

## Strategy for Transferring Civil Servants to the Capital City of Nusantara

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Civil Servant Relocation; Nusantara  
Capital City; Transportation  
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### ABSTRACT

This policy paper analyzes the strategy for relocating Indonesian Civil Servants (ASN) to the National Capital City of Nusantara (IKN) within the context of early-stage development and public policy dynamics. Although significant progress has been achieved in constructing core infrastructure within the Central Government Core Area (KIPP), the relocation process remains suboptimal due to regulatory uncertainty, incomplete supporting infrastructure, the absence of additional incentives, and limited individual and family readiness among civil servants. The study applies Root Cause Analysis (RCA) to identify fundamental challenges and utilizes the USG (Urgency, Seriousness, Growth) framework to prioritize policy issues. Furthermore, a grid analysis based on effectiveness, efficiency, and appropriateness criteria is conducted to determine the most strategic policy alternative. The findings indicate that the provision of integrated transportation infrastructure ranks as the top priority, obtaining the highest evaluation score and functioning as a catalyst for optimizing residential, office, social, and economic ecosystems. Reliable transportation not only accelerates asset utilization but also enhances quality of life and strengthens public confidence in the sustainability of IKN development. Therefore, accelerating ASN relocation requires a holistic strategy that integrates infrastructure readiness, regulatory certainty, and adaptive change management oriented toward family well-being.

### INTRODUCTION

The relocation of Indonesia's capital from Jakarta to the Nusantara Capital City (IKN) in East Kalimantan constitutes a national strategic policy stipulated through Law Number 3 of 2022 concerning the National Capital, as amended by Law Number 21 of 2023 (Ardani et al., 2024; Darusman, 2025; Hidayat et al., 2024; Nainggolan et al., 2025; Nugraha & Rido, 2025; Tunggaesti & Marbun, 2023). This policy does not merely relocate the administrative center of government but serves as an instrument of structural transformation aimed at promoting equitable development, reducing regional disparities, and establishing new growth centers beyond Java. The relocation of the State Civil Apparatus (ASN) is a critical component of this process, as ASN functions as the backbone of central government administration (Firdausijah, 2022; Hidayah, 2023; Nyeleker et al., 2025).

From a public policy perspective, the success of ASN relocation is influenced by equitable development outcomes, enhanced bureaucratic effectiveness, organizational readiness, and the individual preparedness of civil servants (Firdana et al., 2026; Permatasari et al., 2023; Sakti, 2025). Consequently, relocation depends not only on the construction of physical infrastructure but also on effective change management, transparent policy

communication, and comprehensive institutional support (Aldogher et al., 2025; Gbabo et al., 2023; Lafioune et al., 2023).

Amid the development process, public concerns have emerged regarding the potential for IKN to become a “ghost city.” This narrative has developed because the construction of the core government area and basic infrastructure is perceived as progressing more rapidly than the certainty of civil servant transfers, institutional relocation, and the establishment of supporting economic activities. If infrastructure development is not promptly followed by sufficient occupancy and functional activity, there is a risk of underutilization during the initial phase.

Conceptually, such challenges are common in the development of new capital cities or planned urban centers, which require time to achieve a critical mass of population and economic activity (Allam et al., 2022, 2023; Sharma & Dehalwar, 2025; Syaban & Appiah-Opoku, 2023). In the context of IKN, the issue is particularly sensitive because development is conducted in stages and requires synchronization between physical construction, regulatory frameworks, institutional relocation, and the formation of a socio-economic ecosystem. Moreover, political, fiscal, and bureaucratic dynamics—including governmental transitions and budget reallocations—have influenced public perceptions regarding the pace of relocation.

The development of IKN is structured within a long-term framework. The initial phase (2022–2024) focuses on foundational infrastructure and preparation for the initial transfer of personnel. The Attachment to Presidential Regulation Number 63 of 2022 concerning the IKN Master Plan targets the relocation of 60,000 civil servants by the end of the first phase (2024) and 100,023 civil servants by the end of the second phase (2029), including defense and security personnel and supporting-sector workers. However, limitations in office space, housing, educational facilities, and healthcare services present significant challenges in achieving these targets, particularly in light of ministerial restructuring, which has increased demands for institutional space and facilities.

Entering 2025, the relocation of ASN and TNI/Polri personnel has not been fully implemented due to suboptimal infrastructure readiness. As of mid-2025, 1,283 personnel have relocated, primarily from the IKN Authority and the Ministry of Health. The study Knowledge, Perceptions, and Attitudes of Central Government Civil Servants towards the National Capital IKN Relocation (2026) indicates that ASN generally recognize relocation as a national strategic agenda but emphasize the need for clarity regarding implementation stages, concrete institutional support, and assurances regarding family quality of life. Civil servants’ perceptions are strongly shaped by personal and professional readiness, making adaptive change management and transparent policy communication decisive factors for successful implementation.

The novelty of this research lies in its integrated, multi-method analytical design. It advances beyond descriptive analysis by employing Root Cause Analysis (RCA) to examine underlying structural factors contributing to delayed relocation. The study then applies the USG (Urgency, Seriousness, Growth) framework to prioritize identified issues systematically and objectively. Finally, it utilizes Grid Analysis based on Dunn’s (1999) policy evaluation criteria—effectiveness, efficiency, and appropriateness—to determine the most strategic policy alternative for addressing the highest-priority constraints. This step-by-step

methodological approach offers a robust and replicable framework for evidence-based decision-making in complex, large-scale public projects.

Accordingly, this study pursues three primary objectives: (1) to identify the root causes of delayed ASN relocation to IKN using RCA; (2) to prioritize these causes using the USG framework to determine the most critical bottlenecks; and (3) to evaluate and recommend the most effective, efficient, and appropriate policy alternative for accelerating relocation, particularly concerning infrastructure provision. Theoretically, this research contributes to the literature on mega-project implementation and public policy analysis by presenting a practical diagnostic and prioritization toolkit for complex governance challenges. Practically, the findings aim to provide the IKN Authority (OIKN) and the central government with a clear, evidence-based roadmap to optimize resource allocation, accelerate ASN relocation, and safeguard Indonesia's strategic investment in its new capital.

## METHOD

Before identifying the root of a problem, it is essential to comprehensively understand the context and complexity of the issue at hand. In public policy—particularly in relation to the obstacles encountered in transferring ASN to IKN—challenges are frequently multidimensional. The problems that arise are not attributable to a single factor but result from the interaction of multiple interrelated variables.

Root Cause Analysis (RCA) constitutes an effective analytical tool for examining the underlying causes of a problem, enabling the identification not only of observable symptoms but also of fundamental structural drivers. By applying RCA, policymakers can avoid solutions that are merely temporary or superficial and instead formulate strategies that are more substantial, systemic, and sustainable.

At this preliminary stage of analysis, it is crucial to clarify the issues under consideration, collect relevant and reliable data, and engage diverse stakeholders to obtain a comprehensive perspective. This process ensures that problem identification is evidence-based and reflective of practical realities. Subsequently, the RCA framework assists in mapping the contributing factors, tracing causal relationships, and isolating the root causes that require policy intervention.

Through a deeper understanding of the problem's underlying causes derived from RCA, policies can be designed not only to resolve existing constraints but also to prevent similar challenges from recurring in the future. Such an approach is particularly important in the context of ASN relocation to IKN, where strategic planning, institutional coordination, and sustainable implementation are critical to achieving optimal long-term outcomes. The following section presents the problem analysis using Root Cause Analysis (RCA):

There are no regulations and policies related to the transfer of ASN personnel to the IKN;

### 1) Key Issues:

- a. Presidential Decree on the Transfer of the Position of the National Capital has not yet been signed
- b. The Presidential Regulation on the Mechanism for the Transfer of ASN, TNI, and Polri Personnel to the IKN has not yet been ratified
- c. There is no arrangement for ASN assignment to IKN

### 2) Identify Symptoms:

- a. The unsigned Presidential Decree on the Transfer of the Position of the State Capital from Jakarta to the IKN, politically is the full authority/prerogative of the President;
  - b. The Draft Presidential Regulation on the Mechanism for the Transfer of ASN, TNI, and Polri Personnel to the IKN is currently in the discussion stage, involving cross-sectors;
  - c. The authority to regulate the mechanism for assigning ASN to the IKN is the authority of the Ministry of State Apparatus Empowerment and Bureaucratic Reform.
- 3) The Root of the Problem:
- a. The signing of the Presidential Decree on the Move of the State Capital from Jakarta to the IKN has not been carried out by the President until now because it is waiting for the readiness of the IKN ecosystem as a whole, including legislative-judicial office infrastructure, ASN housing, to basic facilities such as schools and hospitals. Based on Article 63 of Law Number 2 of 2024 concerning the Province of the Special Region of Jakarta (DKJ), Jakarta legally retains the status of the State Capital until the Presidential Decree is issued;
  - b. The preparation of the Draft Presidential Regulation on the Mechanism for the Transfer of ASN, TNI, and Polri has been prepared since 2023. Currently, the preparation process is in the finalization and harmonization stage between Ministries and Institutions (K/L);
  - c. The ASN assignment mechanism can be used as an alternative to bridge the unencumbered Presidential Regulation on the ASN Transfer Mechanism. The regulation on the temporary assignment of ASN for a certain period of time from the source agency to another agency has been determined through the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 62 of 2020 concerning the Assignment of Civil Servants to Government Agencies Outside Government Agencies. What is needed in the arrangement of ASN assignment to IKN is regarding the assignment of ASN in the same agency but moving the location from Jakarta to IKN within a certain period of time.
- 4) Stakeholders:
- a. Determination of the Presidential Decree on the Relocation of the Capital City: President of the Republic of Indonesia;
  - b. Completion of Presidential Regulation on the Mechanism for the Transfer of ASN, TNI, and Polri Personnel to IKN: IKN Authority, Ministry of PANRB, Ministry of State Secretariat;
  - c. Stipulation of Regulations on the Mechanism of Assignment of ASN to IKN: Ministry of PANRB
2. There is no comprehensive complete infrastructure;
- 1) Key Issues:
- a. Budget and Resource Limitations
  - b. Obstacles to Land Acquisition and Certification
  - c. Supply Chain and Equipment Issues (Logistics)
  - d. Construction is carried out in stages (Phase 1 facilitation)
  - e. Changes in Budget Focus and Priorities at the Ministry of Public Works.
- 2) Identify Symptoms

- a. The government is committed that the portion of financing for the development of the IKN from the State Budget is only 20%, the rest is financed by non-State Budget. The development of the IKN in phase I is carried out entirely through state budget financing. In accordance with Presidential Regulation 63 of 2022, the construction of the first phase of the IKN prioritizes the provision of basic office and residential infrastructure for ASN, TNi, and Polri personnel. For financing other supporting facilities, efforts are made using the Non-State Budget scheme;
  - b. Like infrastructure development in various parts of Indonesia, infrastructure development in the IKN still faces the problem of clear *and clean* land problems. However, the problem of land in infrastructure development in the IKN lies in the small part of the land needed. This is because the development of the IKN is located in a land area that is mostly owned by the State.
  - c. East Kalimantan has very limited resources for infrastructure development. Most construction materials are imported from Java and Sulawesi. Similarly, for the new capital city, infrastructure development materials are sourced from outside East Kalimantan..
  - d. Physical infrastructure development is carried out over multiple years to ensure better technical quality and to overcome annual budget limitations.
  - e. The Red and White Cabinet government led by President Prabowo prioritized meeting nutritional needs through the Free Nutritious Food (MBG) program. This resulted in a shift in the development focus of the Ministry of Public Works, which is implementing the first phase of the new capital city development.
- 3) Root of the Problem
- a. State budget (fiscal) constraints are a major factor. Reliance on the state budget (APBN) remains a key factor, while funding needs are substantial. The Supreme Audit Agency (BPK) noted that funding planning from the private sector, state-owned enterprises (BUMN/BUMD), and government-to-business partnership (KPBU) schemes has not been optimal.
  - b. Issues remain regarding land that has not yet been fully cleared. The Supreme Audit Agency (BPK) report states that some areas are still controlled by other parties, and the process of issuing land management rights and certification is still ongoing, hampering infrastructure development;
  - c. Considering the challenges faced in the first phase of the IKN development, the supply chain management of materials (such as crushed stone) and construction equipment was suboptimal, especially in the initial phase. Material shortages and inter-island logistical constraints hampered the pace of construction.
  - d. The government's current focus remains on providing basic infrastructure (clean water, toll roads, and core government buildings). Comprehensive infrastructure, such as social facilities, complete hospitals, and comprehensive residential areas, requires time and is implemented in stages over multiple years.
  - e. With the focus and priority policy of infrastructure development of the Ministry of Public Works and the Ministry of Housing and Settlement Areas as directed by the President, the Ministry of Public Works and the Ministry of Housing and Settlement

Areas no longer play a significant role in the development of the IKN as was done in phase I (2022-2024).

- 4) Stakeholders
  - a. Ministry of Public Works (PU)
  - b. Ministry of Housing and Settlements (PKP)
  - c. Indonesian Capital City Authority (OIKN)
3. There is no policy yet to provide incentives or additional allowances for ASN who move to the IKN.
  - 1) Main Problem
    - a. The main problem with the lack of regulations governing the provision of incentives or additional benefits for civil servants relocating to the new capital city is the significant fiscal burden of paying civil servant salaries and benefits through the current state budget. The additional costs of providing incentives for civil servants relocating to the new capital city will significantly burden the state budget.
  - 2) Identify Symptoms
    - a. Civil servants believe that the burden of relocation (double living costs, children's education costs, family transportation, and the potential for reduced living comfort) is not commensurate with a fixed income structure.
  - 3) Root of the Problem
    - a. Additional incentive policies require fiscal and budgetary approval from the state. Caution is needed in establishing new benefit schemes due to the long-term implications for the state budget and the potential for regional jealousy.
    - b. The government faces a policy dilemma between providing special incentives for civil servants in the capital city and the principle of equal pay for civil servants nationwide. Providing additional allowances could potentially trigger similar demands from civil servants in other regions with more challenging geographic conditions.
    - c. The focus of IKN development has so far been more focused on providing physical infrastructure (housing, offices, basic facilities), while non-physical incentive aspects (psychological and financial compensation) have not been a top priority in the initial policy design.
  - 4) Stakeholders
    - a. Ministry of Finance
    - b. Ministry of Administrative and Bureaucratic Reform
4. Civil Servants Not Ready to Move to IKN
  - 1) Main Problem
    - a. Civil servants' individual and family readiness for permanent or semi-permanent relocation to the new capital city is suboptimal. This readiness encompasses psychological, social, economic, and professional aspects.
    - b. Relocation isn't just a change of workplace, but a complete change in the living environment—from the social environment, children's education, access to healthcare, to the sustainability of a spouse's career. When these factors aren't adequately guaranteed, resistance to relocation policies emerges.
  - 2) Identify Symptoms

- a. ASN submits a request for postponement for reasons of family, health, children's education, or personal economic conditions.
  - b. Doubts remain about the readiness of schools, health services, shopping centers, and other public facilities, particularly in the core government center (KIPP) area, which is still under development.
  - c. In the workplace, an informal narrative is developing that questions the urgency and readiness for the transfer, which can influence the collective perception of ASN.
  - d. Civil servants expressed concerns about new work patterns, organizational adjustments, and career path uncertainty in the new environment.
- 3) Root of the Problem
- a. Civil servant relocation involves the entire family unit, not just the individual employee. When social infrastructure (integrated schools, referral health facilities, markets, and public transportation) is not yet fully operational, the decision to relocate poses a high risk for the family.
  - b. Civil servants face the potential for double living expenses, including mortgage payments in their hometowns, family relocations, and lifestyle adjustments. Without adequate compensation, these burdens are considered disproportionate to the benefits received.
  - c. Some civil servants have strong social roots in their hometowns—whether due to proximity to extended family, established social networks, or access to established services. Moving to a new area means starting over from scratch.
  - d. The relocation of civil servants represents a major bureaucratic transformation that requires a systematic change management approach. If policy communication, relocation stages, and certainty about facilities are not fully communicated, the perception of risk will outweigh the opportunities.
  - e. The initial development of the new capital city focused more on providing government offices and housing, while social and community aspects developed gradually. This imbalance created the perception that the new capital city was still a work in progress for long-term family life.
- 4) Stakeholders
- a. Ministry of Administrative and Bureaucratic Reform (PANRB);
  - b. State Administration Institute (LAN);
  - c. Indonesian Capital City Authority (OIKN)

From the results of the root cause analysis (RCA) of the four main problems identified regarding the non-implementation of the transfer of ASN to the IKN, it can be concluded that:

1. There is no regulatory certainty as a legal basis for implementing the transfer of ASN to IKN,
  - a. The main root of the problem: The main derivative regulations of Law 3 of 2022 concerning the National Capital as the basis for implementing the transfer of ASN personnel to the IKN, namely: (i) Presidential Decree concerning the Transfer of the National Capital, and (ii) Presidential Regulation concerning the Mechanism for Transferring ASN Personnel, do not yet exist, so that derivative regulations for implementing the transfer of ASN personnel cannot yet be prepared.

- b. Impact: There is no legal certainty regarding the implementation of the transfer of ASN personnel from Jakarta to the IKN.
2. There is no adequate infrastructure for ASN to work and live with their families.
  - a. The main root of the problem: Provision of supporting facilities is still in the implementation stage which requires time, and funding sources still prioritize the limited APBN.
  - b. Impact: Waiting for the availability of adequate supporting facilities takes a long time, on the other hand, office and residential facilities that have been built have the potential to be damaged because they are not used immediately.
3. ASN personnel are not yet ready to move to the IKN
  - a. The main root of the problem: For civil servants with families, relocating them and their families is considered very difficult. Civil servants face a dilemma: if they move their families to the new capital, they will face various risks in their married life. If they do not move their family members, they will live separately from their families, which requires additional costs and carries social risks;
  - b. Impact: Civil servants who are married will be resistant to moving to the IKN, if forced, civil servants will face social problems, or the agency will lose its human resources if the civil servants who are resistant resign.

To prioritize the resolution of issues faced in the transfer of civil servants to the new capital city (IKN), the USG (Urgency, Seriousness, Growth) approach is used. This approach provides a systematic framework for evaluating issues based on these three interrelated criteria.

By applying the USG approach, we can objectively prioritize existing issues. This helps in more efficient and effective resource allocation, ensuring that interventions are not only targeted but also have a significant impact on the sustainability of the transfer of civil servants to the new capital city. This approach serves as a foundation for formulating responsive and results-oriented policies, while simultaneously ensuring the utilization of existing infrastructure to prevent it from becoming deteriorating. The analysis is as follows:

1. There is no regulatory certainty as a legal basis for implementing the transfer of ASN to the IKN.;
  - a. *Urgency*: Medium-High. Regulations serve as the basis for policy and legal certainty for implementing ASN transfers.
  - b. *Seriousness*: High. Establishing regulations for the transfer will significantly impact the implementation of the transfer of ASN to the IKN. Furthermore, legal certainty will increase investor confidence in investing in the IKN.
  - c. *Growth*: Medium to High. If there is a legal framework for the relocation of civil servants, starting with the Presidential Decree on the Relocation of the National Capital and its implementing regulations, legally, the national capital and seat of government must move from Jakarta to the new capital city.
2. There is no adequate infrastructure for ASN to work and live with their families.;;
  - a. *Urgency*: High. Providing the necessary infrastructure and support for civil servants to live and work full-time in the capital city will motivate and encourage them to relocate.

- b. *Seriousness*: High. The availability of comprehensive and adequate infrastructure will directly influence the policy of moving the National Capital and civil servants to the IKN. Politically, if complete infrastructure is available, the President and stakeholders will easily consider establishing regulations for the transfer of Ministries/Institutions and civil servants, the Indonesian National Armed Forces (TNI), and the Indonesian National Police (Polri) to the IKN. Furthermore, if infrastructure development continues, it will increase investor interest in developing the IKN.
  - c. *Growth*: High. If addressed, ASN transfers can be implemented in stages.
3. ASN personnel are not yet ready to move to the IKN
    - a. *Urgency*: Medium-high. The readiness of civil servants who are moving will impact government performance in the new capital city.
    - b. *Seriousness*: Medium. *The readiness of civil servants to relocate can impact their performance.* However, with existing civil servant performance assessment regulations, this issue can be anticipated.
    - c. *Growth*: Medium-High. If successfully addressed, civil servants will be motivated to work and interested in moving to the capital city.

**Table 2.** Results of Determining Problem Priorities Using the USG Method

List of Issues	<i>Urgency</i>	<i>Seriousness</i>	<i>Growth</i>	Total Value	Priorities
1. <b>There is no certainty of regulations as the legal basis for the implementation of the transfer of ASN to IKN</b>	Medium-High (4)	Medium-High (4)	Height (5)	12	Second
2. <b>There is no adequate infrastructure for civil servants to work and live with their families</b>	Height (5)	Height (5)	Height (5)	15	Home
3. <b>ASN personnel are not ready to move to IKN</b>	Medium-High (4)	Intermediate (3)	High Medium (4)	11	Third

From the results of the RCA and USG analysis, it can be concluded that the priority problem is that the transfer of ASN to the IKN has not been implemented, which could result in the infrastructure being built being stalled, as follows:

1. **Main Priority:** Providing adequate infrastructure for civil servants to work and live with their families.

Providing adequate infrastructure for civil servants and their families has emerged as the most pressing and serious issue. With its high level of urgency and significant growth potential, this issue has become a primary focus of improvement efforts. Without the gradual provision of comprehensive infrastructure, the gradual transfer of civil servants could be a solution.

2. **Second Priority:** Preparation of Regulations as the basis for the implementation of the transfer of ASN to IKN.

The second problem that needs to be addressed immediately after the available infrastructure is adequate, is the preparation of regulations in the implementation of the

transfer of ASN to IKN. This regulation serves as a legal umbrella and provides certainty in the implementation of the transfer of ASN to the IKN.

### 3. Third Priority: Preparation of ASN personnel to move to IKN.

Furthermore, if the two problems of the main and second priorities have been handled, ASN who will move needs to be debriefed to ensure the readiness of ASN to move to the IKN.

## RESULTS AND DISCUSSION

The development of the first phase of the IKN has resulted in a basic ecosystem that has been built. The ecosystem built in 2024 includes investor parcels and parcels of PUPR work packages that have been completed, as well as road construction that includes the final stage and work roads. In the map below, you can see the distribution of built ecosystems in 2024 which includes the area within KIPP and outside KIPP. The total area of KIPP area built in 2024 is 617.84 hectares, while outside KIPP it is recorded at 97.48 hectares.

Based on housing readiness data in the IKN as of November 2025, there are various types of housing provided for ASN, Hankam, and state officials, with a total of 51 towers available to accommodate 3,060 housing units. For ASN housing, it consists of several types with different capacities. Among them, there are 4 towers in West Residence for ASN 1 Residence, each with 60 units, which totals 240 units. In addition, there are also ASN 2 and 4 Residences, each with 8 towers in West Residence, providing 480 units of each type. ASN 3 housing is available in the Core Precinct with 6 towers, also providing 360 units. Residences for POLRI & BIN and Paspampres are located in the East Precinct and Hankam Precinct, with 7 and 9 towers respectively, providing 420 and 540 units. Finally, for the TNI State Vertical Residence (HVN) in the North East Precinct, there are 4 towers each providing 60 units, so that the total occupancy reaches 240 units.

**Table 3.** Housing Readiness in IKN

	<b>Jml Tower Available</b>	<b>Jml Unit</b>	<b>Remarks</b>
<b>ASN and Hankam Residence</b>	51	3060	31 ASN Towers, 7 POLRI & BIN Towers, 9 Paspampres Towers, 4 National Vertical Towers (HVN) TNI
<b>ASN Residence 1</b>	4	240	<i>West Residence (4 Tower x 60 Unit per Tower)</i>
<b>ASN Residence 1</b>	5	300	<i>Precint Core (5 Tower x 60 Unit per Tower)</i>
<b>ASN Residence 2</b>	8	480	<i>West Residence (8 Tower x 60 Unit per Tower)</i>
<b>ASN Residence 3</b>	6	360	<i>Precint Core (6 Tower x 60 Unit per Tower)</i>
<b>ASN Residence 4</b>	8	480	<i>West Residence (8 Tower x 60 Unit per Tower)</i>
<b>POLRI BIN Residence</b>	7	420	<i>East Precinct (7 Tower x 60 Unit per Tower)</i>
<b>Paspampres Residence</b>	9	540	<i>Hankam Precinct (9 Tower x 60 Unit per Tower)</i>
<b>TNI State Vertical Residence (HVN)</b>	4	240	<i>North East Precinct (4 Tower x 60 Unit per Tower)</i>
<b>Ministerial Department Site House</b>	1 Area	36	Minister's Department House

Further analysis shows that the residential sector in the IKN is designed with a considerable capacity and is spread across various areas, including the need for civil servants,

security forces, and state officials. ASN housing dominates with a total of 2,040 units, while housing for the National Police, BIN, Paspampres, and TNI reaches a total of 1,200 units. In addition, there is 1 dedicated area for the Minister's Department Site House which provides 36 units. This reflects the readiness of residential infrastructure in the IKN which has been carefully planned, with a clear division of areas according to the needs of each institution. It is hoped that in the future, the existence of these residences is expected to support the smooth operation of the government and security in the IKN, ensuring the feasibility of housing for civil servants and state apparatus.

In planning the number of residential units that need to be provided, it is already available in the Regional Development Plan (RPK), so that in the future it will be seen from 2025-2029 how many residential units will be built in stages. First, it is planned that in 2025, 574 residential units must be built with details of 363 units of State Flats, 31 units of Owned Flats and 574 units of High-Density Mixed. However, it should be considered that what will be inhabited by ASN who will be assigned/transferred to the IKN will only inhabit State Flats and State Landed Houses.

In 2025-2029, it is planned to be built with reference to the RPK of 73,295 residential units with details of 37,131 units of State Flats, 23,423 units of Owned Flats, 944 Owned Houses, 333 State Landed Houses, and 11,464 Mixed Residences. As for those who will be inhabited by ASN who will be assigned/transferred to the IKN, they will live in the State Flats and State Landed Houses. Here you can see the housing that is planned to be built from 2025 to 2029.

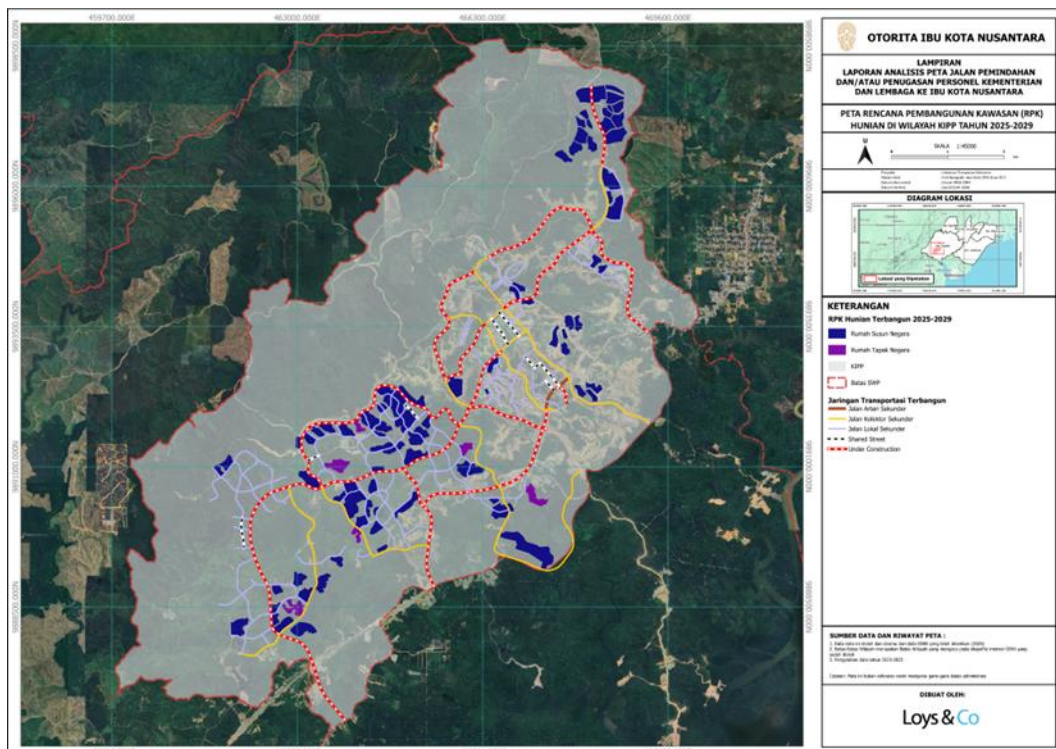


Figure 1 KIPP Residential Area Development Plan (RPK) Map in 2025-2029

The policy of providing health and religious facilities in IKN adopts minimum service standards and population-based ratios. For primary healthcare facilities, Posyandu (with a

ratio of one unit per 2,500 residents, equivalent to the neighborhood association/RW level) is projected to increase in demand from 1–2 units in 2025 to 10–12 units in 2029. Meanwhile, Puskesmas (at least one per sub-district) is projected to remain stable at one unit throughout the period. The need for curative facilities in hospitals is projected using a ratio of at least one bed (tempat tidur/TT) per 1,000 residents, increasing from 3–5 beds in 2025 to 24–29 beds in 2029 in line with the projected growth of the ASN population. For religious facilities, the RW-level mosque (ratio 1:250 households) shows the most significant projected increase, reaching 100–120 units by 2029. In contrast, large-scale facilities such as Village Mosques (ratio 1:30,000 residents) and District Mosques (ratio 1:120,000 residents) are projected to require only one unit each until the end of the projection period. This policy framework seeks to ensure the availability of vital services in a structured, community-based format.

Based on data regarding the distribution of commercial and market facilities, economic infrastructure in the Nusantara Capital City (IKN) is being developed through a combination of new construction within the Central Government Core Area (KIPP) and the utilization of existing markets in surrounding areas. Within KIPP, the Ministry of Public Works is constructing a Community Market, targeted for operation in 2025, with construction progress currently reaching 52.46%. To support the daily needs of residents, ASN residential areas, HPK areas, and Coordinating Ministry offices have been equipped with modern retail networks and fresh markets (such as Indomaret, Coco Mart, and vegetable distribution warehouses) distributed across various residential towers. Outside KIPP, trade activities are supported by established traditional markets, including Rebo Market and Sepaku Market, accommodating 469 traders, as well as weekly markets in Pemaluan and other locations situated 6 to 14 km from the government center.

Data on the distribution of educational facilities in IKN indicate that current infrastructure consists of operational units in the Sepaku area as well as new development projects scheduled for completion in 2025 and 2026. Facilities that are actively serving students include SDN 020 Sepaku, SDN 017 Sepaku, and SMPN 027 Sepaku, with capacities of 43, 66, and 84 students, respectively. To increase capacity, the IKN Authority (OIKN) targets the operation of PAUD Insan Bestari Nusantara in 2025 and the construction of Integrated Public Schools (PU Integrated Schools) covering PAUD to senior high school levels, with significant capacity (e.g., 504 students for elementary school) by 2026. In total, the identified development plan includes the provision of 2 PAUD units, 3 elementary schools, and 2 junior high schools in the area.

Analysis of educational sector needs in IKN reveals a substantial gap between existing conditions and projected standards, particularly in terms of planning and infrastructure integration. Comprehensive alignment between educational facilities and short- and long-term population projections is essential, especially given that many schools in the delineated area currently do not meet the National Education Standards (Standar Nasional Pendidikan/SNP). This infrastructure challenge becomes increasingly urgent with the expected relocation of ASN families, requiring the development of new schools at elementary through high school levels. Access to quality higher education also remains limited, as only one university with international standards currently operates in the area; thus, the establishment of additional higher education institutions is a strategic priority.

Regarding human resource quality and specialized services, IKN faces a shortage of educators and relatively low teacher competence in literacy, numeracy, digital skills, and English proficiency. Relevance issues are also evident in vocational education, which remains limited in number and is supported by curricula that are not yet aligned with priority development sectors. This situation constrains the availability of skilled human resources required for urban and economic development. The analysis further indicates that special education services remain inadequate and that character development, leadership formation, and talent enhancement for high-achieving students require more systematic intervention.

### **Policy Alternatives**

In preparing infrastructure for ASN in the IKN, the Nusantara Capital Authority (OIKN) faces policy choices amid limited resources and demands to accelerate development. President Prabowo Subianto has directed that the IKN ecosystem—including executive, legislative, and judicial offices—be completed by 2028, so that the state budget allocation needs to be focused on fulfilling this mandate as a national strategic priority.

On the other hand, the executive office infrastructure that has been built in Phase I must be utilized immediately so as not to cause fiscal inefficiencies and the risk of asset quality degradation. Utilization by ASN also has strategic value because it can build investor trust and encourage private participation. Therefore, OIKN needs to balance between completing the government's core development and optimizing available assets to create a leverage impact on IKN economic growth.

The alternative policy chosen is designed to encourage adequate quantity and quality of infrastructure for ASN who move to IKN. Each policy not only builds infrastructure through state budget financing, but also opens up opportunities for the private sector to participate in the provision of adequate infrastructure.

Beyond the obligation to build judicial and legislative offices as ordered by the President, with reference to the ecosystem built in the construction of the first phase of the IKN, there are policy options for the fulfillment of infrastructure in the IKN, namely:

#### **1. Provision of adequate transportation infrastructure**

Presidential Decree 63/2022 mandates that transformative and integrated mobility that focuses on quality of life is used as the main economic driver and differentiating factor for IKN, through the provision of well-connected, accessible, resilient and future-oriented places and networks. Meanwhile, the basic principles of transportation provision are designed to meet all KPIs related to the principle of being connected, active and accessible.

In the current IKN, there are around 7 urban bus service routes operating in KIPP with a total fleet of 12 buses. This bus service serves around 1,240 employees at KIPP, which means that each bus serves an average of 103 employees/residents. There are approximately 12 transit stops and 4 bus stops available, for a total of 16 stops at KIPP. However, the number of these bus stops is still considered insufficient, considering the need for future service development. The addition of bus stops needs to be considered along with the expansion of the coverage of the urban bus service. Referring to the residential development plan in KIPP until 2029, which estimates an increase in the number of residents, the calculation of the need for the bus fleet must be carried out based on the projected number of population and available bus capacity. Thus, it is necessary to conduct further analysis

regarding the optimal number of bus fleets, both minimally and maximally, as well as adjustments to the number of bus stops needed to support the coverage of the bus service.

## 2. Provision of Drinking Water Infrastructure

The principle of integrated water resource management is carried out based on river area/watershed units by covering aspects of conservation, utilization, and control of damaged power. Prior to the establishment of the IKN development, all watersheds in the area were part of the Mahakam River Area which was under the authority of the Central Government. Within the IKN area, there are three watersheds that are completely located in the area, namely the Samboja watershed, the Sanggai watershed, and the Dondang watershed, as well as two watersheds whose areas partly include the IKN, namely the Mahakam watershed and the Wain watershed.

The drinking water needs of the IKN are calculated based on the scenario of relocating 4,500–9,500 civil servants. Assuming domestic needs of 150 liters/person/day, additional non-domestic 30%, and water loss (NRW) of 5%, the total clean water demand is estimated at 911.25 m<sup>3</sup>/day for 4,500 ASN and reaches 1,923.75 m<sup>3</sup>/day in the maximum scenario of 9,500 ASN. Therefore, the design capacity of the Drinking Water Supply System (SPAM) needs to refer to a maximum requirement of 1,923.75 m<sup>3</sup>/day to ensure the resilience and reliability of supply.

Currently, the Water Treatment Plant (IPA) with a capacity of 300 liters/second has been operating since August 17, 2024 to serve the KIPP area. This facility is equipped with aeration, ozonization, and granular activated carbon technology, supported by a 2 × 6,000 m<sup>3</sup> main reservoir, and integrated a SCADA system for real-time monitoring of water distribution to 21 percentile.

## 3. Provision of Wastewater and Drainage Infrastructure

To achieve the target of 100% wastewater management by 2035, the system in the IKN is designed to be centralized through Wastewater Treatment Plants (WWTP) that serve the IKN area and is possible to reach the surrounding area.

In the 2025–2029 period, development in KIPP requires the construction of an 87.67 km wastewater network consisting of main pipes and reticulation pipes. The main pipeline increased from 22.83 km (2025) to 32.93 km (2029), with the largest addition in 2027 (5.02 km). Meanwhile, the reticulation pipeline increased significantly from 24.84 km to 54.74 km, with the largest spike in 2029 (13.93 km). This trend shows the focus of expanding reticulation to expand the scope of services and improve the quality of residential environments.

The development of drainage networks until 2029 is also gradually increasing. Primary drainage increased from 27.84 km (2025) to 29.47 km (2029), with an additional 1.63 km in 2029. Secondary drainage increased from 33.77 km to 53.89 km, especially in 2026 (13.05 km). Tertiary drainage grew the most significantly, from 55.53 km to 123.75 km, with the largest addition in 2027 (28.69 km). Overall, the development is focused on strengthening the tertiary and secondary networks to support a more optimal and sustainable urban water management system.

## 4. Fulfillment of Public Facilities and Social Facilities

The development of public and social facilities in the Nusantara Capital City (IKN) applies the principles of service scale, walkability, and regional integration. As the population increases, the number of facilities will be adjusted to maintain the effectiveness of services.

Health facilities are designed based on specialization and population ratio standards. The three main hospitals include Hermina Hospital (100 beds, maternal-child and cancer services), Mayapada Hospital (56 beds, kidney and metabolic excellence), and UPT Hospital of the Ministry of Health (34 beds, heart and stroke services, targeted for operation 2025). Basic services are supported by four clinics in the Construction Worker Residence (HPK) that have served BPJS patients. The need for Posyandu (1 unit/2,500 population) is projected to increase from 1-2 units in 2025 to 10-12 units in 2029, while the Puskesmas is at least 1 unit per sub-district. Hospital bed capacity is targeted to increase from 3–5 TT (2025) to 24–29 TT (2029), following a ratio of at least 1 TT per 1,000 population.

Worship facilities are also developing gradually. As of July 2025, the progress of the State Mosque has reached 64.431% and the Basilica 43.6%. The Government Area Mosque is almost completed (96%), while the Western Settlement Area Mosque is 48.52%. In the ASN and HPK flats, there are prayer rooms (the most in ASN 2 and 4 flats with 8 units each), chapels in several towers, and mosques in ASN 1 WR and HPK 1–2 flats. The projection of RW-scale mosques (ratio of 250 people/unit) will increase to 100-120 units by 2029, while the Village Mosque (30,000) and District (120,000) will each be 1 unit.

Commercial facilities are developed through new construction at KIPP and optimization of the surrounding market. The Community Market at KIPP is targeted to operate in 2025 (progress of 52.46%). The residential area has been equipped with modern retail and fresh markets. Outside of KIPP, economic activity is supported by Rebo and Sepaku Markets (469 traders) as well as weekly markets within a radius of 6–14 km. The need for shops/stalls (ratio of 250 people/unit) is projected to increase from 7 to 18 units until 2029, while shopping centers (30,000) and commercial centers (120,000) each have 1 unit.

Educational facilities consist of existing schools in Sepaku—SDN 020 (43 students), SDN 017 (66), and SMPN 027 (84)—as well as new developments: PAUD Insan Bestari Nusantara (2025) and PUPR Integrated School (PAUD–SMA, SD capacity of 504 students) in 2026. A total of 2 PAUD, 3 elementary schools, and 2 junior high schools are planned. The minimum standard ratio includes 1 PAUD/270 children aged 3–6 years, 1 elementary school/672 children aged 7–12 years, 1 junior high school/1,056 children aged 13–15 years, and 1 high school/1,296 children aged 16–18 years. This need is adaptive according to the projected population until 2045; if ASN does not bring families, educational needs do not increase significantly.

Despite the progress of infrastructure, the education sector still faces gaps in quality and facilities, limited universities (only one with international standards), shortage of competent teachers, and lack of optimal vocational education and special services. Overall, the development of facilities in the IKN shows quantitative progress, but still requires quality improvement and synchronization with projected population growth.

##### 5. Office Infrastructure Fulfillment

Based on the available data, it can be seen that regarding the readiness of offices in the IKN, the total capacity of all offices is 7,915 people, spread across 19 existing towers. Several ministry offices have reached the stage of completing the Minutes of Operational

Handover (BASTO), namely the Coordinating Ministry Office 1, Coordinating Ministry 3, and Coordinating Ministry 4, which have a capacity of 1,268, 1,375, and 1,232 people, respectively. This shows that the office is ready to use and operational. However, the Coordinating Ministry Office 2 and the Ministry of Foreign Affairs Office have not completed the BASTO, which indicates delays or obstacles in the operational handover process at the two offices, even though the capacity is quite large, namely 1,186 people and 2,854 people, respectively. In addition, PUPR Wing 1 and 2 offices are still under construction, which means they cannot be used yet. This gives the impression that although most offices are ready for operation, there are still some that require more attention in terms of construction completion and operational handover. Therefore, there is an urgent need to accelerate the completion of BASTO and the construction stage so that all offices can operate optimally, considering the importance of office infrastructure readiness in supporting the ministry's operational activities in the IKN.

Before stepping into the grid analysis stage to evaluate various policy alternatives in determining the selected policy recommendations, it is important to understand that the right policy selection is a crucial step in meeting the adequate infrastructure needs for ASN who move to IKN. The grid analysis used in this study uses the policy evaluation analysis method developed by Dunn (1999). The indicators or evaluation criteria used include four factors, namely: (i) Effectiveness (weight 0.5), with regard to whether a policy alternative can achieve the expected results, (ii) Efficiency (weight 0.3), with regard to whether the policy alternative is efficient compared to the resources used, (iii) Accuracy (weight 0.2), whether the policy taken is appropriate for the desired purpose, and assessing whether the results of the recommended alternatives is a viable destination choice. For each policy alternative, a score is given from 1 to 5.

**Table 3.** Grid Analysis Matrix

<b>Policy Alternatives</b>	<b>Effectiveness (0.5)</b>	<b>Efficiency (0.3)</b>	<b>Accuracy (0.2)</b>	<b>Total</b>
<b>Provision of adequate transportation infrastructure</b>	5	5	4	4,8
<b>Provision of Drinking Water Infrastructure</b>	3	4	3	3,3
<b>Provision of Wastewater and Drainage Infrastructure</b>	2	2	3	2,2
<b>Fulfillment of Public Facilities and Social Facilities</b>	4	5	5	4,5
<b>Office Infrastructure Fulfillment</b>	4	3	2	3,3

From the grid analysis above, it can be seen that most of the policy alternatives have good scores, with the program providing adequate transportation infrastructure having the highest score, which is 4.8. Policy alternatives that have a score above 3 show high effectiveness, efficiency, and accuracy, and can be prioritized to be implemented in the context of the strategy of moving ASN to IKN.

## CONCLUSION

Based on the results of the analysis, the policy alternative involving the provision of adequate transportation infrastructure emerges as the top priority in accelerating the relocation of ASN to IKN. Transportation infrastructure functions not only as a means of mobility but also as a key determinant in shaping quality of life, work efficiency, and the overall attractiveness of a new residential area.

To optimize the utilization of key facilities and infrastructure—particularly office buildings and residential units constructed during Phase I—an integrated and reliable transportation system is required to connect strategic nodes. These include educational institutions inside and outside KIPP, commercial centers and markets, as well as religious facilities located within and around the core area. Improved connectivity will reduce travel time, lower mobility costs, and enhance comfort for ASN and their families.

Accordingly, the provision of integrated, affordable, and environmentally sustainable transportation not only supports the smooth relocation of civil servants but also serves as a strategic instrument in transforming IKN into a livable, productive city aligned with the principles of sustainable mobility.

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