the existence of formal policies does not necessarily translate into consistent implementation outcomes. In the context of Nusantara, the six variables provide a means of examining how regulatory requirements interact with resource availability, institutional coordination, organisational arrangements, implementer responses, and broader developmental pressures. In particular, the changing territorial and administrative environment raises questions about whether implementation arrangements designed for established governance settings can adequately accommodate the demands generated by a large-scale capital relocation project.

Despite the extensive literature on international migration, labour-market integration, immigration control, and the economic implications of foreign labour mobility, these research strands do not necessarily explain how immigration supervision is implemented during a major transformation of state territory and administrative organisation. Studies of migrant integration, such as Reinke & (2022) address important questions concerning labour-market participation, while other research examines the relationship between migration and the institutional or policy environments in which migrants live. However, the specific intersection between immigration policy implementation, inter-organisational supervision, and capital relocation remains an important empirical question requiring closer examination. The research gap addressed by this study is therefore not the general absence of research on immigration governance, but the need to understand how established implementation arrangements operate when the territorial, economic, and administrative conditions surrounding a policy are undergoing rapid transformation.

This study addresses the following research question: How is the policy on the supervision of foreign nationals implemented in East Kalimantan amid the transformation associated with the development of Indonesia's new capital city, Nusantara? It applies Van Meter and Van Horn's framework to examine the implementation process and the challenges arising

from the interaction between formal policy requirements and the changing developmental environment. The study's theoretical contribution lies in extending the contextual application of this established framework to a setting in which territorial transformation and development pressures are central to the implementation problem. Rather than proposing an entirely new implementation theory, it examines why spatial and administrative change should be considered when interpreting the relationships among policy standards, resources, organisational coordination, implementing agencies, implementer dispositions, and the wider socio-political environment. Empirically, the study provides an account of immigration supervision in East Kalimantan during the development of Nusantara. Practically, it seeks to inform the Directorate General of Immigration, TIMPORA, and relevant regional institutions about the implementation challenges that require attention when immigration governance must respond to rapidly changing development conditions.

RESEARCH METHOD

This study employs a qualitative approach using a case study design (Creswell, 2016), to gain an in-depth understanding of the implementation of policies governing the supervision of foreign nationals, particularly in the context of the transformation of immigration governance in East Kalimantan. A qualitative approach enables researchers to explore social phenomena comprehensively and contextually, whilst capturing the perspectives and experiences of the actors involved. The selection of relevant case studies is essential for analysing contemporary phenomena in real-world conditions, particularly in regions undergoing significant change such as East Kalimantan, which is set to become the Capital City of Nusantara. This design facilitates the gathering of rich and detailed information regarding the complexities of policy implementation on the ground. Maccanico (2021) explains that immigration policies are often used to achieve objectives beyond migration management, which requires an in-depth analysis of power dynamics and institutions. This approach enables researchers to identify the challenges and enabling factors that influence the success or failure of policies, whilst also aiding understanding of how policies are interpreted and implemented by various stakeholders.

The analysis was guided by Van Meter & Van Horn (1975) policy implementation framework, comprising six dimensions: policy standards and objectives, resources, inter-organisational communication and enforcement activities, characteristics of implementing agencies, implementers' disposition, and the economic, social, and political environment. These dimensions provided an analytical framework whilst allowing context-specific issues associated with IKN development and institutional change to emerge from the empirical data.

This research focuses on the experiences and perceptions of key informants directly involved in the process of monitoring foreign nationals, thereby building a comprehensive understanding of the issue under investigation. The researcher selected informants using purposive sampling, that is, selection based on specific criteria relevant to the study's objectives (Tajik et al., 2025). This study focuses on the experiences and perceptions of key informants directly involved in the process of monitoring foreign nationals, thereby enabling a comprehensive understanding of the issue under investigation. The researcher selected informants using purposive sampling, which involves selection based on specific criteria relevant to the research objectives (Tajik et al., 2025). The criteria for informants included individuals with in-depth knowledge and direct experience regarding the implementation of policies on the monitoring of foreign nationals in East Kalimantan. The details of the informants are shown in Table 1.

Table 1. Key Informants and Interview Details

Informant Code	Informant Role	Organisational Affiliation	Number of Interviews	Duration per Interview	Selection Rationale
KI-01	Head of Immigration Division	East Kalimantan Regional Office	1	[30 minutes]	Regional immigration policy and supervision
KI-02	Head of Immigration Office	Balikpapan	1	[45 minutes]	Local implementation and supervisory priorities
KI-03	Head of Immigration Office	Samarinda	1	[32 minutes]	Immigration supervision in the relevant jurisdiction
KI-04	Head of Intelligence and Enforcement Section	Balikpapan Immigration Office	1	[32 minutes]	Intelligence and enforcement practices
KI-05	Head of Intelligence and Enforcement Section	Samarinda Immigration Office	1	[33 minutes]	Monitoring and enforcement practices
KI-06	Functional immigration officers and field personnel	Relevant immigration offices	1	[25 minutes]	First-hand operational experiences and resource constraints
KI-07	Cross-sectoral coordination representatives	TIMPORA and regional authorities	1	[27 minutes]	Inter-agency communication and coordination

KI-08	Labour supervision representative	East Kalimantan Provincial Department of Labour and Transmigration	1	[28 minutes]	Foreign-worker supervision and labour administration
KI-09	Security or intelligence representative	East Kalimantan Regional Police	1	[25 minutes]	Security coordination and information exchange
KI-10	Development control or public order representative	Nusantara Capital Authority	1	[40 minutes]	Institutional coordination and changes associated with IKN development

The use of purposive sampling ensures that data is collected from the most relevant and authoritative sources to ensure accurate information (Tajik et al., 2025). National regulations and laws influence employers' micromanagement of foreign workers, highlighting the importance of perspectives from various stakeholders. The adequacy of the sample was assessed iteratively during data collection and analysis, rather than being determined solely by a predetermined number of informants.

Thematic saturation was assessed by comparing codes and themes across successive interviews. Particular attention was given to whether additional interviews generated substantively new codes, altered the interpretation of existing categories, or provided important contrasting evidence. Saturation was considered to have been reached when further interviews no longer generated meaningful new themes relevant to the research questions and the principal analytical categories were sufficiently developed. The final manuscript should report the actual number of interviews and the evidence supporting this assessment.

Data collection involved in-depth interviews, observation and a review of documentation (Auberlet et al., 2014). The researchers conducted semi-structured in-depth interviews with key informants to explore their views, experiences and perceptions regarding the implementation of the policy on the supervision of foreign nationals. The interview questions were designed to explore variables within public policy implementation theory Van Meter & Van Horn (1975) such as policy standards and objectives, resources, communication, and the characteristics of implementing agencies. The interview guide also addressed implementers' disposition and the economic, social, and political environment to ensure coverage of all six dimensions of the framework.

Observations were carried out at strategic locations serving as entry points or sites of foreign nationals' activities, such as immigration offices, infrastructure project sites and mining sites, in order to observe monitoring practices first-hand. The documentary study involved an analysis of official documents such as Law No. 6 of 2011, Government Regulation No. 34

of 2021, Regulation of the Minister of Law and Human Rights No. 50 of 2016, and reports relating to immigration offences in East Kalimantan.

Data credibility was strengthened through triangulation of interviews, observations, and documentary sources. Interview accounts were compared with available regulations, institutional documents, and perspectives from other informants. Where accounts differed, the discrepancies were examined in relation to institutional responsibilities, access to information, and the period to which the evidence referred. Documentary evidence was used to contextualise interview statements rather than treating any single source as conclusive.

Researcher reflexivity was incorporated by distinguishing informants' reported experiences from documentary evidence and the researcher's interpretations. The analysis considered how prior assumptions, relationships with institutional actors, and differences in access to information might influence the interpretation of the findings. Where evidence was conflicting or insufficient, conclusions were framed cautiously.

Qualitative data analysis used the interactive model of Miles & Huberman (2014), which involved data reduction, data presentation and drawing conclusions. The interview data were transcribed verbatim, then organised and coded using NVivo 12 Pro software (Woolf & Silver, 2017). The coding process begins by identifying initial codes from the transcripts, which are then grouped into broader categories. These categories are subsequently integrated to form key themes relevant to the research question.

To improve analytical transparency, coding was conducted in two cycles. In the first cycle, open coding was applied to interview transcripts, observation notes, and relevant documents. The materials were examined line by line to identify meaningful statements and assign descriptive codes. Initial codes captured issues such as policy interpretation, staffing and operational resources, information exchange, inter-agency coordination, enforcement practices, institutional responsibilities, implementer responses, and development-related pressures. This process allowed themes to emerge from the empirical data rather than restricting the analysis to predetermined theoretical categories.

In the second cycle, pattern coding was used to group related initial codes into broader analytical categories. These categories were then compared with the six dimensions of Van Meter and Van Horn's framework. Policy interpretation and implementation targets were examined under policy standards and objectives; personnel, funding, facilities, and information access under resources; information exchange and coordination under inter-organisational communication and enforcement activities; organisational mandates and procedures under implementing-agency characteristics; officers' commitment and responses under implementers' disposition; and investment pressures, social conditions, and political priorities under the economic, social, and political environment. Codes that did not fit clearly within

these dimensions were retained for further examination rather than being forced into predetermined categories.

NVivo 12 Pro assists in managing large volumes of data, tracing patterns across informants, and visualising relationships between themes through features such as the project map, concept map and coding matrix. The coding matrix was used to organise the codes, their operational definitions, corresponding theoretical dimensions, and supporting data extracts. Comparisons across informant groups and source types were used to identify recurring patterns and differences in institutional perspectives. In addition, the analysis of this research data also utilised the XMind application to map policies relating to the monitoring of foreign nationals. XMind was used to map relationships between analytical categories and themes, helping the researcher examine how resources, institutional arrangements, coordination, and the IKN development context interacted in policy implementation. The software supported data organisation and visualisation, while analytical decisions and interpretations remained the responsibility of the researcher.

Because immigration supervision may involve sensitive intelligence and enforcement information, access to some operational records was restricted. The analysis therefore relied on information that could be accessed and used appropriately, including interviews, applicable regulations, and relevant non-confidential documents. Confidential intelligence records were not reproduced, and claims that could not be sufficiently corroborated through permissible sources were treated cautiously. These access restrictions were recognised as a limitation when interpreting the completeness of the evidence.

The institutional arrangements associated with IKN development were treated as dynamic rather than static. Interview accounts and documentary evidence were interpreted in relation to the period they described, particularly where responsibilities or coordination arrangements had changed. Differences between accounts were examined in light of these temporal and institutional contexts rather than automatically interpreted as contradictions. This approach helped distinguish recurring implementation challenges from issues potentially associated with institutional transition.

Taken together, the combination of data triangulation, iterative coding, theory-informed analysis, and explicit consideration of confidentiality and institutional change provided a systematic basis for examining immigration policy implementation in East Kalimantan.

RESULT AND DISCUSSION

Policy Standards and Objectives

Within Van Meter and Van Horn's framework, policy standards and objectives occupy the foremost and most decisive position in explaining implementation performance; for if policy measures and objectives are too idealistic or are not adequately understood by those responsible for implementation, then all subsequent variables will lose their point of reference.

This fundamental proposition affirms that standards and objectives serve as normative reference points that enable the assessment of the success or failure of implementation, and that a mismatch between standards and socio-cultural conditions at the implementer level will result in systematic distortions in implementation, rather than merely incidental deviations. In the context of the policy on the supervision of foreign nationals in East Kalimantan, this framework is used to examine the extent to which the normative objectives of immigration policy which include facilitating investment, upholding national sovereignty and protecting the local labour market can be operationalised in the face of pressures arising from the accelerated development of the Nusantara Capital City. The main analytical question is whether policy standards and objectives have been formulated clearly and in a measurable manner, and whether local implementers have a consistent understanding of the priorities amongst these objectives.

From a normative perspective, the policy on the supervision of foreign nationals in East Kalimantan exhibits a dual-objective structure that contains internal tensions. The Head of the Immigration Division at the East Kalimantan Regional Office of the Ministry of Law and Human Rights explained that the normative objective of the policy is to facilitate investment through selective measures whilst upholding national sovereignty with a zero-tolerance standard towards violations of residence permits. The Head of the Class I Immigration Office at the Balikpapan Immigration Checkpoint added that the Standard Operating Procedures (SOPs) are guided by the Immigration Act to safeguard national security without hindering the movement of legal foreign nationals. Meanwhile, the Head of the Class I Immigration Office at the Samarinda Immigration Checkpoint stated that the scope of surveillance in the buffer zone surrounding the National Capital is very extensive, covering plantations and mining operations, with success measured by the number of enforcement actions and the level of compliance among foreign nationals. From a labour perspective, a Labour Inspector from the East Kalimantan Provincial Department of Manpower and Transmigration emphasised that the objective of the foreign worker placement policy is to protect the local labour market and promote technology transfer; however, the target of accelerating IKN development often leads to selective standards being relaxed by certain individuals, thereby obscuring the essence of local labour protection. Meanwhile, the HR Manager of a foreign worker guarantee company acknowledged that, from an industry perspective, the objectives are often out of step with the realities of the national capital project, which demands rapid completion; consequently, rigid licensing bureaucracy acts as a barrier. This normative framework indicates that the policy contains three competing objectives: the promotion of investment, the enforcement of sovereignty, and the protection of the local workforce.

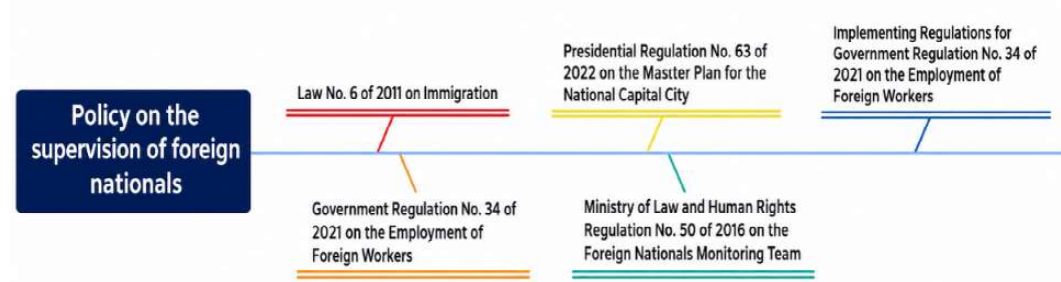


Figure 1. Fishbone Diagram of the Policy on the Supervision of Foreign Nationals
Source: Compiled by the researcher using Xmind, 2026.

Figure 1 illustrates the hierarchical structure of policies governing the supervision of foreign nationals in East Kalimantan, ranging from legislation to operational instruments in the field. The primary legal foundation lies in Law No. 6 of 2011 on Immigration, which regulates the responsibilities of sponsors, the basis for the formation of the Foreign Nationals Supervision Team (TIMPORA), the reporting obligations of foreign nationals, as well as criminal sanctions and fines for those in breach of their residence permits. At the next level, Government Regulation No. 34 of 2021 on the Employment of Foreign Workers serves as a selective policy filter requiring a Foreign Worker Employment Plan, whilst Presidential Regulation No. 63 of 2022 on the Master Plan for the Nusantara Capital City accelerates the flow of foreign investment and demands the harmonisation of licensing procedures in both the core area and the buffer zones. At the technical level, the Minister of Law and Human Rights Regulation No. 50 of 2016 on TIMPORA provides guidelines for cross-sectoral coordination from the central government down to the sub-district level, whilst the Minister of Manpower's regulations govern operational synchronisation between the Manpower Office and the Immigration Office in the supervision of foreign workers. Finally, at the operational level in the field, the Directorate General of Immigration carries out Operations Jagratara, Wira Waspada and Wirawaspada as instruments for simultaneous enforcement against violations of residence permits and visa abuse, specifically in response to the high mobility of foreign nationals in East Kalimantan as a transitional area for the development of the Nusantara Capital City.

Empirical data from the Directorate General of Immigration and the Immigration Office in East Kalimantan reinforce the analysis regarding the gap between normative standards and operational realities. This data is presented in the following table 2.

Table 2. Empirical Data on Immigration Offences Committed by Foreign Nationals in East Kalimantan (2024–2026)

No	Time / Period	Scope & Operations	Number of Foreign Nationals Detained / Taken into Custody	Prevalence of Types of Offences
1	November 2024	Operation Jagratara (Nationwide and East Kalimantan Region)	687 Foreign nationals	Violation of residence permit (overstay & not in accordance with the purpose of the visa)
2	July 2025	Simultaneous Wira Waspada Operation	294 Foreign nationals	Misuse of residence permits and illegal activities
3	April 2026	Operation Wirawaspada	346 Foreign nationals	Misuse of residence permits (61 per cent / 214 cases), overstaying, and fictitious investments
4	April 2026	Jurisdiction of the Class I Immigration Office at the Samarinda Immigration Checkpoint	There are approximately 500 active foreign nationals, with cases ranging from enforcement action to deportation	Administrative offences, overstaying, and unauthorised work

Source: (Kantor Imigrasi Kelas I TPI Samarinda, 2024, 2025, 2026; RRI.co.id, 2026)

The findings indicate that the principal implementation problem lies not in the absence of clear regulatory standards, but in the competing priorities surrounding their practical application. Although immigration policy seeks to facilitate legitimate investment, uphold national sovereignty, and protect the local labour market, the acceleration of Nusantara Capital City development creates pressure to prioritise project completion and economic activity. The accounts of immigration officials, labour inspectors, and industry representatives reveal differing interpretations of how these objectives should be balanced. Evidence of residence permit violations and fictitious investment schemes, summarised in Table 2, further demonstrates the challenges of maintaining compliance amid increasing development activity. These findings suggest that policy objectives may be formally clear while their relative priority remains insufficiently resolved at the implementation level.

This study conceptualises this tension as a priority gap, in which formally established enforcement standards must be implemented alongside competing developmental priorities associated with the acceleration of IKN development. The scale of the surveillance area compounds this priority conflict. The extensive jurisdiction surrounding the new capital, including plantations and mining operations, places substantial demands on implementing agencies and makes comprehensive monitoring difficult. Under these conditions, enforcement activity may become a more visible measure of performance than preventive compliance or the protection of local employment opportunities. Interpreted through Van Meter and Van Horn's framework, this finding demonstrates the interaction between policy standards and

objectives, resource availability, and the implementation environment. The study therefore identifies a priority gap: a discrepancy between clearly stated policy objectives and the absence of an effective mechanism for reconciling competing priorities under intense development pressure. Unlike explanations that attribute implementation difficulties solely to unclear regulations or insufficient capacity, this finding highlights how conflicting policy priorities can reshape the practical application of otherwise established standards.

The research findings indicate that although the standards and objectives governing the supervision of foreign nationals in East Kalimantan are relatively clear in regulatory terms, a gap persists between normative requirements and implementation. This gap is shaped by the extensive surveillance area, the increasing mobility of foreign nationals, and the pressure to accelerate the development of the National Capital City (IKN). These findings are consistent with Afifah (2021), who identified human resource limitations and the extensive surveillance area as challenges to the implementation of foreign national monitoring. Similarly, Rahmadini & Suhardono (2025) highlighted resource constraints, bureaucratic procedures, and inter-agency coordination challenges in immigration policy implementation, while Sumayku et al., (2026) emphasised the influence of policy standards and objectives, resources, inter-organisational communication, and environmental conditions. However, this study extends previous research by identifying competing priorities among investment facilitation, the enforcement of state sovereignty, and the protection of local workers as an additional source of implementation gaps. Under pressure to accelerate IKN development, demands for foreign labour mobility may conflict with regulatory requirements for selective and compliant supervision, potentially shifting operational attention from preventive oversight towards enforcement. This study conceptualises this tension as a priority gap: a condition in which policy standards are relatively clear, but the hierarchy among competing objectives remains insufficiently defined under intense development pressure.

Resources

Resources constitute the second variable in Van Meter & Van Horn (1975) policy implementation framework. They encompass human resources, financial resources, facilities and equipment, and information necessary to translate policy standards and objectives into practice. In East Kalimantan, limitations across these four dimensions constitute a structural constraint on the supervision of foreign nationals, particularly as the development of the National Capital City (IKN) increases demands on immigration and labour supervision agencies.

Human resource shortages are evident in the imbalance between the number of personnel and the scale of supervision required. The Head of the Immigration Division at the East Kalimantan Regional Office acknowledged that the establishment of new immigration posts in the IKN area had not been accompanied by adequate staffing allocations from the central government, increasing the workload of existing officers. The Head of the Intelligence and

Surveillance Section at the Class I Immigration Checkpoint Office in Balikpapan reported that the ratio of intelligence and surveillance officers had not reached one officer per 1,000 foreign nationals. A similar concern was raised in Samarinda, where the limited number of functional intelligence personnel had to cover an extensive jurisdiction. Labour supervision faces comparable constraints. According to data reported by the East Kalimantan Labour and Transmigration Office, only 47 labour inspectors were available to oversee approximately 35,591 registered companies as of December 2024 (Tribun Kaltim, 2025). Assuming an inspection capacity of five companies per inspector per month, the annual capacity would be approximately 2,820 inspections, equivalent to around 7.9% of the registered companies if each company were inspected only once. In Berau Regency, a senior official similarly reported that only four inspectors were responsible for supervising hundreds of companies across different sectors. These figures illustrate a substantial disparity between supervisory responsibilities and available personnel, limiting the capacity of agencies to conduct regular and comprehensive inspections, including joint inspections by immigration and labour authorities.

Financial constraints further restrict operational capacity. Immigration field analysts reported that budgets for field investigations were extremely limited and that officers sometimes used personal funds to monitor foreign workers in remote areas. The Head of the Immigration Division also acknowledged that budgetary pressure accompanied the staffing shortage. At the national level, the Directorate General of Immigration's 2025 budget data reportedly identified a shortfall of IDR 93,753,935,000 across immigration units, covering personnel costs, office operations, utilities, and services. These conditions suggest that budget limitations affect not only the frequency of field inspections but also the geographical reach and continuity of supervision. When mandatory operational expenses absorb available allocations, preventive activities that require travel, intelligence gathering, and inter-agency operations become more difficult to sustain.

Limitations in facilities, equipment, and information systems compound these personnel and budgetary constraints. The Head of the Intelligence and Border Control Section at the Balikpapan immigration office described difficult terrain, restricted access to mining sites, and unofficial ports around the IKN area, while noting the absence of real-time spatial tracking technology. In Samarinda, an intelligence official reported that ageing operational vehicles could delay responses to public reports concerning suspected violations involving foreign nationals. Administrative infrastructure is also under pressure. Reports on the Samarinda immigration office indicate that its building was designed to accommodate approximately 90–100 people daily but has had to serve up to 145 applicants, with only around 45 waiting seats and an average of 100–120 passport applications per day (Fajri, 2025; Kominfo News, 2025). Although these figures primarily concern public-facing services, they indicate wider capacity pressures within the office. The direct implications for intelligence and surveillance functions, however, need to be distinguished from the evidence on service capacity. More specifically, the absence of real-time tracking and the fragmented or outdated information

available to officers constrain their ability to identify emerging patterns of violations and conduct systematic risk-based supervision. Without reliable and timely information, monitoring is more likely to depend on reports, individual cases, and periodic enforcement operations than on continuous preventive oversight.

Taken together, these findings demonstrate that resource constraints are interconnected rather than isolated. Staffing shortages reduce inspection coverage; limited budgets restrict officers' ability to reach remote locations; inadequate vehicles and technology impede operational responses; and fragmented information limits the identification of high-risk cases. These limitations may directly constrain proactive supervision by reducing the frequency of routine inspections, limiting intelligence gathering, and weakening the capacity to identify potential violations before they occur or escalate. As a result, implementing agencies may rely more heavily on public reports, incidental findings, and periodic enforcement operations to identify and address violations that have already emerged. This represents a shift in the operational emphasis of supervision from systematic early detection towards reactive enforcement, not necessarily because preventive supervision is no longer a policy objective, but because the resources required to implement it comprehensively are insufficient. The enforcement operations documented in Table 2 provide evidence of the scale of cases identified through periodic operations, but their numbers alone do not establish that resource shortages caused those operations or that routine supervision was ineffective. Nevertheless, when considered alongside interview evidence concerning staffing, funding, mobility, and information limitations, these operations illustrate the importance of examining how resource scarcity shapes the balance between preventive supervision and enforcement after violations have been identified.

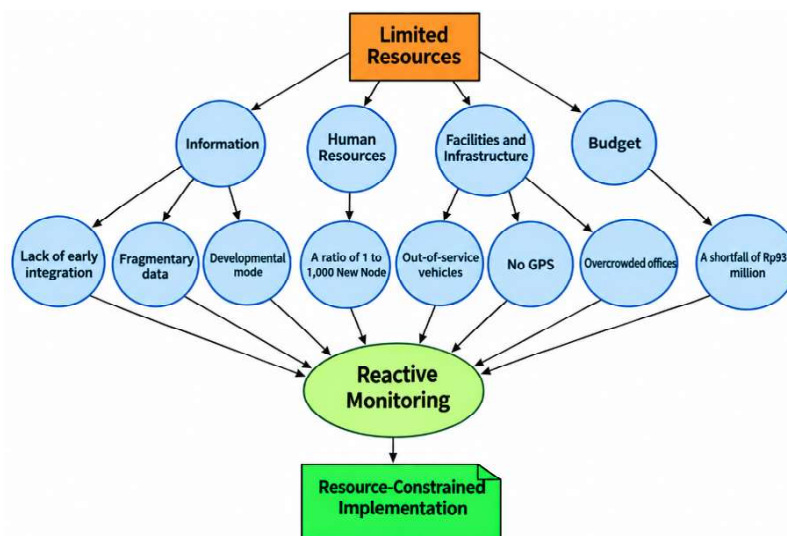


Figure 2. Resource Constraints

Source: Adapted by the researcher from the NVivo 12 Pro "Concept Map", 2026.

Figure 2 summarises the resource constraints identified in the study. The findings are consistent with Rifka & Saipudin (2024), who identified limited personnel, extensive geographical coverage, and suboptimal coordination as challenges to the supervision of foreign nationals in Mataram. Saputra et al., (2026) similarly highlighted constraints involving human resources, inter-agency coordination, and information-system integration in Indonesian immigration supervision. Werti (2024) identified personnel limitations in the monitoring of foreign nationals who had violated residence permits in Denpasar. Building on these studies, the present research highlights the specific challenge faced in East Kalimantan: supervisory demands associated with accelerated IKN development are increasing while personnel, operational funding, facilities, and information capabilities remain constrained.

The theoretical significance of these findings lies in the interaction between resources and policy standards and objectives in Van Meter and Van Horn's (1975) framework. Where agencies face multiple policy demands but lack sufficient resources to address all supervisory targets, they must make operational choices about which cases, locations, and activities receive priority. Such choices may diverge from the comprehensive and preventive approach envisaged by policy objectives, even when implementers remain committed to enforcement. This study describes the resulting condition as resource-constrained implementation: a pattern in which the practical scope and orientation of policy implementation are shaped by the mismatch between supervisory demands and available operational capacity. In this context, resource scarcity may alter not only the extent of supervision but also its timing and mode of intervention: limited capacity for routine monitoring and early detection can increase dependence on enforcement responses once violations have been reported or discovered. Resource constraints therefore do not simply impede implementation; they also influence how policy priorities are translated into day-to-day supervisory practices. This interaction provides a basis for examining how organisational characteristics and inter-agency coordination shape the management of limited resources.

Communication and Implementation Activities

Inter-organisational communication is a key variable in Van Meter and Van Horn's (1975) policy implementation framework, particularly when implementation requires coordination among agencies with different responsibilities. Effective implementation depends on information being transmitted accurately, consistently, and promptly to the units responsible for carrying out policy objectives. In East Kalimantan, the Foreign Nationals Supervision Team (TIMPORA) provides a formal coordination framework involving Immigration, the Department of Manpower and Transmigration, the Regional Police, the Nusantara Capital Authority, and local government. However, the existence of this forum has not consistently translated into substantive information exchange, indicating a gap between formal coordination arrangements and their operational effectiveness.

Interview findings indicate that TIMPORA meetings are held regularly and that communication between law enforcement agencies has been established. Nevertheless, an immigration official in Balikpapan acknowledged that information exchange within the coordination framework remains largely formalistic. This limitation is reflected in the differing operational priorities of participating agencies: Immigration focuses primarily on residence permits, whereas the Department of Manpower and Transmigration concentrates on work permits and foreign worker compliance. A labour inspector from the East Kalimantan Provincial Department of Manpower and Transmigration explained that sectoral interests hinder practical cooperation, while information about immigration enforcement actions does not always reach the labour authorities promptly. Consequently, agencies may make decisions based on different or incomplete information, weakening the consistency of joint supervision.

The problem is compounded by the lack of synchronised databases. According to an immigration official in Balikpapan, data on Foreign Worker Utilisation Plans provided by the Department of Manpower do not always correspond with entry-manifest information recorded in the immigration system. Such discrepancies may make it difficult to establish whether foreign nationals are working at locations consistent with their permits. The issue therefore extends beyond the willingness of agencies to cooperate: it also concerns the absence of reliable mechanisms for consolidating and validating information across institutional boundaries. Similar challenges have been identified in studies of TIMPORA in Semarang and Medan, where data synchronisation, differences in agency priorities, and sectoral interests have constrained effective coordination (Sabrina & Nur, 2022; Susilo, & Arifulloh, 2025). These parallels suggest that the East Kalimantan case reflects a wider implementation challenge, although its implications are particularly significant in the context of accelerated IKN development.

Communication is also affected by delays in the transmission of information. A representative of the East Kalimantan Regional Police's Directorate of Intelligence and Security reported that intelligence information may reach immigration surveillance officers late because it must pass through administrative correspondence procedures. An immigration field analyst, by contrast, described informal communication through chat groups as useful for facilitating rapid operational contact. This reveals a coordination paradox: although formal mechanisms such as TIMPORA are intended to institutionalise inter-agency cooperation, their operational limitations may lead street-level officials to depend on informal communication channels to obtain or exchange information more quickly. These channels can facilitate immediate coordination and help officers respond to emerging cases, but their effectiveness may depend on individual relationships, the availability of relevant contacts, and the willingness of participants to share information. However, the absence of a binding mechanism requiring agencies to respond promptly to formal information requests limits the ability to convert informal exchanges into consistent institutional cooperation. Informal communication should therefore be understood as a practical adaptation to procedural delays rather than a substitute

for formal coordination. Without clear protocols for validating information, documenting decisions, and ensuring follow-up, rapid exchanges may not consistently translate into accountable and coordinated enforcement. This creates a communication gap between the availability of information within individual agencies and its timely use in joint supervision.

The establishment of OIKN adds another dimension to this challenge. Representatives of the authority acknowledged that coordination with vertical agencies, including Immigration and the Department of Manpower, remains under development. At the time of the study, a dedicated digital channel for exchanging foreign worker information in the IKN core area had not yet been established. The emergence of a new authority has therefore increased the number of institutional relationships that require coordination without a fully developed system for integrating relevant information. This finding highlights the importance of aligning institutional arrangements with the information infrastructure needed to support implementation in a rapidly developing administrative area.

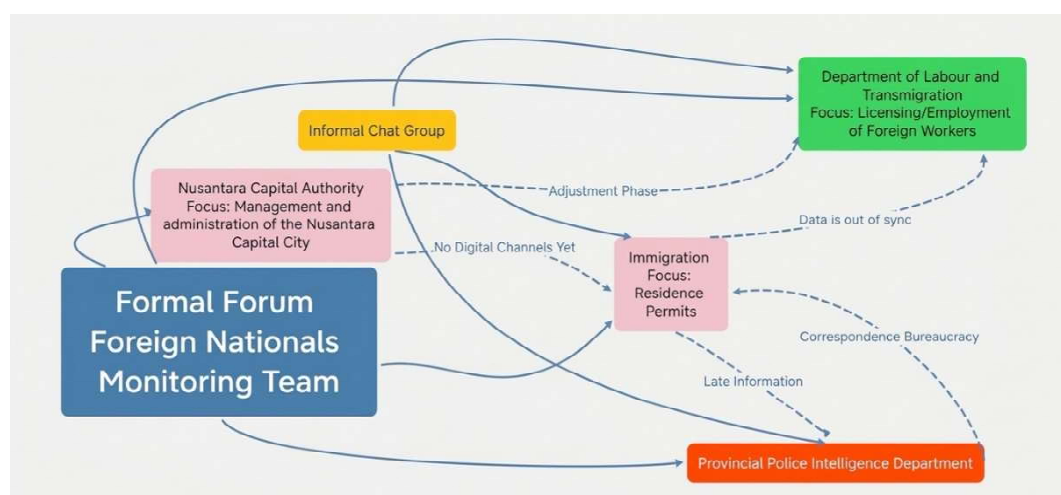


Figure 3. Communication Flowchart

Source: Prepared by the Researcher using Xmind, 2026.

Figure 3 illustrates the formal and informal communication relationships identified in the study, including the role of TIMPORA, the differing mandates of participating agencies, delays in formal information transmission, and the use of informal communication channels. The figure should be read as an analytical representation of the coordination arrangements and reported obstacles, rather than as evidence that all agencies experience the same communication problems to the same extent.

The findings are consistent with research in other Indonesian regions. Heri, (2019) identified sectoral interests and reluctance to share information as barriers to foreign national supervision in Sambas, while Sulistyowati (2026) highlighted coordination difficulties and the lack of an integrated data collection system in Tangerang. These studies reinforce the

significance of inter-agency information exchange, but the present study identifies additional challenges in East Kalimantan: bureaucratic delays in intelligence transmission, operational reliance on informal communication, and the developing coordination arrangements between OIKN and established vertical agencies. Taken together, the findings indicate that the effectiveness of communication depends not simply on the frequency of meetings, but on whether agencies can exchange timely, accurate, and actionable information through mechanisms that are both operationally responsive and institutionally accountable.

The theoretical implication is that communication constraints interact with resource limitations and organisational characteristics rather than operating independently. Where staff and operational resources are limited, incomplete or delayed information makes it more difficult to identify priority cases and coordinate preventive action. Informal communication may partially compensate for slow formal procedures, revealing a gap between institutional coordination arrangements and the communication practices required for day-to-day implementation. However, without shared data systems and clear obligations for information exchange, its effectiveness remains dependent on individual relationships and situational circumstances. The study therefore characterises the central problem as a communication gap: the disparity between the formal existence of coordination arrangements and the capacity to transmit and use information effectively across agencies. This paradox demonstrates that the existence of formal coordination structures does not necessarily guarantee effective operational communication. This gap helps explain why inter-agency coordination does not always translate into systematic preventive supervision and provides a basis for examining how organisational structures and institutional priorities shape implementation.

Characteristics of Implementing Agencies

The characteristics of implementing agencies involved in the supervision of foreign nationals in East Kalimantan reveal a tension between hierarchical bureaucratic structures and the need for operational adaptation amid the accelerated development of the National Capital City (IKN). Although organisational structures and standard operating procedures (SOPs) provide clarity regarding authority and enforcement procedures, they do not always accommodate rapidly changing, complex, and high-risk field conditions. Leadership capacity, internal work culture, and differences in institutional orientation further influence implementation. Within Van Meter and Van Horn's (1975) framework, this variable encompasses bureaucratic structure, personnel characteristics, internal relations, hierarchical control, and organisational capacity. Accordingly, this study examines organisational structures and SOPs, leadership capacity, internal work culture, and differences in orientation between agencies. Particular attention is given to the contrast between rule-bound administrative practices and the demands of supervising foreign workers at remote development sites, where difficult access, changing conditions, and safety risks require timely and adaptive responses.

The hierarchical structure and standardised enforcement SOPs provide a formal basis for implementation. The Head of the Immigration Division at the East Kalimantan Regional Office explained that the structure and procedures established by the central government were clear but better suited to normal conditions than to the rapid transformation associated with IKN development. Similarly, the Head of the Intelligence and Investigation Section at the Class I Balikpapan Immigration Checkpoint Office noted that officers were required to report hierarchically while responding independently and swiftly to operational demands. These findings indicate that structural clarity does not necessarily guarantee rapid implementation. Rompas et al., (2021) identified similar challenges in North Sulawesi, including limited personnel and funding, weak inter-agency coordination, and insufficient decisiveness in addressing violations. The key issue is therefore the gap between procedural design and operational requirements: hierarchical control supports accountability but may constrain responsiveness when urgent decisions are required.

Leadership capacity is crucial in addressing this tension. The Head of the Class I Immigration Office at the Samarinda Immigration Checkpoint explained that leaders must comply with ministerial procedures while making timely decisions in response to project-related pressures and unpredictable field conditions. Fitriyani & Salomo (2025) similarly identified leadership commitment as an important factor in organisational readiness for policy change. These findings suggest that leadership serves not only an administrative function but also facilitates organisational adaptation. In high-risk supervision, adaptive leadership must balance compliance with formal procedures against the need for timely, lawful, and accountable operational decisions.

Internal work culture presents another challenge. Immigration analysts reported that administrative and bureaucratic routines were not always aligned with the demands of high-risk field operations, including supervision at illegal mining sites, where mental preparedness and safety arrangements were concerns. Sembiring (2019) found that organisational culture and policy implementation significantly influenced implementing organisations' performance. This contrast highlights the limitations of relying on routine administrative practices when officers face difficult terrain, unpredictable situations, and potential safety threats. Organisational readiness therefore requires not only regulatory knowledge but also practical training, risk assessment, enforcement simulations, and adequate field safety procedures. Fitriyani & Salomo (2025) further emphasised the importance of human resource readiness and overcoming cultural resistance, reinforcing the need to align organisational practices with changing operational demands.

Differences in institutional orientation also complicate supervision. A labour inspector from the East Kalimantan Provincial Department of Manpower and Transmigration explained that the agency prioritises labour compliance and administrative guidance, whereas Immigration focuses on immigration law enforcement, including residence permit verification. These different mandates may create friction when cases involve both employment and

immigration violations. Research on foreign national supervision in Sambas Regency similarly identified sectoral ego, reluctance to share data, limited specialised training, and unequal budgetary resources. These findings indicate that implementation challenges arise not only from communication deficiencies but also from differences in institutional priorities and capacity. Effective joint supervision consequently requires clearer arrangements for handling cases that cross agency mandates, alongside coordination and information-sharing mechanisms.

Professionalism and enforcement consistency are equally important. Romadhon & Riwanto (2019) identified non-compliance by sponsors or guarantors and suboptimal law enforcement professionalism as obstacles to supervising foreign workers through TIMPORA. In East Kalimantan, these challenges are intensified by the complex and rapidly changing conditions associated with IKN development. Professionalism therefore requires officers to apply legal procedures consistently while exercising sound judgement, maintaining safety, and coordinating with other agencies in unpredictable field situations.

Overall, the characteristics of implementing agencies reveal four interconnected challenges: rigid bureaucratic structures, the need for adaptive leadership, a work culture not fully aligned with high-risk supervision, and differences in institutional orientation. The central tension lies between administrative practices that prioritise procedural compliance and field conditions that demand rapid, flexible, and risk-sensitive responses. Effective implementation therefore requires clear SOPs and formal authority alongside adaptive leadership, operational training, adequate safety arrangements, and stronger inter-agency cooperation. Organisational effectiveness ultimately depends on balancing procedural accountability with the flexibility required to supervise foreign nationals effectively in remote and rapidly developing areas.

Economic, Social and Political Conditions

Van Meter & Van Horn (1975) policy implementation model identifies economic, social and political conditions as external factors that shape the implementation environment. These conditions influence how implementing agencies translate policy standards and objectives into operational practices. In East Kalimantan, the development of the National Capital City (IKN), increasing foreign national mobility, investment activities, geographical constraints, and changing community expectations create an implementation environment characterised by competing demands. Geographical conditions are therefore considered here as contextual factors that shape the economic, social and political pressures surrounding immigration supervision, rather than as a separate variable within the original model.

Geographical accessibility presents a substantial challenge to the supervision of foreign nationals. Although the establishment of North Kalimantan Province altered the administrative geography of the region, Mahakam Ulu Regency remains a relevant border area facing

Sarawak, Malaysia. Law No. 2 of 2013 concerning the Establishment of Mahakam Ulu Regency provides the relevant legal context. East Kalimantan's extensive territory, covering approximately 127,267.52 km², and its varied topography increase the time and resources required to reach certain locations. Field findings indicate that surveillance involves challenging terrain, restricted mining areas, and unofficial ports around the IKN development area. Consequently, direct supervision is more feasible in accessible locations, whereas monitoring in remote areas depends more heavily on information from local communities, local governments, security forces, and other agencies. Geographical conditions thus influence not only the coverage of supervision but also the extent to which immigration authorities depend on external information networks.

Political conditions further complicate implementation because immigration supervision takes place alongside a national development agenda that prioritises investment, infrastructure, and project acceleration. The findings indicate that immigration officers must continue to enforce immigration regulations while operating in an environment where the success of IKN development is a major institutional priority. When enforcement involves investors, companies, project sponsors, or foreign workers employed on strategic projects, decisions may carry administrative consequences as well as potential economic and political implications. This creates competing demands: authorities are expected to uphold immigration law while ensuring that enforcement is not automatically interpreted as an impediment to development. In Van Meter and Van Horn's (1975) framework, these circumstances illustrate how the political environment can shape the practical conditions under which policy objectives are pursued.

Economic pressures are closely connected to this development agenda. The expansion of investment and construction activities has increased demand for foreign workers and specialists, creating expectations that administrative processes should support project schedules. However, the findings suggest that delays or perceived complexity in fulfilling foreign-worker documentation requirements may encourage some actors to use visitor visas as an alternative to the procedures required for employing foreign nationals. This finding should be interpreted as a reported implementation risk rather than evidence that such practices are universal. It nevertheless illustrates a tension between the economic incentive to accelerate project activities and the regulatory requirement to ensure that the purpose of entry and the activities undertaken by foreign nationals comply with immigration rules. Increased economic activity therefore does not necessarily make supervision easier; it may instead increase the volume and complexity of cases requiring verification.

Social conditions introduce another dimension of pressure. Interviews indicate that the presence of foreign workers has generated resentment among some members of the local community, particularly where foreign nationals are perceived to occupy positions that could be filled by local workers. Trade union protests concerning foreign workers in manual-labour positions demonstrate that immigration supervision is connected to broader concerns about

employment opportunities and perceived fairness. In the communities surrounding IKN, including Sepaku, rapid development and population mobility have also altered the social environment. These changes can intensify public scrutiny of foreign nationals and increase expectations that authorities respond to suspected violations. At the same time, community reports provide a potential source of information, particularly in locations that are difficult for officers to monitor directly. Public opinion therefore functions both as a source of pressure and as a potential support mechanism for implementation.

Taken together, geographical, political, economic, and social conditions generate interconnected pressures on immigration supervision. Geographical barriers increase the difficulty of direct monitoring; development priorities and investment interests create expectations of administrative speed; economic expansion increases the demand for foreign labour; and social responses raise expectations of fair employment and effective enforcement. Figure 4 summarises these relationships. The combined pressures also interact with the resource and communication constraints identified in the preceding sections: where direct coverage is difficult and inter-agency information is incomplete, implementing officers have fewer opportunities to verify activities comprehensively and must rely more heavily on available information and operational judgement.

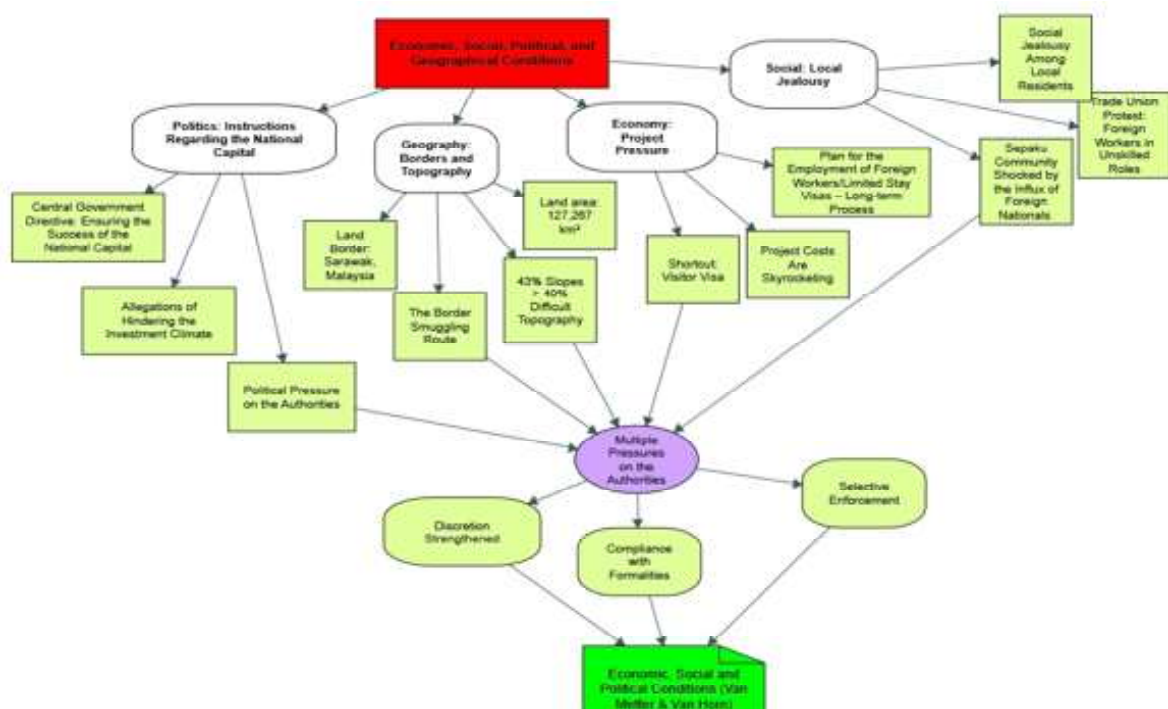


Figure 4. Analysis of Economic, Social, Political and Geographical Conditions
 Source: Compiled by the researcher using NVivo 12 Pro (Concept Map Analysis), 2026.

The findings suggest three related implementation tendencies. First, bureaucratic discretion becomes constrained when immigration officers must reconcile legal enforcement requirements with political priorities, investment interests, and community expectations. These competing pressures may encourage cautious decision-making, particularly in cases involving strategic development projects or foreign workers whose activities have economic implications. Second, selective enforcement may emerge when geographical barriers, limited resources, and incomplete information make comprehensive monitoring difficult, leading officers to prioritise cases identified through public reports, available evidence, or perceived risks. Third, formal administrative compliance may not necessarily reflect substantive compliance in the field, as valid documentation does not by itself establish whether foreign nationals' actual activities correspond to the purposes and conditions of their permits. Together, these tendencies illustrate how overlapping external pressures can narrow the practical scope of enforcement and encourage greater reliance on verifiable administrative requirements and selective interventions. These concepts are analytical interpretations derived from the findings rather than additional variables in Van Meter and Van Horn's (1975) original framework.

The theoretical implication is that the external environment does not merely provide the background to implementation; it shapes how policy standards and objectives are pursued in practice. In East Kalimantan, development priorities, economic incentives, community expectations, geographical barriers, and organisational constraints interact to influence the choices available to implementing officers. The resulting tension is that agencies are expected to maintain consistent immigration enforcement while responding to pressures for rapid development, accessible services, and socially responsive oversight. Under these conditions, implementation may become more selective and reactive, while administrative compliance becomes an observable indicator that does not always guarantee effective supervision of actual activities. This interpretation does not imply that preventive supervision has disappeared or that development priorities automatically override the law. Rather, it demonstrates how overlapping environmental pressures may constrain the exercise of bureaucratic discretion and shape the practical balance between preventive supervision, administrative verification, and enforcement.

Implementation Arrangements

The disposition of implementing officers is an important factor in understanding the implementation of foreign national supervision in East Kalimantan. Van Meter and Van Horn (1975) explain that implementation is influenced by implementers' understanding of policy objectives, their acceptance or rejection of those objectives, and the intensity of their response. The findings of this study indicate that immigration officers demonstrate a strong normative commitment to enforcing immigration law. The Head of the Intelligence and Immigration Control Section at the Class I Balikpapan Immigration Checkpoint highlighted officers' integrity,

citing the deportation of dozens of foreign workers involved in the Pertamina Refinery Development Master Plan project. Field officers similarly emphasised that law enforcement remained a non-negotiable principle, while immigration management stated that officers were expected to maintain their professional commitment despite pressure to preserve the investment climate. These findings indicate that acceptance of policy objectives and commitment to legal compliance are important factors supporting implementation.

This finding can be situated alongside Akbar et al., (2025) who applied Van Meter and Van Horn's implementation model to examine waste management in Kebon Jayanti. While their study provides a relevant application of the same theoretical framework in a different policy context, the present study focuses on the relationship between officers' commitment and their ability to sustain operational responses under structural pressure. The findings show that a positive disposition towards policy objectives does not necessarily guarantee consistent implementation. The Head of the Balikpapan Intelligence and Immigration Control Unit reported that a heavy caseload and administrative burden contributed to physical and mental exhaustion among officers. These pressures may reduce the capacity to conduct proactive surveillance and respond promptly to emerging risks without necessarily changing officers' acceptance of immigration policy. This distinction highlights the difference between commitment to policy and the capacity to translate that commitment into sustained action.

Implementers' dispositions are also tested by economic interests and external pressures. The Head of the Class I Immigration Office at the Samarinda Immigration Checkpoint described the economic significance of major development projects, while field officers reported receiving telephone calls or interventions from certain parties when passports were detained or foreign nationals were deported. These accounts indicate that enforcement decisions may be made in an environment where legal obligations intersect with investment interests and external expectations. Within Van Meter and Van Horn's (1975) framework, the economic, social, and political environment forms part of the broader context in which implementation takes place. In this study, the findings further demonstrate how such pressures may test officers' professional integrity, even when their stated orientation towards immigration law remains positive. Nevertheless, reported interventions should not automatically be interpreted as evidence that enforcement decisions were altered; rather, they illustrate the pressures surrounding the implementation process.

The gap between normative commitment and operational responsiveness is also evident in findings from the East Kalimantan Disnakertrans Labour Inspectorate. Informants associated staff shortages and operational exhaustion with a tendency, in certain circumstances, to wait for reports from the public rather than initiate proactive inspections. This pattern suggests that reduced responsiveness may represent an adaptation to limited operational capacity rather than an explicit rejection of policy objectives. Reliance on public reports can help authorities identify potential violations, but it may also limit the detection of cases that are not reported by the community. The findings therefore indicate that the intensity

of implementation depends not only on the attitudes of individual officers but also on the organisational conditions that enable them to act on their responsibilities.

Taken together, these findings point to what this study conceptualises as “commitment under capacity overload”: a condition in which implementers maintain a strong normative commitment to policy objectives but operate under structural constraints that limit their ability to translate this commitment into sustained and proactive enforcement. The concept captures the tension between individual dedication and organisational capacity, particularly when staff shortages, heavy workloads, administrative burdens, and external political or economic pressures converge. Under these conditions, officers may remain committed to legal compliance while having to prioritise immediate cases, rely on public reports, or reduce proactive surveillance. This concept is an analytical interpretation developed from the empirical findings rather than a concept originally proposed by Van Meter and Van Horn (1975). It distinguishes implementation difficulties arising from capacity limitations from those associated with negative attitudes or rejection of policy objectives.

The theoretical implication is that implementers’ dispositions must be examined in relation to the organisational and environmental conditions in which they operate. In East Kalimantan, the findings indicate that the principal challenge is not necessarily a lack of commitment to immigration law, but the difficulty of sustaining effective implementation when institutional capacity is overstretched. High officer dedication cannot, by itself, compensate for persistent resource deficits or eliminate the constraints associated with external political and economic pressures. This dynamic connects the disposition variable with the resource constraints, communication difficulties, and environmental pressures discussed in the preceding sections. Accordingly, effective implementation requires not only committed officers but also adequate organisational capacity and institutional conditions that protect lawful enforcement from undue external pressure.

CONCLUSION

This study demonstrates that the implementation of foreign national supervision in East Kalimantan is shaped not only by regulatory standards and the commitment of implementing officers but also by the interaction between resource constraints, inter-organisational coordination, and the development pressures associated with the establishment of Indonesia’s new capital, Nusantara (IKN). Although immigration regulations provide a formal basis for supervision, limited operational capacity, fragmented information exchange, and competing demands between immigration enforcement and investment facilitation can constrain consistent and proactive implementation. These findings demonstrate that implementation gaps in rapidly transforming regions cannot be understood solely as shortcomings in policy design or individual commitment; they must also be examined in relation to the institutional and developmental conditions under which policies are implemented.

The conceptual contribution of this study lies in identifying resource-constrained selective enforcement as an analytical interpretation of the findings. This concept describes a situation in which limited personnel, operational resources, and coordination capacity may lead supervisory activities to concentrate on reported violations or cases that are more readily accessible, rather than enabling comprehensive and preventive monitoring. The findings also point to development-induced implementation strain, whereby pressure to accelerate strategic development and maintain investment attractiveness creates additional demands on enforcement institutions. These concepts are proposed as context-specific analytical interpretations, rather than established constructs within Van Meter and Van Horn's (1975) original framework. They extend the application of the framework by illustrating how resource limitations and competing development priorities may interact to shape implementation outcomes in an emerging economy undertaking a major capital relocation project.

Several policy measures follow directly from these findings. First, immigration and labour authorities should establish interoperable information systems, supported by clear data-sharing protocols, defined responsibilities, and appropriate safeguards for personal data. Timely access to relevant information on foreign workers, immigration permits, and employment authorisation could strengthen risk-based monitoring and reduce delays in coordination. Second, the existing TIMPORA mechanism should be strengthened through regular joint risk assessments, shared operational priorities, and clearly documented follow-up responsibilities. In the IKN area, a dedicated inter-agency coordination or joint intelligence function involving the Nusantara Capital Authority, immigration authorities, labour agencies, and other relevant institutions could be considered, subject to legal mandates and institutional arrangements. Third, supervisory planning should be supported by adequate staffing, operational funding, mobility facilities, and monitoring technology, with particular attention to remote areas and locations associated with major development projects. These measures should be accompanied by performance indicators that assess not only enforcement outputs but also preventive coverage, coordination effectiveness, and the timeliness of institutional responses.

This study is limited by its qualitative focus on East Kalimantan and the specific context of IKN development. Its findings provide contextual explanations of implementation challenges but do not establish causal relationships or demonstrate that the identified patterns apply uniformly to other regions or countries. Future research could quantitatively assess the relationships between supervisory resources, inter-agency coordination, development pressures, and enforcement outcomes. Comparative studies of immigration and border governance in countries undertaking capital relocation or other large-scale state-led development projects would also help determine whether resource-constrained selective enforcement and development-induced implementation strain occur in different institutional settings. Such research could refine the concepts proposed here and strengthen their relevance to international debates in public administration and political science. Overall, effective foreign national supervision requires not only clear regulations and professional

commitment but also the institutional capacity and inter-agency arrangements necessary to sustain consistent enforcement amid rapid development.

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