



# Implementation of foreign refugee handling policy at the Kupang city national and political unity agency

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## ABSTRACT

Indonesia has a refugee problem. Refugees transit Indonesia on their way to Australia, USA, Canada, and others. Indonesia seems to grasp that human rights and humanitarian issues that are currently affecting international relations need considerable effort to protect refugees who arrive to Indonesia. In this scenario, the State's commitment to preserve, protect, and uphold human rights includes foreign residents in Indonesia, whether legitimately or unlawfully. Due to its unwillingness to sign the Vienna Convention on Refugees, Indonesia has no commitment to protect cross-border refugees under international law (the 1951 UN refugee convention). So, to protect refugee rights, the Indonesian government will pass Presidential Regulation Number 125 of 2016 on Managing Refugees from Outside. Article 2 of the Presidential Regulation of the Republic of Indonesia Number 125 of 2016 clearly states that the central government and the UN through the High Commissioner for Refugees in Indonesia and/or organizations international affairs in migration or humanitarian affairs that have an agreement with the central government handle refugees. The Central Government coordinates with the Regional Government on accommodation, the Police on security, Immigration on monitoring, and IOM on basic requirements, according to the rule.

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## 1. INTRODUCTION

Indonesia basically understands that human rights and humanity issues that are currently coloring international interactions need to get serious focus and handling. The entry of the Directorate General of Immigration into the Ministry of Law and Human Rights of the Republic of Indonesia is a manifestation of an attitude which represents that this country really respects and upholds the rights of every human being, including foreign citizens who are in Indonesia or in other words, foreign refugees (BAHARI, 2019). From an international perspective, Indonesia has no obligation to protect cross-border refugees because the State of Indonesia did not participate in signing the Vienna Convention on the status of refugees (the 1951 UN refugee convention). However, due to humanitarian reasons (Syahrin & Utomo, 2019a).

The commitment of the Government of Indonesia in respecting human rights that apply universally is the issuance of Presidential Regulation Number 125 of 2016 concerning Handling of Refugees from Abroad, so that the Government has a reference standard for dealing with

refugees. Quoted from the official website of the Ministry of Law and Human Rights, the East Nusa Tenggara regional office (<https://ntt.kemerkumham.go.id>), following up on the mandate from Presidential Regulation 125 of 2016 concerning Handling of Refugees from Abroad and Circular of the Director General of Immigration Number: IMI.GR.03.03. -1194 Concerning Immigration Control of refugees, where the government has established the Presidential Decree as a legal umbrella so that the Directorate General of Immigration has a special role in immigration control, then on November 2, 2017, The Immigration Detention Center opens cooperation in managing refugees with the regional government of Kupang City (in this case the National Unity and Political Agency of Kupang City). The regulation broadly mandates 3 (three) government agencies and 1 (one) international organization to manage refugees, namely the Central Government which coordinates with the Regional Government in terms of accommodation, the Police in terms of security, Immigration in terms of supervision and IOM as a facilitator of needs. basis of refugee life (Anjasmara et al., 2021).

Specifically in Kupang, there were 236 refugees who were handed over by the Kupang Immigration Detention Center to the Regional Government of Kupang City as an agency appointed by the central government in accordance with the mandate of regulations for handling refugees in Indonesia. Several problems arose in the implementation of this regulation, including, first, the views of the Indonesian people who still find it difficult to accept the existence of refugees in society. Refugees are feared to affect the social life of the community. Second, the controversy over the presence of foreign refugees in Indonesia. A number of people say that laws in Indonesia do very little to facilitate foreign refugees. It is not the government's or the state's obligation to manage foreign refugees so that it is very possible to override refugee rights. Third, Stakeholders in the handling of foreign refugees involving the government and international organizations hinder the synergy between these stakeholders. Fourth, the lack of clarity in the regulations for dealing with refugees in Indonesia. Refugees who were initially placed in the Immigration Detention Room (Rudenim) then made arrangements to hand over their management to the local government as a representative of the central government in collaboration with IOM. There are no clear service standards for foreign refugees. Refugees who were initially placed in the Immigration Detention Room (Rudenim) then made arrangements to hand over their management to the local government as a representative of the central government in collaboration with IOM. There are no clear service standards for foreign refugees. Refugees who were initially placed in the Immigration Detention Room (Rudenim) then made arrangements to hand over their management to the local government as a representative of the central government in collaboration with IOM (Syahrin & Utomo, 2019b). There are no clear service standards for foreign refugees.

Some of the explanations above, became the basis for the author to research and analyze "Implementation of Policies for Handling Foreign Refugees in the National Unity and Political Agency of the City of Kupang" with the aim of exploring further how the implementation of the Presidential Regulation 125 of 2016 policy regarding the handling of foreign refugees in the City Kupang and what factors are the obstacles in implementing the intended policy.

## 2. RESEARCH METHOD

This research uses a qualitative approach because the researcher wants to explore the Implementation of Presidential Regulation 125 of 2016 concerning the Handling of Refugees from Abroad in NTT. The choice of this approach also intends to identify variables that are not easy to measure or listen to faint or quiet voices and want a detailed and complete understanding of the problem (Creswell & Creswell, 2017; McBeath & Bager-Charleson, 2020).

Qualitative research is a research procedure that produces descriptive data in the form of writing about people or people's words and their visible or visible behavior. This research is located at the National Unity and Politics Agency, Kupang City, East Nusa Tenggara Province. The technique used is the technique of collecting data by means of observation, in-depth interviews, documentation and triangulation.

### Literature review

In this study, the researcher clarifies the theory into several theories, namely, Public Policy Theory, Public Policy Implementation Theory, then an explanation regarding refugees (refugees).

### **a. Public Policy Theory**

In the science and practice of public administration, public policy is one of the principal dimensions. As one of the main dimensions of public administration, public policy is analogous to the function of the brain in the human body, because through this instrument, all activities of state and social life begin to be carried out by the bureaucracy, plus the private sector and society (Heryanto, 2021). Public policy is the starting point for the operation of programs and or activities carried out by the government, the public and the private sector (Mulyadi, 2016) also argues that public policy in a broad sense can be divided into two groups, namely policies in the form of government regulations written in the form of legislation,

In written regulations, the levels of public policy in Indonesia can be divided into 3 (three), , (Mulyadi, 2016) which include: the highest public policy is the public policy that underlies and becomes the philosophy of the formation of the Unitary State of the Republic of Indonesia, namely Pancasila and the 1945 Constitution (UUD) which are the products of the founders of the Indonesian nation, which can be revised only by the People's Consultative Assembly (MPR), as a manifestation of all Indonesian people.

The second public policy is made in the form of cooperation between the legislature and the executive. This model does not imply the inability of the legislature, but implies a level of complexity of the problems that does not allow the legislature to work alone. Examples of public policies made jointly between the executive and the legislature are laws and regional regulations.

The third public policy is a policy made by the executive only. In its development, the role of the executive is not enough to carry out policies made by the legislature, because the product of the legislature contains very broad regulations, so that an implementing regulation is needed which is made as a derivative of the product of the legislative regulations. Examples of public policies made by the executive are Government Regulations (PP), Presidential Regulations/Decisions (Perpres/Kepres), Ministerial Decrees/Regulations (Kepmen/Permen), Governor Regulations/Decisions and Mayor/Regent Regulations/Decisions.

Public policy is every decision of public administration, especially the government, which has an impact on social life. Public policy is the main domain of government, and has strategic meaning for solving problems in common life today and in the future. Public policy is the rules of the game that govern shared life or public life, and not regulate the lives of individuals or groups. Public policy regulates everything in which public administration institutions have a domain. Public policy regulates common problems, or personal or group problems, which have become common problems of all the people in that area. So, since congestion on city streets is a shared problem, and no longer a problem for car owners or those who use the roads alone,

Meanwhile (Bakry, 2010; Maskuri, 2017) states that public policy is decisions or choices of action that directly regulate the management and distribution of natural, financial and human resources in the public interest, namely the people, residents, communities or citizens. In terms of process, public policy is defined as the result of synergy, compromise or even competition between various ideas, theories, ideologies and interests that represent a country's political system. Meanwhile public policy according to Thomas R. Dye in (Ina Helianny, 2019; Page, 2018), suggests: "Public policy is what ever governments choose to do or not to do", this concept explains that public policy is whatever the government chooses to do or not do. Thus the policy according to Dye, what is done and or not done by the government, what causes or influences it, and, what is the impact of the policy if implemented or not implemented

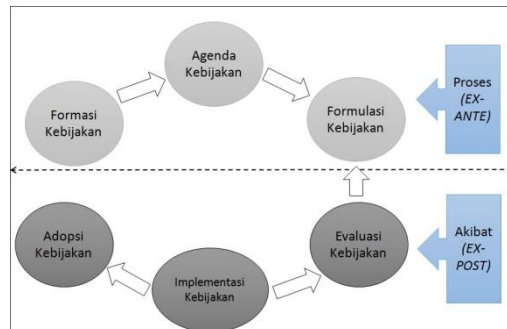


Figure 1. Policy Cycle

**b. Public Policy Implementation Theory**

According to Edward III in Arivin Policy implementation is influenced by four variables, namely: communication, resource, disposition, bureaucratic structure.

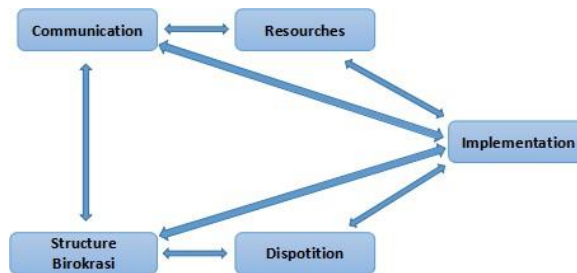


Figure 2. Determinants of Policy Implementation (Edward III)

Meanwhile, the implementation of the policy, the Van Meter and Van Horn models suggest that there are six (6) variables that affect the performance of policy implementation, namely (Kurniawan & Maani, 2019): policy standards and targets, resource, characteristics of implementing agencies, communication between organizations and implementing activities, social, economic and political conditions

van Meter and Van Horn (1975), define policy implementation, as: "Actions taken either by individuals or officials or government or private groups directed at achieving the goals outlined in policy decisions".

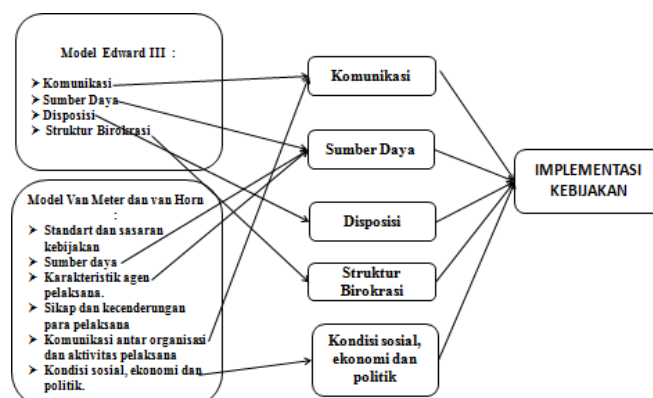


Figure 3. Policy Implementation Theory Model according to the Edward III Model and the Van Meter and Van Horn Models

Policy implementation is an effort to achieve certain goals with certain means and in a certain time sequence (Sunggono, 1994). The process of implementing public policy can only begin if public policy objectives have been set, programs have been created, and funds have been

allocated to achieve these policy objectives. An implementation process can be described systematically as follows:



**Figure 4.** Policy Process  
Source: (Sunggono, 1994)

### c. Refugees

In Presidential Regulation Number 125 of 2016 concerning Handling Refugees from Abroad, refugees from Abroad, hereinafter referred to as Refugees, are foreigners who are in the territory of the Unitary State of the Republic of Indonesia due to well-founded fear of persecution on the grounds of race, ethnicity, religion, nationality, membership certain social groups, and different political opinions and do not want protection from their country of origin and/or have obtained asylum seeker status or refugee status from the United Nations through the High Commissioner for Refugees in Indonesia. [www.ref.elsam.or.id](http://www.ref.elsam.or.id) mentioned several types of refugees with backgrounds of refugees, namely: a) Refugees due to natural disasters (Natural Disaster). In principle, these refugees are still protected by their country going out to save their lives, and these people can still ask for help from the country where they come from, b) Refugees due to man-made disasters (man-made disasters). Refugees here are principally refugees leaving their country because they are avoiding demands (persecution) from their country. Usually these refugees are forced to leave their country for political reasons, these people no longer receive protection from the government where they come from. Of the two types of refugees above that are regulated by International Law as Refugee Law (Refugee Law) is the second type.

According to (Betts & Loescher, 2011) in Refugees in International Relations Refugees are people who cross international borders to escape human rights violations and conflict. Refugees are prima facie evidence of human rights violations and vulnerability. People who are persecuted have their homes and livelihoods deprived, forcing them to flee the borders of their home countries and seek safety abroad (Gordenker, 2023).

The handling of refugees is mainly driven by a sense of humanity to provide protection and help refugees. Foreign refugees are recognized for their rights and obligations while in exile. According to Sukanda Husin in (Palilingan, 2017), the rights and obligations of refugees are as follows: countries participating in the Convention may not treat refugees based on the politics of discrimination whether with regard to race, religion or country of origin or skin color and they have the freedom to practice their religion and the freedom for their children's education in the place.

Where they are accommodated. This is a non-discriminatory right. Regarding the personal status of refugees, it is regulated according to the law where they are domiciled. If they do not have a domicile, their personal status is governed by the law of their place of residence. Rights related to marriage must also be recognized by the countries participating in the conventions and protocols. This is a personal status right.

A refugee has the same rights in terms of owning or possessing property rights, both movable and immovable and keep them as other people and can also transfer his assets to the country where he will settle. It is an opportunity right of property.

Countries participating in the Convention must recognize the freedom of refugees to associate by establishing associations including trade associations as long as the association is non-profit and non-political. This is the right to associate.

If there is a case experienced by refugees where they want to resolve it through the judiciary, then in this case they must be considered the same as other citizens so they have the freedom to file a lawsuit in court where they are placed even if necessary they must be given assistance law. This is the right to litigate in court.

For refugees who have been permanently placed in a country and have been recognized according to law, they have the right to get a job and establish a trading company and other free

work, where this free work must be in accordance with recognized conditions, such as a certificate, the use is knowing the skills to be placed in a suitable job. It is the right to productive work.

Every refugee will receive the same treatment as other citizens of the country for the right to primary school education. Therefore, every refugee is also entitled to exemption from certain educational fees including the right to obtain scholarships.

Every refugee is given the widest possible freedom to choose in which area or province they will settle as long as that choice is still within the territory of the country where they are placed. This is the right to freedom of movement.

Every refugee will be able to enjoy rights to social welfare, such as the right to work, housing, get wages for the work they do. This is the right to social welfare.

Every refugee has the right to identity papers and travel documents out of the territory of the country where he is placed except for reasons of security and public interest. Travel documents issued based on international agreements will be recognized by the countries participating in the Convention. This is the right to identification and travel documents.

**d. Framework of thinking**

A policy product is made to achieve certain goals. The policies set by the central government must be implemented in stages down to the lower level of government, namely the village/kelurahan government. Based on policy theories and policy implementation put forward by several experts, that a policy product in its application can achieve the desired goals if it is supported by important variables including: Communication, Resources, Disposition, Bureaucratic Structure, Social Conditions, Economy, and Political.

From the research that the writer did, the writer can describe the processed results of the writer's thinking as follows following :



Figure 5. Processed by the author's thinking

**3. RESULTS AND DISCUSSIONS**

**The National Unity and Politics Agency of the City of Kupang**

The term government refers to work assignments or functions. While the term government refers to bodies, organs or equipment that carry out the functions or fields of work assignments (Sudrajat, 2022). In Article 1 paragraph (2) through paragraph (3) and paragraph (4) of Law Number 23 of 2014 concerning Regional Government, the definition of Regional Government is the implementation of government affairs by regional governments and regional people's representative councils according to the principles of autonomy and co-administration with the principle of broadest autonomy within the system and principles of the Unitary State of the Republic of Indonesia as referred to in the 1945 Constitution of the Republic of Indonesia.

The authority to regulate and manage the household contains three main things in it, namely: first, the assignment of tasks and authority to complete an authority that has been handed over to the Regional Government; secondly, giving trust and authority to think, take the initiative and determine for yourself the completion of the task; and third, in an effort to think about, take initiatives and make decisions involving the community either directly or through the DPRD (Sudrajat, 2022).

Regulation of the Minister of Home Affairs number 11 of 2019 concerning Regional Apparatuses that carry out Government affairs in the field of national unity and politics, article 2 states that Regional Apparatuses which carry out government affairs in the field of national unity and politics which have been formed based on Government Regulation Number 41 of 2007 concerning Organizations Regional Apparatuses will continue to carry out their duties until laws

and regulations regarding the implementation of general government affairs are promulgated. Whereas Article 6 paragraph (1) and paragraph (2) regulates the duties and functions of the National Unity Agency/Office and Regency/City Politics, including: carrying out tasks in the field of national unity and politics in the regency/municipal area. (2) In carrying out their duties as referred to in paragraph (1), in carrying out their duties as referred to in paragraph (1), the regency/municipal political and political units/offices carry out the following functions: a. formulation of technical policies in the field of national unity and politics in the regency/municipal area in accordance with the provisions of laws and regulations; b. implementing policies in the field of fostering Pancasila ideology and nationalism, implementing domestic politics and democratic life, maintaining economic, social and cultural resilience, fostering inter-ethnic and intra-tribal harmony, religious communities, races and other groups, fostering and empowering community organizations, and implementation of national vigilance and handling of social conflict in regency/municipal areas in accordance with the provisions of laws and regulations c. implementation of coordination in the field of fostering Pancasila ideology and nationalism, organizing domestic politics and democratic life, maintaining economic, social and cultural resilience, fostering inter-ethnic and intra-tribal harmony, religious communities, races and other groups, facilitating community organizations, and implementing vigilance national and handling of social conflicts in the district/city area in accordance with the provisions of laws and regulations; d. conducting evaluation and reporting in the field of fostering Pancasila ideology and nationalism, organizing domestic politics and democratic life, maintaining economic, social and cultural resilience, fostering inter-ethnic and intra-tribal harmony, religious communities, races and other groups, facilitating community organizations, as well as the implementation of national vigilance and handling of social conflicts in the regency/municipal areas in accordance with the provisions of laws and regulations e. implementing the facilitation of the coordination forum for district/city regional leadership; f. implementation of administrative administration of the secretariat of the national unitary body/office and district/city politics; g. implementation of other functions assigned by the regent/mayor. Article 23 paragraph (2) Regulation of the Minister of Home Affairs number 11 of 2019 The budget for implementing Government Affairs in the field of national unity and politics in the district/city is borne by the district/city Revenue and Expenditure Budget until with laws and regulations regarding the implementation of general government affairs are promulgated. In implementing the policy of handling foreign refugees in the city of Kupang, The National and Political Unity Agency (Kesbangpol) Kupang partners with IOM Kupang as the full responsibility for handling refugees or immigrants in the Kupang City area. IOM is an aid provider that is translated into foreign aid (foreign aid). Foreign aid can be defined as all types of assistance provided by countries or international donor agencies in the form of loans or grants under certain conditions. This assistance is not only in the form of material goods but can also be distributed in the form of services. Foreign aid can be defined as all types of assistance provided by countries or international donor agencies in the form of loans or grants under certain conditions. This assistance is not only in the form of material goods but can also be distributed in the form of services. Foreign aid can be defined as all types of assistance provided by countries or international donor agencies in the form of loans or grants under certain conditions. This assistance is not only in the form of material goods but can also be distributed in the form of services.

### **International Organization For Migration (IOM)**

Suryokusumo in (Kusumaatmadja & Agoes, 2021) argues that international organization is a process, international organizations also concern representative aspects of the process level that have been achieved at a certain time. Meanwhile, (Mauna, 2005) in his book entitled International Organizational Law, argues that an international organization is an association of independent and sovereign States which aims to achieve common interests through the organs of the association itself. The international organization that deals with refugee issues is the International Organization for Migrants or IOM.

In (Andayani & Pahlawan, 2017), the International Organization for Migration (IOM) is dedicated to advancing humane and orderly migration for the common good, carried out by increasing understanding of migration issues, assisting governments in responding to migration challenges, encouraging social and economic development through migration, and uphold the

dignity and well-being of migrants, including their families and communities. IOM was founded in 1951 as the leading intergovernmental organization in the field of immigration and works closely with government, government and non-government partners.

IOM started its operations in Indonesia by processing Vietnamese immigrants in Tanjung Pinang Riau in 1979. IOM works in 4 immigration management focuses namely, migration and development, facilitating migration, managing migration and forced migration.

IOM plays a role in improving the quality of care for illegal migrants who are intercepted and self-reported, who are referred by the government to IOM in accordance with applicable humanitarian standards (HAM). IOM provides counselling, care and health, food and drink, shelter, education and vocational training for refugees living inside and outside detention centers as well as assisting refugees wishing to return to their areas of origin under the voluntary assistance program for refugees seeking asylum and granted refugee status by UNHCR.

### **Immigration**

Sjahriful in (Marojahan, 2018), the full meaning of immigration is "trafficking of people into a country", or the definition in English can be formulated as follows: immigration is the entrance into an alien country of person intending to take part in the life of that country and to take it their more less permanent residence, which means "immigration is the entry into a foreign country of people who intend to take part in life in that country and more or less to stay permanently".

According to Article 1 number (1) of Law Number 6 of 2011 concerning Immigration, what is meant by immigration is "the rights of traffic for people entering or leaving the territory of the Republic of Indonesia and their supervision in order to uphold the sovereignty of the State". In Indonesia immigration activities are managed by the Directorate General of Immigration under the Ministry of Law and Human Rights. In (Hamidi & Christian, 2021) basically the function and role of immigration is universal, namely carrying out the regulation of the traffic of people entering or leaving the territory of a country. Basically, the function and role of immigration is universal, namely carrying out the regulation of the traffic of people entering or leaving the territory of a country.

In Law No. 6 of 2011 concerning Immigration, Immigration Supervision, namely monitoring the traffic of foreigners entering and leaving the Indonesian Territory as well as monitoring the presence and activities of foreigners in the Indonesian Territory. Oversight of foreigners is the responsibility and authority of the relevant ministries. Supervision of foreigners is carried out in the following forms and ways: Collection and management of data on foreigners entering or leaving Indonesian territory, registration of foreigners residing in the territory of Indonesia, monitoring, collection, and management of material information and information regarding the activities of foreigners. What is meant by monitoring in this sentence are activities carried out to find out at an early stage any events that are suspected to contain elements of immigration violations, compilation of a list of names of foreigners who do not wish to enter or leave the territory of Indonesia, other activities.

### **Research result**

Specifically in the City of Kupang, there were 236 refugees who were handed over by the Kupang Immigration Detention Center to the Regional Government of Kupang City as an agency appointed by the central government in accordance with the mandate of regulations for handling refugees in Indonesia.

Based on the results of the research, the implementation of the policy for handling foreign refugees in the Kupang City area by the Office of the National and Political Unity Agency (Kesbangpol) of Kupang City is based on four variables from Implementation theory According to Edward III in (Tahir, 2018) as follows:

### **Communication**

Based on the results of the research, the Implementation of the Policy for Handling Foreign Refugees in the City of Kupang by the National Unity and Politics Agency of the City of Kupang is seen from the communication aspect, the role of Kesbangpol in the management of foreign refugees is only limited to coordination between agencies or OPD. So far, the coordination relationship has been very good. This was conveyed by Mr. Jerry Lakusa as the Head of National

Vigilance, in an interview at the Kupang City Kesbangpol Office and he said that:

"The function of Kesbangpol regarding the management of refugees in Kupang City is only limited to coordination between agencies and also with IOM. Communication between the Kesbangpol and IOM went very well. Kesbangpol is the spearhead for lobbying to build relationships with other OPDs. For example health problems. The function of accommodation is like when a refugee is sick, IOM pays for medical expenses but has to go through the health office which is coordinated by the Kesbangpol Kota Kupang Region. Likewise with children when they want to go to school, the Kesbangpol will contact the Education Office to facilitate this, by indicating which school to go to. This is of course with the permission of the Mayor."

Based on the results of the interviews above, we all know that the communication function in implementing the policy for handling foreign refugees in the city of Kupang, in terms of giving orders to implement this policy, begins with coordination. Coordination is built starting from the place of residence. The Regional Government together with Kesbangpol Kota Kupang coordinated with IOM in terms of providing housing. The results of this coordination decided that every refugee/migrant from abroad in the Kupang City area residing in the Immigration Detention Center (RUDENIM) located on Jalan Bumi III Oesapa Selatan, Kelapa Lima District, Kupang City, has been moved to a place of accommodation with the approval of the Regional Government. the refugees changed their residence at Lavender Hotel, Ina Bo'l Hotel, and Kupang INN Hotel.

The same thing is also done in determining which health services to go to. The regional government together with the Kesbangpol appointed a Government Hospital, in this case the Prof. Regional General Hospital. Dr. WZ Johannes Kupang as a destination for obtaining health services when migrants suffer from illness. So they cannot get health services anywhere other than the designated service provider. If anyone suffers from a serious illness that needs more intensive treatment, a referral hospital has been established which is recommended by the government which will be funded by IOM as the party that is fully responsible for refugees / migrants. Handling Regional Conflicts in the City of Kupang also said that;

"In addition to coordinating the provision of housing, education and health services, Kesbangpol also coordinates with security forces, in this case the Police and other related parties. for example, when refugees or migrants experience or commit criminal acts, the Kesbangpol coordinates with the police to carry out security. Or like they are doing demonstrations, Kesbangpol is involved as part of the regional government that connects IOM with the police for security during the demonstration."

### **Resource**

Talking about human resources, in this writing, the writer discusses several things, the first is staff. The most important source in implementing policies is staff. There is one thing that must be remembered that numbers do not always have a positive effect on policy implementation. This means that a large number of staff does not automatically promote successful implementation. However, on the other hand, staff shortages will also raise thorny issues regarding effective policy implementation. Executors must have the skills needed to carry out the work. The lack of well-trained personnel can hinder the implementation of policies that span many reforms.

Human resources are also influenced by financial resources. Allocation of funds that do not sufficiently affect human resources, namely staff in carrying out their duties so that policies are often accepted only at the initial stage of implementation.

Based on the results of the research, as explained by the researchers in the previous section, regional governments cannot be involved much other than in terms of coordination because there is no specific budget for this. The management of overseas refugees is completely taken over by IOM. In the interview that was delivered by Mr. Jerry Lakusa as the Head of National Alertness and Conflict Handling in Kupang City, based on the results of the interview, it can be seen that human resources as staff exist but are limited in number.

Currently, IOM Kupang has 10 staff members with their respective competencies, namely 4 people (S1 English literature), 1 person (S1 Psychology), 2 people (S1 Accounting Economics), 2 medical graduates, 1 person (S1 education), 3 people graduated from high school. The number is limited because it is influenced by costs. Even so, each of the staff involved in the management of foreign refugees carries out their duties properly.

IOM, through coordination with the local government, provides counseling, health care, food, shelter, education and honesty support for immigrants living inside and outside the Immigrant Detention Center (RUDENIM). IOM also established a victim assistance fund to provide assistance as needed. Based on the results of the interview submitted by the Head of IOM, Ms. Asni Yurika, it was conveyed that;

"In the past, IOM still paid the security forces together with RUDENIM to look after it, but now to want to eat and drink, our own people are half dead and there have been reductions. So IOM no longer handles all their (refugee) expenses but is given a monthly allowance of Rp. 1,250,000 per person. So enough is not enough, it must be enough. They were given the freedom to go out for a walk but by 10pm they were back. Only that, not obeyed because there is no strict supervision.

In relation to the implementation of the policy regarding the handling of foreign refugees in the city of Kupang, IOM provides shelter or temporary accommodation in the form of medical treatment, clothing, sleeping equipment and psychosocial support for those who are experiencing life pressures. One of the main ones is the assistance of interpreters/translators who help migrants communicate their needs to RUDENIM staff. Every information on the needs of immigrants to the RUDENIM is conveyed to IOM and also through coordination with the Regional Government, IOM is trying to fulfill these needs.

Based on the results of the interviews and the results of the research, the designated health services are Prof. Regional General Hospital. Dr. WZ Johannes Kupang Then the school designated to provide educational services, namely the public school SD Muhammadiyah Perumnas, Kupang City, all of which are of good and proper standards, but immigrants expect something that is more in line with their expectations and expectations. they also ask to take a vacation out of town even though there is no financing for it. they live more privileged than native citizens but are ungrateful and demand more. In this case the author concludes that in implementing the handling of foreign refugees in Kupang, the available resources and services provided are good and proper.

Safe and comfortable conditions are not only needed by immigrants but also by policy implementers. Every worker who works at RUDENIM and also IOM needs to obtain this first so that they can provide services or carry out their duties optimally. This is supported by good facilities and infrastructure. In the research results, the facilities provided by IOM Kupang are 7 units of computers, 8 units of laptops, 4 units of rental cars, smoking areas, wifi areas, information boards, mandatory report tanu rooms, 4 units of CCTV. The infrastructure provided is the Office Building which consists of 5 work rooms and 1 my team room to hold meetings and joint meetings.

### **Disposition**

Disposition is the character and characteristics or attitudes possessed by the implementor such as commitment, honesty, and democratic traits (Wahab, 2010). If the implementor has a good disposition, then he will be able to carry out the policy as well as what the policy makers want. When the implementer has different characteristics or perspectives from the policy makers, the policy implementation process also becomes ineffective.

In the implementation of the policy for handling foreign refugees in the city of Kupang, the results of the study showed that the prison officers as well as IOM had previously passed a medical test as evidenced by a health certificate and also an interview before being accepted and placed in their respective fields. This aims to ensure that they have a healthy and good physical and mental condition. In addition, through interviews, it can be seen how serious and prepared they are to work, as officers who have to handle foreigners, in this case refugees.

The results of interviews and questionnaires show that so far there have never been any problems related to the commitment and honesty of officers in carrying out their duties. Everything went well and smoothly. In fact, they have very high concern for refugees so that they are entrusted by the highest superiors in Jakarta for all management of immigrants in Kupang City.

### **Bureaucratic Structure**

One of the aspects of the bureaucratic structure in charge of implementing policies has a significant influence on policy implementation. In addition, one of the important aspects of the structure of every organization is the existence of standard operating procedures or SOPs which serve as a guideline for each implementer in acting. By using SOP, executors can use the available time properly. In

addition, SOPs also standardize actions in complex and widespread organizations which in turn can lead to great flexibility (people can be moved from one place to another) and great uniformity in the application of regulations.

The National Unity and Politics Agency for the City of Kupang has SOPs for Monitoring Refugees, Foreigners and Foreign Workers. Whereas the RUDENIM has a Standard Operational Procedure for Visits at the Detention Center, a Standard Operational Procedure for Detention at the Kupang Rudenim, a Standard Operational Procedure for Service Needs for Detention at the Kupang Detention Center, a Standard Operational Procedure for transferring detainees between detention cells in Kupang. And Standard Operating Procedures for transferring detainees between detention centers.

With the existence of Standard Operating Procedures (SOP) this helps every worker in each section in implementing every policy for dealing with foreign refugees. SOP is a guide for every employee and also stakeholders who are directly involved in the implementation of each activity or procedure that must be followed.

### **Social, Economic and Political Conditions**

In this section, the author wants to look at the influence of the external environment on the success of policies for handling foreign refugees. The economic, social and political environment influences the implementation of policies for handling foreign refugees. The results of the study show that the influence of the external environment, in this case the economic conditions in the city of Kupang, for immigrants/refugees explains that they experience difficulties in their daily lives considering the monthly money given by IOM through Government approval. This is because an average monthly allowance of IDR 1,250,000 per person/month (equivalent to IDR 40,000 per person/day) will be provided for each single refugee or first second person in a family, as well as IDR 500,000 per person/month (equivalent to IDR 16. (Afghanistan, 27 years) and Hasan (Afghanistan, 30 years). In an interview at the Lavender Hotel.

Whereas the external influence of the social environment for immigrants, they said that they initially experienced a little difficulty to adapt but did not take long to adjust to the environment, people, food, culture and so on. Even more than that they felt interested and wanted to learn more about NTT. They conveyed that the people of Kupang were kind and friendly, their culture was unique and interesting. This was conveyed by Karar Ali (Pakistan, 30 years).

Factor Another external factor is the political environment. In handling foreign refugees in Kupang, the role of political parties is not very apparent (have you ever received assistance from political parties? According to Mr. Jefry Lakusa, Head of National Vigilance and Conflict Management, there has never been a role for political parties to contribute to the handling of foreign refugees.

**Table 1. Inhibiting Factors**

Supporting Factors	inhibiting factor
Coordination and Cooperation that exists both among related OPDs/Stakeholders	No Budget support
There is harmonization and synergy of all technical implementing parties in Handling Refugees and Asylum Seekers based on Presidential Decree 125/2016	The oversight & security committee team has not been formed which consists of all related parties/stakeholders in the Handling of Refugees and Asylum Seekers based on Presidential Decree 125/2016 Handover process accept handling of refugees and foreign asylum seekers from the Immigration Service to the Regional Head of Kupang City in accordance with Presidential Decree 125/2016 has not been running

#### 4. CONCLUSION

Based on the results of the research, the implementation of policies for handling foreign refugees in the Kupang City area by the Office of the National and Political Unity Agency (Kesbangpol) of Kupang City is based on four variables from Implementation theory According to Edward III and van Meter and Van Horn as follows: (1) From the aspect of communication, the role of the Kesbangpol in the management of foreign refugees is only limited to coordination between agencies or related OPDs/Stakeholders, whereas in principle it is in accordance with Presidential Regulation 125 of 2016 that the handling of refugees is fully under the duties and functions of the Regional Government in this case the Kesbangpol Agency. From the aspect of resources, it has been fulfilled and infrastructure facilities are still far from expectations (Office administration management is not in accordance with applicable procedures). In terms of the budget, they do not receive budget support so that the process of carrying out tasks and functions does not run optimally; (2) Safe and comfortable conditions are not only needed by immigrants but also by policy implementers. Every worker who works at RUDENIM and also IOM needs to obtain this first so that they can provide services or carry out their duties optimally. This is supported by good facilities and infrastructure. In the research results, the facilities provided by IOM Kupang are 7 units of computers, 8 units of laptops, 4 units of rental cars, smoking areas, wifi areas, information boards, mandatory report tanu rooms, 4 units of CCTV. The infrastructure provided is the Office Building which consists of a work space and 1 my team room to hold meetings and meetings together. So far, there have never been any problems related to the commitment and honesty of officers in carrying out their duties. Everything went well and smoothly. In fact, they have very high concern for refugees so that they are entrusted by the highest superiors in Jakarta for all management of immigrants in Kupang City.

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