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Misuse of Limited Stay Permits (ITAS) for Foreign Investors from the Perspective of National Resilience: A Case Study of the Special Region of Jakarta in 2025

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Abstract
The increasing flow of foreign investment and the relative ease of obtaining Limited Stay Permits for Foreign Investors (ITAS Investor) generate significant economic benefits, yet they also open up vulnerabilities to residence-permit misuse that can affect investment quality, security, and national resilience. This study analyzes the patterns of Limited Stay Permits for Foreign Investor misuse in the Special Region of Jakarta, evaluates the immigration supervision system currently in place, and formulates an intelligence-based supervision strategy framed as a competitive early-warning mechanism. It uses a qualitative approach built on a single-case design with embedded units of analysis, following Yin. Data were collected through in-depth interviews with sixteen key informants, document study, and immigration enforcement records, then analyzed thematically through source triangulation. The findings show that Limited Stay Permits for Foreign Investor misuse follows a technical-organizational pattern marked by a gap between administrative formality and actual business realization, together with a socio-functional pattern involving investors, sponsoring companies, agents, and intermediary networks in activities inconsistent with the permit granted. The supervision system is supported by partial document integration, field inspections, foreigners supervision team, and joint operations, yet it still struggles with weak substantive verification and reactive post-issuance monitoring. The study proposes a competitive early-warning model built around risk identification, intelligence monitoring, and management action, aimed at safeguarding investment quality and strengthening Indonesia's national resilience.

INTRODUCTION

Indonesia has actively pursued policies to open up foreign investment since 2020 through the Job Creation Law, which simplified the bureaucracy surrounding foreign-investment residence permits, and this push was later reinforced by the 2024 Golden Visa policy, which broadened the range of entry permits available to foreign nationals (Kemenko Perekonomian RI, 2020; Kemenimipas RI, 2025). Golden Visa and the Limited Stay Permit for Foreign Investors (ITAS Investor) are, however, distinct instruments: the Golden Visa is aimed at attracting investors and global talent at a macro level, whereas Investor is an immigration-administrative instrument tied to a specific investment activity carried out through a Foreign Direct Investment company. This study focuses on Limited Stay Permit for Foreign Investor rather than the Golden Visa.

This easing of investment rules has had a considerable impact: national investment realization reached roughly IDR 1,931.2 trillion in 2025, with Foreign Direct Investment contributing about IDR 900.9 trillion (BKPM, 2026). The number of Limited Stay Permit for Foreign Investor permits issued in the Special Region of Jakarta rose sharply, from just 3 in

2020 to 10 (2021), 261 (2022), 2,688 (2023), 5,096 (2024), and 5,839 in 2025 (Directorate General of Immigration, 2025). Yet this same ease of access has opened new vulnerabilities. Global research shows that Residence-by-Investment (RBI) schemes are prone to being exploited without any genuine investment commitment (Surak & Tsuzuki, 2021), a risk that has manifested abroad as organized-crime networks in Turkey, breaches of capital commitments in Canada, and a citizenship-for-fugitives scandal in Vanuatu (FATF/OECD, 2023).

Weak data integration between the Investment Activity Report/LKPM, managed by the Ministry of Investment/BKPM and regional investment offices, and the immigration database maintained by the Directorate General of Immigration means that verification of actual investment realization is still not fully integrated, leaving investors able to retain their residence permits even when they have not met their investment commitments. Deportation data for 2024 show that the Special Capital Region of Jakarta and Bali recorded the highest numbers of deportation cases involving holders of the Limited Stay Permit for Foreign Investors, with 58 and 46 cases, respectively. These findings are consistent with the results of the Wira Waspada joint operation conducted by the Directorate General of Immigration and the Ministry of Investment/BKPM since late 2024, which identified fictitious foreign-owned companies as a recurring pattern of investor permit misuse (Directorate General of Immigration, 2025).

This issue cannot be treated as a purely administrative matter. From a national-resilience perspective, the misuse of investment-based residence permits qualifies as a non-traditional threat rooted in weaknesses in state governance over the mobility of foreign nationals (Lazuardi & Yudhoviranto, 2023). Rather than threatening the state through armed force, this form of misuse gradually weakens state capacity by creating economic distortions, facilitating shell-company practices, and exploiting regulatory gaps. These findings highlight the need to shift immigration supervision from a reactive administrative approach to an intelligence-based model that integrates pattern analysis, vulnerability analysis, and Competitive Early Warning into a more proactive supervisory framework.

A related pattern can be seen in the profile of foreign workers accompanying Chinese investment in strategic industrial sectors, which has grown markedly in recent years (Zhang & Pang, 2025). Existing studies have identified persistent limitations in Indonesia's oversight of foreign labor, including weaknesses in databases and mechanisms for monitoring cross-border worker mobility (Sridadi et al., 2020). These findings support the need to strengthen intelligence-based supervision throughout the Limited Stay Permit for Foreign Investors process.

The study addressed three research questions: (1) What patterns of Limited Stay Permit for Foreign Investor misuse can be identified in the Special Capital Region of Jakarta through pattern analysis? (2) To what extent does the current immigration supervision system address the threat of such misuse? (3) How can an intelligence-based immigration supervision strategy be formulated using the Competitive Early Warning framework? This study sets out to analyze the patterns of Limited Stay Permit for Foreign Investor misuse, assess the immigration supervision system now in place, and propose an intelligence-based supervision strategy capable of detecting and preventing Limited Stay Permit for Foreign Investor misuse while strengthening national resilience in managing investment flows and the mobility of foreign nationals.

This study rests on four interlocking theoretical foundations. The first concept is pattern analysis, developed by Hall and Citrenbaum (2010), which assumes that social phenomena exhibit recurring patterns that can be analysed through four dimensions: technical patterns, referring to data and documentary evidence; social patterns, reflecting relationships among actors; functional patterns, referring to the activities performed; and organizational patterns, referring to institutional structures. Hall and Citrenbaum (2010) further describe deviations from otherwise stable patterns as observables, or anomaly indicators that may provide early signals of potential violations. They also introduce the concept of pattern decay to explain how methods of misuse evolve in response to supervisory measures. The second foundation is Prunckun's (2019) vulnerability analysis, which frames vulnerability as a condition in which an asset carries an exploitable gap. The degree of vulnerability is shaped by the interplay of three variables: attractiveness, defined as the relative appeal of the target; ease of attack, reflecting the extent to which the permit can be exploited because of weak verification and fragmented data; and impact, referring to the economic, security, and social consequences of permit misuse.

The third concept is Gilad's (2003) Competitive Early Warning (CEW), which provides an early detection framework consisting of three cyclical stages: risk identification, defined as the process of identifying driving factors and blind spots; intelligence monitoring, referring to the continuous monitoring of weak signals and anomalies; and management action, referring to the translation of analytical findings into strategic responses. Gilad further argues that organizational failure is more often caused by an inability to recognize changes in the strategic environment, particularly blind spots, than by a lack of data. This framework is complemented by the technical-operational Early Warning System (EWS), which supports administrative oversight (Meissen & Voisard, 2010).

The fourth concept is national resilience. Hanita (2023) defines national resilience as the state's dynamic capacity to respond to both traditional and non-traditional threats through the interaction of multiple national dimensions. This study adopts the resilience perspective of Holling and Gunderson (2012), which conceptualizes resilience as an adaptive cycle comprising three interrelated capacities: absorptive capacity, defined as the ability to absorb disturbances without losing core functions; adaptive capacity, referring to the ability to adjust policies and procedures in response to changing conditions; and transformative capacity, referring to the ability to restructure the supervisory architecture in response to emerging challenges. The study's conceptual framework integrates four complementary concepts. Pattern analysis identifies regularities in modes of misuse, vulnerability analysis explains why these patterns recur, Competitive Early Warning translates analytical findings into strategic action, and national resilience provides a framework for assessing their impact and the state's capacity to respond.

METHOD

Research Design

This study employed a qualitative case study design based on Yin's (2018) framework to examine the misuse of the Limited Stay Permit for Foreign Investors and vulnerabilities in Indonesia's immigration supervision system. A case study was considered appropriate because the research sought to explain how misuse occurred, why supervisory vulnerabilities enabled it, and how intelligence-based supervision strategies could be developed within a real-world context.

The research adopted a single-case design with embedded units of analysis (Yin, 2018). The case focused on the misuse of the Limited Stay Permit for Foreign Investors in the Special Capital Region of Jakarta, selected because of its role as Indonesia's primary investment centre and the presence of significant empirical indicators, including the increasing issuance of investor permits, fictitious foreign investment companies, and immigration violations. The embedded units of analysis comprised patterns of permit misuse, vulnerabilities in the immigration supervision system, and intelligence-based early detection mechanisms.

Research Location and Time

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

Data Collection Techniques

This study adopted a qualitative case study design with an exploratory orientation to examine patterns of misuse of the Limited Stay Permit for Foreign Investors and vulnerabilities in Indonesia's immigration supervision system. Quantitative data were used only to support the interpretation of qualitative findings rather than to develop a statistical model. The analysis focused on understanding threat patterns, supervisory vulnerabilities, and strategies for strengthening intelligence-based immigration supervision.

Data were collected through in-depth interviews, document analysis, and field observations (Yin, 2018). Following Flick's (2018) multiple-perspective approach, evidence was gathered from stakeholders representing different institutional perspectives, including immigration authorities, investment institutions, law enforcement agencies, academics, and foreign investors. Combining these perspectives with documentary and observational evidence strengthened the credibility of the findings through data triangulation.

Data were gathered through three main techniques: in-depth interviews, document study, and observation. Interviews were conducted with sixteen informants using a 360-degree approach, drawing on the Directorate of Immigration Intelligence, Regional Offices, Immigration Offices (West, South, East, Central, and North Jakarta, Tanjung Priok, and Soekarno-Hatta), the Ministry of Investment/BKPM, the Jakarta Investment Board and One Stop Services/DPMPTSP, representatives of foreign-owned companies and sponsors, company-registration agents, foreign nationals holding Limited Stay Permit for Foreign Investor, academics, and local business actors. The document study covered regulations, official reports, and 2025 deportation data from the Directorate General of Immigration, while observation was used to understand the empirical conditions of supervisory practice in the field.

This study has certain limitations. The deportation data include only deportation cases and therefore do not capture other forms of immigration administrative action, leaving some cases undetected. In addition, because the study focuses on the Special Region of Jakarta in 2025, the findings should be interpreted as an analytical rather than a statistical generalization.

Data Analysis Techniques

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

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

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

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

Interview data were analysed using thematic coding guided deductively by the theoretical framework of pattern analysis, vulnerability analysis, and Competitive Early Warning (CEW). Using the node feature, the data were organised into analytical categories, including misuse patterns, system vulnerabilities, and early detection mechanisms. The analysis employed three coding stages: open coding, axial coding, and selective coding, as analytical techniques rather than as a grounded theory methodology. These stages were used to organise interview data, identify relationships among codes, and develop themes aligned with the research objectives and conceptual framework.

Open coding identified key meanings within the interview data, axial coding established conceptual relationships among related codes, and selective coding integrated these into themes that addressed the research questions. The coding process supported systematic data reduction, categorisation, and interpretation without seeking to generate new substantive theory.

Given the sensitivity of foreign investment supervision and permit misuse, the study recognised the possibility of incomplete or inaccurate information from participants. To enhance the credibility of the findings, data were validated through source triangulation, document triangulation, comparisons across institutions, and confirmation with regulations, official reports, and published case patterns.

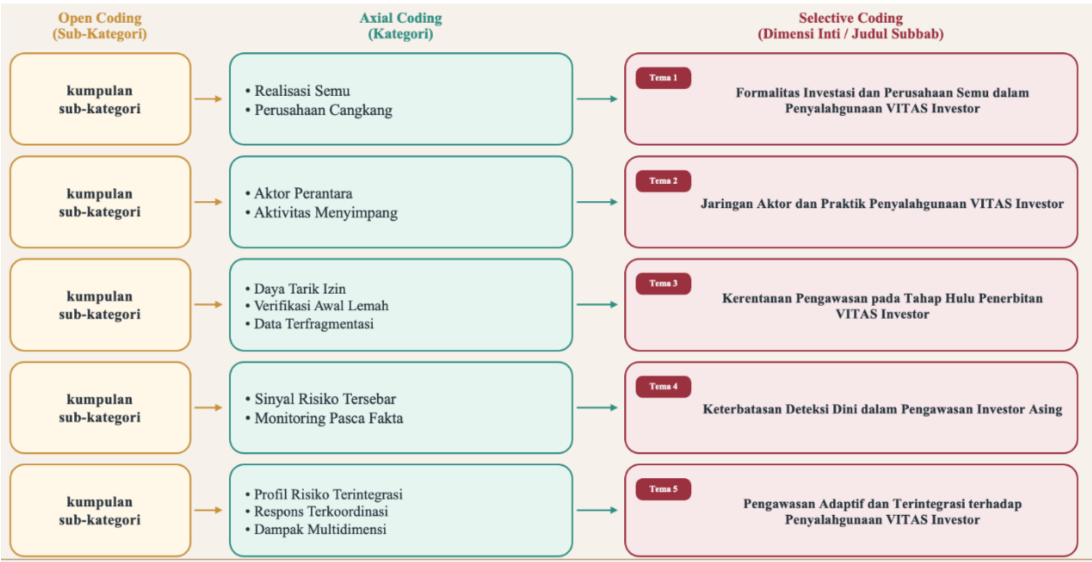

Figure 1. Visualization of Coding Research Results
Source: Author's analysis based on coding results from in-depth interviews with research informants (2026)

Figure 1 presents the coding framework developed from the interview data. It illustrates how sub-categories identified through open coding were organised into analytical categories during axial coding and subsequently integrated into five overarching themes through selective coding. These themes provide the analytical basis for examining patterns of misuse of the

Limited Stay Permit for Foreign Investors, vulnerabilities in the immigration supervision system, and strategies for strengthening intelligence-based supervision within the Competitive Early Warning framework. The following section presents the findings according to these five themes, supported by data triangulation from multiple sources.

RESULTS AND DISCUSSION

National Trends in The Deportation of Foreign National for the Misuse of Foreign Investment Limited Stay Permits in Indonesia 2025

Directorate General of Immigration data record 279 deportation actions related to Limited Stay Permit for Foreign Investor misuse nationwide throughout 2025, peaking in March (62 cases) and rising again in October–November. This monthly pattern suggests that the misuse is not incidental but follows a recurring tendency well suited to examination through pattern analysis.

Month	Number
January	18
February	42
March	62
April	37
May	13
June	8
July	10
August	13
September	11
October	25
November	23
December	17
Total	**279**

Table 1. Immigration Administrative Actions (Deportation) for ITAS Investor Misuse, 2025
Source: Directorate General of Immigration, 2025 (reprocessed by the authors)

Beyond the monthly distribution, these 279 deportation actions can be broken down further by handling unit, by district within the Special Region of Jakarta, and by the nationality of the foreign nationals involved, as shown in Tables 2 through 4, to clarify the institutional and demographic patterns behind Limited Stay Permit for Foreign Investor misuse.

No	Office	Number
1	Directorate General of Immigration	106
2	Tangerang Special Class I Non-Checkpoint Immigration Office	35
3	Ngurah Rai Special Class I Checkpoint Immigration Office	16
4	West Jakarta Special Class I Non-Checkpoint Immigration Office	13
5	Soekarno-Hatta Special Class I Checkpoint Immigration Office	11
6	Bekasi Class I Non-Checkpoint Immigration Office	11
7	Denpasar Immigration Detention Centre	11
8	South Jakarta Special Class I Non-Checkpoint Immigration Office	10
9	Mataram Class I Checkpoint Immigration Office	8
10	Denpasar Class I Checkpoint Immigration Office	6
11	Other immigration offices	52
	Total	**279**

Table 2. Distribution of ITAS Investor Deportations by Handling Office, 2025
Source: Directorate General of Immigration, 2025 (reprocessed by the authors)

Table 2 shows that 106 of the 279 deportation actions were handled directly by the Directorate General of Immigration through national operations or cross-regional handling, while the remainder were processed by individual immigration offices and detention centers according to their own supervisory jurisdiction, meaning the figures in each row are mutually exclusive. The concentration of cases at the Tangerang, Ngurah Rai, West Jakarta, and Soekarno-Hatta offices suggests that areas with high investment intensity and foreign-national mobility carry a correspondingly greater level of risk. This institutional-level distribution of enforcement actions should therefore be distinguished from the geographic distribution of where the violations actually occurred, to avoid misreading the data.

No	Office	Number
1	West Jakarta Special Class I Non-Checkpoint Immigration Office	13
2	Soekarno-Hatta Special Class I Checkpoint Immigration Office	11
3	South Jakarta Special Class I Non-Checkpoint Immigration Office	10
4	North Jakarta Class I Checkpoint Immigration Office	2
5	Tanjung Priok Class I Checkpoint Immigration Office	2
6	Central Jakarta Class I Non-Checkpoint Immigration Office	1
7	East Jakarta Class I Checkpoint Immigration Office	1
	Total	**40**

Table 3. Distribution of ITAS Investor Misuse Cases in the Special Region of Jakarta, 2025
Source: Directorate General of Immigration, 2025 (reprocessed by the authors)

The Special Region of Jakarta recorded a total of 40 cases spread across seven immigration offices, with West Jakarta, Soekarno-Hatta, and South Jakarta as the three offices with the highest caseloads. Although the Tangerang office individually recorded the highest number of cases nationwide (35 cases), this finding confirms that at the provincial scale Jakarta remains the area with the largest accumulation of cases overall, consistent with its position as the seat of government, the hub of national economic activity, and the region with the highest concentration of foreign-owned companies in Indonesia. Jakarta therefore stands out as both the epicenter of Limited Stay Permit for Foreign Investor issuance and the epicenter of its misuse nationally.

No	Country	Number
1	People's Republic of China	69
2	Pakistan	46
3	Russia	33
4	India	17
5	Canada	9
6	South Korea	8
7	Ukraine	6
8	United States	5
9	Nigeria	5
10	Spain	5

Table 4. Distribution of ITAS Investor Deportations by Nationality, 2025
Source: Directorate General of Immigration, 2025 (reprocessed by the authors)

The nationality data in Table 4 are dominated by the People's Republic of China, Pakistan, and Russia, a pattern that holds fairly consistently within Jakarta itself, where China

(16 cases) and Pakistan (9 cases) again lead. These figures reflect only the cases that were detected and acted upon, not a true measure of the propensity to offend, since the study lacks data on the total number of active Limited Stay Permit for Foreign Investor holders per nationality to use as a denominator. The presence of nationals from high-income countries such as Canada, the United States, and Spain in the deportation data further indicates that misuse is not solely tied to economic conditions in the country of origin, but is shaped more by incentives built into the design of the permit itself, such as the length of stay it allows and the access it grants to conduct business activity. Country of origin should therefore be treated only as a preliminary signal, one that needs to be combined with other indicators, such investment realization, Investment Activity Report/LKPM compliance, and the validity of the company's registered address, before it can serve as a basis for risk classification.

Thematic analysis of the sixteen interview transcripts yielded five main themes. The first is investment formality versus sham companies: a recurring gap emerged between administrative documentation and the substance of actual business activity, reflected in late or missing Investment Activity Report/LKPM reports, zero investment realization, capital not deposited as stated in the deed of incorporation, uniform share values across shareholders (typically IDR 10–15 billion), and repeated use of a single virtual-office address by multiple companies. These indicators are not treated as automatic proof of a violation but as risk signals that warrant further investigation through document review and field inspection.

The second theme concerns actor networks and misuse practices: misuse is rarely an individual investor's decision alone but instead involves relationships among investors, sponsoring companies, document-processing agents or brokers, notaries, and foreign-national community networks. The study also found that some investors had shifted from ownership, oversight, and managerial responsibilities to day-to-day operational work, staff recruitment, or direct trading. These activities were assessed based on the actual functions performed rather than the position stated in the company deed.

The third theme is upstream supervisory vulnerability. The characteristics of the Limited Stay Permit for Foreign Investors, including its relatively long period of stay, renewable status, and limited administrative requirements, may create opportunities for misuse when self-declared information and business risk classification at the application stage are not supported by substantive verification. Vulnerability also arises from the fact that a foreign national's residence, the company office, and the actual investment project site often fall under different jurisdictions, which complicates cross-regional verification.

The fourth theme is the limits of early detection: supervision still relies heavily on officers' manual analysis, public reports, and reactive joint operations, since no system yet automatically links risk parameters, investment data, and immigration data to generate inspection priorities. The fifth theme is the need for adaptive, integrated supervision: informants consistently pointed to cross-agency data integration, stronger risk analysis, and closer Foreigners Supervision Team/TIMPORA coordination as the main direction for reform, while also stressing that misuse of investor status can undercut the competitiveness of small and medium enterprises and cause a loss of state revenue whenever the activity being carried out should properly have gone through the employment-permit pathway instead.

Regulation No. 5 of 2025 issued by the Minister of Investment and Downstreaming/Head of BKPM stipulates that a foreign-owned company is classified as a large enterprise once its total investment value, excluding land and buildings, exceeds IDR 10,000,000,000, with paid-up or subscribed capital of at least IDR 2,500,000,000. This requirement is directly relevant to the study's findings because a company may declare an investment plan exceeding IDR 10 billion without substantively realizing it. This supervisory risk is further highlighted by Ministerial Regulation No. 11 of 2024, which requires companies to report their bank account information to the immigration office within 90 days after the Limited Stay Permit for Foreign Investors is issued. Failure to meet this obligation is one of the earliest indicators officers use to trace whether an investor is actually complying with the required investment commitment.

Patterns of Limited Stay Permit for Foreign Investor Misuse from a Pattern-Analysis Perspective

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

Investment Formalities and Shell-Companies as Technical-Organizational Patterns

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

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

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

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

Intermediary Networks and Deviant Activities as Social-Functional Patterns

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

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

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

Current Immigration Surveillance System on the Threat of Misuse of Foreign Investment Limited Stay Permit

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

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

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

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

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

The four patterns form a series. A network of intermediaries connects potential investors with the process of establishing a company, the company provides a legal basis for applying for a visa, administrative documents are used to meet the requirements, while after the permit is issued there is not always any real investment activity. The misuse of Limited Stay Permit for Foreign Investor is not a stand-alone violation, but a systematic pattern involving documents, actors, company structures, and licensee activities. This sequence demonstrates that permit misuse is facilitated through interconnected administrative and operational processes rather than isolated acts.

Supervisory Vulnerability at the Upstream Stage of Limited Stay Permit for Foreign Investor Issuance

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

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

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

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

Limitations of Post-Issuance Early Monitoring and Detection

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

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

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

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

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

The vulnerability of the Limited Stay Permit for Foreign Investors supervision system arises from three interrelated factors: the attractiveness of the permit, the ease of exploiting administrative loopholes, and the potential impact of such misuse. The permit is attractive because it enables foreign nationals to obtain legal residence through ownership or executive positions in foreign-owned companies. This attractiveness is further reinforced by the availability of sponsors and intermediaries who facilitate company establishment and permit applications.

Regarding ease of attack, the main vulnerability lies in a verification process that remains largely document-oriented. Company deeds, Business Identification Numbers/NIB, bank statements, shareholding structures, and business addresses do not necessarily reflect genuine investment activities. Fragmented data across Immigration, the Ministry of Investment/BKPM, tax authorities, and employment agencies further limits the timely identification of risk indicators, while limited field inspections and post-permit monitoring reduce the effectiveness of supervision.

The potential impact extends beyond immigration violations. Misuse of the Limited Stay Permit for Foreign Investors may facilitate non-genuine investments, reduce potential state revenue, distort fair business competition, enable labour-related violations, and create opportunities for transnational criminal actors. These consequences extend beyond immigration administration and have broader implications for economic governance, regulatory integrity, and national resilience. These conditions indicate a high level of system vulnerability, as the permit offers substantial benefits to offenders, is relatively easy to exploit, and can generate multidimensional risks. These consequences extend beyond immigration administration and have broader implications for economic governance, regulatory integrity, and national resilience by undermining investment credibility, weakening institutional oversight, and increasing opportunities for regulatory abuse across multiple sectors.

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

Table 5. Vulnerability Analysis of Limited Stay Permit for Foreign Investor Monitoring System

Source: Processed research data, 2026

Table 5 shows that the vulnerability of the Limited Stay Permit for Foreign Investors supervision system arises from the interaction of three reinforcing dimensions. First, the permit has a high level of attractiveness because it provides relatively easy access to legal residence through the establishment of foreign-owned companies, creating strong incentives for misuse. Second, administrative verification remains focused on document completeness rather than the substantive verification of investment activities, allowing shell companies and formal documentation to satisfy regulatory requirements despite the absence of genuine investment.

Third, the consequences of such misuse extend beyond immigration violations, affecting economic governance, fair business competition, security, and social resilience. Viewed together, these findings indicate that system vulnerability is not driven by a single weakness but by the interaction between attractive regulatory incentives, exploitable supervisory gaps, and multidimensional impacts that reinforce one another..

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

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

Risk Identification through Integrated Investor and Corporate Risk Profiles

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

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

Intelligence Monitoring through Data Interoperability and Layered Verification

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

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

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

Management Action through Foreigners Supervision Team/TIMPORA, Proportional Response, and Case Learning

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

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

Each verified case should contribute to institutional learning. Audit findings should be systematically translated into updated risk indicators, standard operating procedures, training programmes, and data-sharing mechanisms. Post-case evaluation should therefore extend beyond internal administrative review to become a structured process for continuous system improvement. This adaptive capacity enables institutions not only to respond to identified misuse but also to continuously refine supervisory practices as patterns of misuse evolve.

Stages	Main Activities	Key Actors and Data	Exodus
Risk Identification	Agree on risk indicators and build investor-company profiles based on a combination of data.	Immigration, BKPM, AHU, DPMPTSP, Ministry of Manpower, related sector agencies; visa data, guarantor, company structure, LKPM, data changes, results of supervision.	A score or category of risk that can be reviewed.
Intelligence Monitoring	Monitor profile changes, flagging, clarification, and multi-layered verification according to the level of risk.	Immigration office, TIMPORA, regional agencies; Company update data, investment activities, investor presence, community reports, field results.	A list of validated examination priorities and information.

Stages	Main Activities	Key Actors and Data	Exodus
Management Action Induction	Establish proportionate responses, case coordination, and post-case evaluations.	Immigration, BKPM, law enforcement officials, sectoral agencies; Minutes of events, verification results, follow-up recommendations.	Administrative or law enforcement actions as evidenced, as well as updates of SOPs and risk indicators.

Table 6. Design Competitive Early Warning for Limited Stay Permit for Foreign Investor Supervision
Source: Processed research data, 2026

Implications for National Resilience

Misuse of Limited Stay Permits (ITAS) for Foreign Investors becomes relevant to national resilience when it extends beyond isolated administrative violations and develops into a recurring pattern facilitated by intermediary networks, systemic regulatory weaknesses, and cross-jurisdictional activities. In this context, national resilience is concerned not with securitising foreign investors, but with assessing the state's capacity to manage risks arising from weaknesses in immigration governance (Lazuardi & Yudhoviranto, 2023).

Economically, the establishment of foreign-owned companies without genuine business activity creates a gap between recorded and productive investment, weakening the quality of Foreign Direct Investment and reducing the credibility of investment governance. The consequences extend beyond potential revenue loss to inefficient supervision and distorted business competition. From a security perspective, vulnerability emerges when immigration authorities cannot consistently verify the relationship between foreign nationals, sponsoring companies, residence permits, and actual business activities. Fragmented data and institutional responsibilities further limit coordinated supervision. As Hanita (2023) argues, these economic and security dimensions are inseparable because national resilience depends on the state's capacity to manage interconnected risks rather than individual sectors.

Institutionally, the fact that many cases are identified only through public reports, post-issuance inspections, or joint operations indicates that the current system remains largely reactive. Deportation and permit revocation demonstrate absorptive capacity by restoring control over individual cases, yet they do not eliminate the structural weaknesses that enable similar patterns of misuse to recur. Consequently, enforcement alone cannot ensure a resilient immigration supervision system (Holling, 1973).

Adaptive capacity develops when lessons from verified cases are systematically incorporated into updated risk indicators, standard operating procedures, and inspection priorities. Transformative capacity requires broader institutional reform, including cross-agency data integration and a shift from document-based verification to substantive verification of investment activities. Accordingly, resilience should be assessed not only by the number of deportations but also by the system's ability to reduce the recurrence of known modus operandi while maintaining effective supervision as misuse patterns evolve (Holling, 1973; Folke et al., 2010).

The Competitive Early Warning framework strengthens national resilience by enabling earlier identification of risk indicators, supporting risk-based allocation of supervisory resources, and transforming enforcement outcomes into institutional learning. Its effectiveness can be assessed through faster follow-up of risk signals, higher rates of verified alerts, stronger cross-agency data integration, and a reduction in the recurrence of similar misuse patterns.

Aspect	Absorptive Capacity	Adaptive Capacity
Theoretical definition (Holling, 1973)	The system's capacity to absorb disturbance without losing its basic function; it continues to operate despite pressure or violations.	The system's capacity to adjust on the basis of experience with disturbance, changing how it works to be better prepared for similar disturbances in the future.
Focus of response	Addressing the impact of cases that have already occurred (reactive, case-by-case).	Preventing the recurrence of the same pattern or case (proactive, systemic).
Manifestation in the findings	Deportation, residence-permit revocation, and cessation of business activity for ITAS Investor holders proven to have misused their permit.	Using case-handling outcomes to update risk indicators, SOPs, and supervisory priorities — the basis of the competitive early-warning model.
Concrete example from the data	279 national deportation actions and 40 cases in the Special Region of Jakarta (2025), most uncovered through the joint Wira Waspada operation, public reports, and field inspections.	Formulation of the three-stage risk identification, intelligence monitoring, and management action model; strengthening TIMPORA from an information-exchange forum into a collaborative-intelligence mechanism.
Link to pattern/vulnerability	Responds to the technical-organizational and socio-functional patterns after they have already formed (sham formality, already-established actor networks).	Addresses the root vulnerability at the upstream issuance stage (substantive verification, cross-agency data integration, an integrated investor-company risk profile).
Position in the resilience framework	The response stage to disturbance; sustains the basic function of the supervisory system.	The institutional-learning stage; a bridge toward transformative capacity — structural change in the supervisory architecture (Folke et al., 2010).

Table 7. Implementation of Absorptive and Adaptive Capacity in the ITAS Investor Supervision System
Source: Processed research data, 2026

Immigration supervision contributes to national resilience not through the number of deportations, but through the state's ability to sustain investment quality, ensure compliance by foreign nationals, strengthen cross-agency coordination, and continuously improve its supervisory system as patterns of Limited Stay Permit for Foreign Investor misuse evolve. A resilient immigration supervision system is therefore one that not only responds effectively to proven violations but also learns from recurring patterns, anticipates emerging risks, and adapts before similar vulnerabilities are exploited again (Holling & Gunderson, 2012). This study demonstrates that strengthening national resilience ultimately depends on transforming enforcement from a reactive function into a continuous process of intelligence-driven learning, prevention, and institutional adaptation.

CONCLUSION

The pattern of Limited Stay Permit for Foreign Investor misuse in the Special Region of Jakarta is characterized by the interaction of technical-organizational and socio-functional patterns. These include discrepancies between formal investment requirements and actual business activities, intermediary networks involving investors, sponsoring companies, and agents, and the shift of investors from managerial roles to operational work. Rather than constituting direct evidence of violations, these patterns function as composite risk indicators for intelligence-based immigration supervision.

Although the current supervision system has established mechanisms such as document integration, field inspections, Foreigners Supervision Team/TIMPORA coordination, and joint operations, important vulnerabilities remain at the permit-issuance and post-issuance stages because verification remains largely document-based and monitoring is predominantly reactive. To address these weaknesses, this study proposes a Competitive Early Warning model comprising risk identification, intelligence monitoring, and management action. The model strengthens proactive immigration supervision by supporting earlier risk detection, risk-based resource allocation, institutional learning, and cross-agency coordination without creating unnecessary barriers for compliant investors.

This study contributes by integrating pattern analysis, vulnerability analysis, Competitive Early Warning, and national resilience into a single analytical framework for immigration supervision. The proposed model offers a practical approach for strengthening oversight of investor residence permits while supporting investment quality, adaptive governance, and national resilience. Future research should validate the model across different regions and evaluate its operational effectiveness in diverse institutional settings.

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