



Analysis of the Implementation of Foreign Surveillance Policy

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Abstract

Immigration policy is an integral part of governance that aims to maintain state sovereignty and public order. In the midst of the dynamics of globalization and increasingly intensive cross-border human mobility, Indonesia faces major challenges in implementing immigration policies effectively. This article aims to analyze the implementation of the Indonesian government's policies in the field of immigration, focusing on the surveillance of foreigners as a vital instrument in ensuring national security and public order. This paper uses a descriptive qualitative approach with the method of literature study and policy analysis, this article reveals that even though the legal and institutional framework has been formed, policy implementation still faces various challenges such as inter-agency coordination, human resource capacity, and the use of information technology. These findings show the need to strengthen policy integration, synergy between actors, and digitize the immigration surveillance system. Policy recommendations are focused on institutional capacity building, immigration digital reform, and strengthening multi-stakeholder collaboration.

Introduction

Globalization accelerated by advances in transport and digital connectivity has propelled cross-border mobility to an unprecedented scale, compelling states to adopt more adaptive immigration governance. Immigration policy is an expression of sovereignty and a core public policy lever for managing movements across borders. In Indonesia's case as a strategically located archipelagic state in Southeast Asia, immigration is not merely administrative; it intersects with national security, foreign relations, and socio-economic development. The legal foundation is provided by Law No. 6/2011 on Immigration and its implementing regulations, which govern the entry and stay of both foreign nationals (WNA) and Indonesian citizens (WNI).

Indonesia's strategic position in tourism, investment, border regions, and air/sea hubs anchors its role in international mobility and fuels economic dynamism. Tourism, underpinned by rich natural and cultural endowments, drives growth, investment, and employment; sustainable models can leverage community creativity and heritage for long-term gains (Mun'im, 2022). Digital promotion especially short-form video has been effective in raising destination visibility and inbound arrivals (Bakti & Marpaung, 2024), complementing national campaigns such as Wonderful Indonesia and platforms like Indonesia.Travel (Fahrizal et al., 2022; Sihite & Nugroho, 2018). Post-pandemic revitalization strategies emphasize promotions and infrastructure upgrades (Anggarini, 2021), aligning with evidence that tourism generates foreign exchange and resilience (Minardi et al., 2020), while Indonesia's G20 presidency amplified collaboration and investment opportunities (Gunadi et al., 2024). Beyond tourism, international labor mobility shapes regional development, including in border areas (Winanto,

2016). As an archipelago, Indonesia's airports and seaports exemplified by Juanda International Airport are pivotal to seamless travel and freight (Faizah & Widagdo, 2024); digital diplomacy/marketing further cements Indonesia's attractiveness as a regional hub (Fahrizal et al., 2022; Harahap et al., 2024).

Against this backdrop, foreigners' supervision is vital to national security, public order, labor protection, and a credible investment climate. Enforcement must address visa/permit misuse and overstay while monitoring activities during stay to uphold sovereignty and integrity (Muhlisa & Roisah, 2020; Ninage & Diamantina, 2022; Rivando & Samputra, 2024; Wirata et al., 2023). Effective oversight supports public order by enabling proportionate responses to socially disruptive or criminal behaviors (Setiadi & Afrizal, 2019; Sidiqah, 2022) and helps deter the misuse of visit permits, thereby protecting local workers from unfair competition (Novella & Kadir, 2020). Clear and fair immigration enforcement also bolsters investor confidence; policy innovations such as the second-home visa can attract capital when paired with safeguards that assess social and economic impacts (Hilmy, 2022).

Recent operational data underscore heightened enforcement. In Operation Wira Waspada (15-17 July 2025), the Directorate General of Immigration inspected 2,022 foreign nationals across 2,098 checkpoints, identifying 294 (≈14.5%) alleged violations, including permit misuse, overstay, address mismatches, and fictitious sponsors. Most inspected individuals held limited stay permits (ITAS) (1,581 persons), with the largest infraction category being permit misuse (148 cases), followed by overstay (29) and fictitious sponsors (8). Earlier, a 14-16 May 2025 operation in Greater Jakarta secured 170 foreigners from 27 countries, including 25 without travel documents, 25 providing false statements, 24 using fictitious sponsors, and 10 overstayers predominantly from Nigeria, Cameroon, Pakistan, and Sierra Leone. In Semester I 2024, deportations reached 1,503 (up 135% year-on-year), administrative measures were imposed on 2,041 persons (with 73.6% culminating in deportation), immigration crime suspects rose 228% to 130 in 2024, total administrative actions (TAK) hit 5,434 (up 150%), and the watchlist expanded to 10,583 names (up 58%).

The drivers of these violations are structural and systemic. Common patterns include failure to present valid travel/stay documents, reliance on fictitious sponsors, and overstay due to limited awareness of permit validity or renewal procedures. Studies document exploitation of visa regimes e.g., using visa-free entry for unauthorized work thereby complicating enforcement (Muhlisa & Roisah, 2020; Qalandy & Syahrin, 2021) and prompting scrutiny of sanction design (Ramzy, 2024; Syahputra & Hadi, 2020). Persistent constraints insufficient resources and gaps in the legal framework limit effective responses (Muhlisa & Roisah, 2020; Sudirman & Hamzah, 2021). In border regions, challenges intertwine with transnational crimes such as human trafficking and drug smuggling, notably along corridors with intense cross-border flows (Akbar et al., 2024; Elyta, 2020; Simanjuntak, 2024). Globalization's facilitation of both licit and illicit mobility heightens the need for robust interagency and cross-border cooperation (Andre & Yusuf, 2024; Dhafasha et al., 2021; Hartono & Bakharuddin, 2023; Herdayatamma, 2021).

At the same time, human rights considerations are integral to legitimate and sustainable enforcement. Immigration control must balance security and public safety with the rights of migrants and refugees, ensuring due process and proportionality (Agustinningrum et al., 2023; Alunaza et al., 2022). While existing frameworks guide practice, continual updates are needed to reflect evolving geopolitical realities and to avoid rights shortfalls (Herdayatamma, 2021; Thontowi, 2018). In practical terms, this implies calibrated enforcement targeted, intelligence-led, and risk-sensitive paired with transparent procedures and accessible remedies.

Despite a comprehensive regulatory framework, implementation gaps remain visible: uneven policy communication, limited data interoperability, variable interagency coordination, and constraints in technology and human resources. Street-level enforcement around unauthorized work, permit misuse, and foreigner involvement in crime reveals procedural seams. Strengthening multi-agency coordination (e.g., through standardized SOPs and empowered joint forums), improving information-sharing, and adopting risk-based supervision with human-rights due diligence are essential to reconcile objectives of security, order, labor protection, and investment credibility.

Against this backdrop, the present article analyzes the implementation of Indonesia's foreigner-supervision policy. It (i) maps implementation across central, local, and street-level arenas; (ii) identifies enabling and constraining factors policy communication, resources, implementer disposition, and structures/coordination; and (iii) assesses effectiveness using indicators of compliance, timeliness of action, coordination quality, and adherence to human rights standards. The study aims to contribute theoretically to policy-implementation scholarship and practically to governance improvements. The article proceeds with a literature review, methods, empirical findings, discussion with policy implications, and concludes with recommendations.

Methods

This study uses a qualitative approach with a descriptive-analytical method to examine the implementation of the Indonesian government's immigration policy, especially in the supervision of foreigners. Data was collected through literature studies from various sources, including scientific journals, policy documents, government reports, and case studies related to the implementation of immigration supervision.

The policy analysis model used in this study refers to Grindle (1980) approach to policy implementation, which includes two main components: the content of policy and the context of implementation. This analysis also pays attention to governance theory that emphasizes the importance of inter-institutional synergy and the participation of non-governmental actors in the implementation of public policies.

Results and Discussion

Legal and Institutional Framework in Indonesia

Indonesia's immigration control rests on a robust statutory foundation, centered on Law No. 6/2011 and its implementing regulations. The law mandates the Directorate General of Immigration (DGI) to conduct administrative and intelligence oversight as well as impose immigration administrative measures (TAK). Technical guidance is elaborated in Government Regulation No. 31/2013 and ministerial regulations that specify procedures for admission, stay, supervision, and sanctions. In design, this framework aims to reconcile facilitation vital for tourism, investment, and hub connectivity with border integrity and public order.

Using Grindle's (1980) implementation lens, however, the content of policy exhibits areas of ambiguity that can produce uneven application across agencies. Grey zones such as the misuse of visit visas under the guise of investment/cultural activities reveal interpretive slack and gaps in harmonization with sectoral laws. As a result, policy clarity and cross-regulatory consistency sometimes fall short of what front-line agencies need for decisive and standardized action (Grindle, 1980; Sihite & Nugroho, 2018).

The context of implementation likewise conditions outcomes. High-mobility centers (e.g., Bali and Greater Jakarta) face concentrated caseloads, but constraints in staffing, logistics, and technology adoption can blunt responsiveness. Digital systems SIMKIM, Cekal Online, M-Paspor exist, yet adoption and interoperability vary geographically (Antaraneews, 2022). In short, strong formal authority coexists with practical frictions in capacity, interagency coordination, and end-to-end data use frictions

that are magnified by Indonesia’s intensifying international mobility in tourism and investment (Bakti & Marpaung, 2024; Fahrizal et al., 2022; Mun’im, 2022; Sihite & Nugroho, 2018).

Table 1. Legal Institutional Readiness and Gaps

Dimension	Current Provision/Practice	Gap/Issue Observed
Statutory basis	Law No. 6/2011; PP No. 31/2013	Some provisions interact ambiguously with sectoral rules
Mandate & powers	DGI: admin & intelligence oversight; TAK	Loopholes exploited (e.g., visit visa misuse)
Implementing regs	Ministerial rules operationalize supervision	Overlap/multi-interpretation across agencies
Digital systems	SIMKIM, Cekal Online, M-Paspor	Uneven adoption; limited interoperability
Human resources	Concentration of WNA in hubs (Bali, Jabodetabek)	Staffing & logistics constraints in hot spots
Mobility context	Tourism/investment growth; hub development	Adds volume/complexity to supervision

Table 1 synthesizes the formal strength of Indonesia’s framework with operational bottlenecks. The juxtaposition of clear legal mandates and uneven technological/coordination capacity explains why implementation can lag in high-pressure locales despite adequate rules on paper.

Policy on Foreigners’ Supervision: Content vs. Context

At the policy level, foreigners’ supervision is comprehensive in scope but remains administratively oriented, offering limited operational direction for cross-sectoral coordination at the street level. While Law No. 6/2011 and PP No. 31/2013 establish core processes, the addition of newer rules (e.g., Ministerial Regulation No. 2/2025 on Foreigners’ Supervision and TAK) can create overlap or interpretive divergence among agencies, diluting accountability and slowing local execution (Grindle, 1980; Sihite & Nugroho, 2018).

On the context side, the adequacy of resources and the thickness of inter-organizational ties matter just as much as policy design. Evidence from various provinces indicates that implementation teams face shortfalls in personnel, technical capacity, and logistics, leading to sporadic rather than systematic supervision. Although the DGI has rolled out APOA and SIMKIM, adoption remains uneven and data are not yet integrated across population registries, labor databases, and law-enforcement systems (Antaranews, 2022).

Consequently, outcomes hinge on how well content and context are aligned. Where political will is thin and interests diverge between vertical agencies and local governments, coordination frays (Grindle, 1980). In such settings, familiar risks reemerge: visa/permit misuse, overstay, and unauthorized work, with downstream effects on social order and local economies. Given Indonesia’s ambition to remain attractive for tourism and investment while preserving security and fairness in the labor market, a risk-based, rights-sensitive supervisory model is needed to reconcile facilitation and control (Anggarini, 2021; Minardi et al., 2020; Mun’im, 2022).

Table 2. Implementation Challenges and Their Implications

Aspect	Challenge Identified	Likely Consequence
Policy coherence	Overlap/multi-interpretation across rules	Inconsistent local enforcement
Cross-sector coordination	Weak operational direction for joint action	Sectoral, episodic supervision
Data integration	APOA/SIMKIM not fully linked to civil registry, labor, police	Missed detections; slow case handling
Resource sufficiency	Limited staff/logistics in high-demand areas	Enforcement backlogs

Community engagement	Low public reporting/participation	Late identification of violations
Legal clarity on misuse	Sanction design & guidance unevenly understood	Persistent visa abuse/overstay

Table 2 links systemic frictions (coherence, coordination, data, capacity) to practical consequences (inconsistency, delays, persistent abuse). The pattern indicates that governance plumbing especially interop data and joint SOPs drives real-world performance at least as much as statutory design

The Foreigners' Supervision Team (TIMPORA)

TIMPORA is the core inter-agency vehicle for aligning DGI, TNI/Polri, labor offices, and local governments. Its effectiveness varies by locality: some jurisdictions convene regular coordination meetings and joint operations; others maintain largely administrative forums with limited field impact (Nugroho & Yudhistira, 2023). The variance suggests that mandate alone is insufficient; operational routines, resourcing, and shared metrics are essential for TIMPORA to function as a tactical as well as strategic node.

A persistent constraint is data interoperability. Immigration records are not yet seamlessly connected with civil registration (Dukcapil), labor systems, and police databases, creating blind spots in detecting overstay, fictitious sponsorship, and unauthorized work. Comparative governance benchmarks (e.g., OECD, 2020) underscore that modern immigration systems rely on interoperable, multi-agency data. Regionally, Indonesia's commitments under ASEAN including the AFMN and agreements on transboundary migration push toward facilitation for professionals, even as national security considerations demand calibrated filters (World Bank, 2021).

Operationally, visa-scheme vulnerabilities (e.g., use of VoA or visa-free entry to work informally) signal the need to refine selection and post-arrival supervision. A risk-based reporting regime prioritizing high-risk profiles, sectors, and localities could focus limited resources where expected gains are highest, especially in tourism hubs and border regions (Fahrizal et al., 2022; Faizah & Widagdo, 2024; Harahap et al., 2024). Strengthened domestic international cooperation is also essential to address the overlap with transnational crime (Andre & Yusuf, 2024; Hartono & Bakharuddin, 2023).

Table 3. TIMPORA Performance and Cross-Border Commitments

Domain	Current Status (as reported)	Gap/Need
Coordination intensity	Active in some regions; administrative in others	Standardize joint routines & metrics
Joint operations	Conducted episodically	Make risk-led & periodic
Data sharing	Partial links with Dukcapil/Kemenaker/Police	Build interoperable, multi-agency systems
ASEAN commitments	AFMN & mobility facilitation in principle	Bureaucratic resistance in practice
Visa scheme integrity	VoA/visa-free occasionally misused for work	Tighten screening; post-arrival risk reporting
High-mobility hubs	Bali, Greater Jakarta, major airports/ports	Targeted staffing & analytics

Table 3 shows that TIMPORA's uneven operationalization and data silos are the main drag on performance. Aligning coordination routines with risk-led operations and hard-wiring interop data would help reconcile ASEAN facilitation goals with Indonesia's security and labor-market protections.

Conclusion

Indonesia's foreigners-supervision regime stands on a strong statutory base centered on Law No. 6/2011 and PP No. 31/2013 yet implementation outcomes remain uneven because the content of policy and the context of implementation are not fully aligned. Ambiguities and

overlap across instruments, capacity constraints in high-mobility hubs, fragmented data systems, and variable inter-agency coordination (including TIMPORA performance) create operational seams that allow visa/permit misuse, overstays, and unauthorized work to persist. Recent enforcement surges (e.g., joint inspections and higher TAK/deportation counts) indicate institutional responsiveness, but they also reveal a reactive posture that is costly and difficult to sustain. To balance facilitation for tourism, investment, and hub connectivity with national security, public order, labor protection, and human-rights due process, Indonesia needs a shift toward risk-based, intelligence-led, and rights-sensitive implementation.

Prioritize a coherence agenda that (1) harmonizes regulations and issues joint SOPs across immigration, labor, police, and local governments, and (2) installs a national interoperable data layer linking SIMKIM/APOA with civil registry and labor databases using unique identifiers, audit trails, and privacy safeguards. Strengthen TIMPORA through minimum operating standards (cadence of meetings/operations), shared KPIs (time-to-action, compliance rates, data-match hit rates), and targeted resourcing for Bali, Greater Jakarta, and border corridors. Adopt post-arrival risk screening and reporting focused on vulnerable visa classes (e.g., visa-free/VoA) and high-risk sectors, coupled with proportionate, well-calibrated sanctions and clear remediation pathways. Invest in human capital (investigative methods, digital literacy, human-rights due diligence), expand community/industry reporting channels, and publish a transparent supervision dashboard to build deterrence and investor confidence. Finally, deepen cross-border cooperation (ASEAN and bilateral MOUs) for intelligence sharing and joint operations, and embed continuous monitoring-evaluation so pilots (e.g., risk scoring, e-sponsor verification) can be scaled on evidence, not anecdote.

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