

Effectiveness of Foreign Refugee Handling Services by Kupang Regional Government with the International Organization for Migration (IOM)

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Abstract

This study aims to analyze the effectiveness of the service for handling the refugee from abroad in Kupang by the Regional Government of Kupang in collaboration with IOM after the delivery from the Kupang Immigration Detention Center and to examine the factors that cause the ineffectiveness of the foreign refugee handling services. This study uses qualitative research approach that focuses on analyzing the services for handling refugees from abroad in Kupang based on the concept of good service characteristics. The study found that the implementation of services for handling refugees from abroad in Kupang has not been effective due to: lack of participation by the Kupang Regional Government, lack of maintenance in the facilities and infrastructure in the shelter, lack of human resources officers at the shelter, local government feels not responsible for handling refugees, health services are less responsive, language barriers, Kupang local government does not have a database of refugees from abroad, lack of knowledge on refugee status and human rights enforcement by immigration officers, the reactive attitude of the refugees that reduce the trust of the Kupang Rudenim. In conclusion, the effectiveness of refugees from abroad handling services in Kupang which is managed by the Kupang Regional Government in collaboration with International Organization for Migration (IOM) is still not optimal if judged based on good service indicators.

Keywords: *IOM; Kupang regional government; public service; refugees; shelter*

INTRODUCTION

The preamble to the 1945 Constitution of the Republic of Indonesia stipulated the role of Indonesia at the international level in implementing a world order based on freedom, eternal peace, and social justice. One such role is the handling of immigrants and refugees as a consequence of globalization. However, the ability of Indonesia as a developing country is still limited in responding or in overcoming those problems that occurred in the world. Therefore, a regulation or permanent policy is needed so that it can be appreciated by immigrants and at the same time it can be understood by the Indonesian people as a policy that takes sides to the national interest (Putra & Zulkarnaini, 2016). Iskandar (2012) said that policy is a series of program plans, activities, actions, decisions, and attitudes to act or not to act by the parties (actors), as a stage for solving the problems encountered. With regard to services for handling detainees or foreign citizens with problems, the Directorate General of Immigration of the Republic of Indonesia has a soft policy with human rights standards that follows global demands.

In article 2 of the Presidential Decree of the Republic of Indonesia Number 125 of 2016, it is stated that refugee handling services are carried out based on cooperation between the central government and the United Nations High Commissioner for Refugees (UNHCR) in Indonesia or international organizations in the field of migration and humanitarian affairs that have an agreement with the central government. The regulation broadly mandates three government agencies and one international organization to manage refugees, namely the central government which coordinates with the Regional Government in terms of shelter, the Police in terms of security, the Immigration office in terms of supervision and the International Organization for Migration (IOM) as a facilitator for the basic needs of refugees. This collaboration requires a synergy that is not easy. Frequently, sectoral ego still dominates government policies. Moreover, it is known that IOM finances all the needs of refugees with large sums of money. The three agencies above, the Regional Government and the Immigration Detention Center (Rumah

Detensi Imigrasi or Rudenim), in practice will play a more significant role in this refugee handling service. The Immigration office is administratively responsible and the local government will ensure the feasibility of living accommodations for the refugees.

Furthermore, especially in Kupang case, it was found that the refugee handling service was not in accordance with the established rules. There were 223 refugees were transferred by the Rudenim to the Kupang Regional Government as an agency appointed by the central government in accordance with the mandate of the regulation of refugee handling services in Indonesia. Based on the observation in the field, several problems arise in the implementation of this regulation. First, the perspective of Indonesian people who do not accept the existence of refugees in society because the refugees are considered to have a negative influence on social life of local community (see Lergetporer, et al., 2021) and will increase the job seekers' number or competitors in the industry. Second, the existence of refugees from abroad in Indonesia is problematic because the law in Indonesia also does not regulate the special handling of refugees from abroad, so the situation becomes complicated. On the other hand, it is not the government's duty to fully manage refugees from abroad, so it is very possible that the rights of refugees are ignored or violated (Primawardani & Kurniawan, 2018). Moreover, stakeholders or organizers in the service of handling refugees from abroad that involved the government and international organizations hinder the synergy between these stakeholders (Darmawan, 2016). In other words, there is no clear standard operating procedures on refugee handling services in this case. As it currently stands, refugees who were initially placed in the immigration detention room then make arrangements to be transferred to the Regional Government as representatives of the central government in collaboration with IOM.

The fact is that since 2017 the mandate for the transfer of refugees from abroad from the Rudenim to the Kupang Regional Government has been carried out, but until this moment there has not been an official transfer. Consequently, if this official transfer

still has not been carried out yet, it will have an impact on legal certainty for refugees. Additionally, refugees with disabilities and the elderly are not placed in a special place but mixed with other refugees. Necessarily, the disabilities and the elderly refugees certainly need special facilities and treatment. Furthermore, information obtained from the Kupang Rudenim officer stated that some facilities and infrastructure, such as water facilities in the three shelters located in Ina Bo'I hotel, Lavender hotel, and Kupang Inn often did not function properly. There are also several complaints that are often conveyed by refugees that they feel bored because they are not given access to interact with the wider society and are not given the opportunity to be able to work to increase their income which so far is only provided by UNHCR and IOM in very limited quantities (Schlechter et al., 2021).

Regarding the issues of refugees from abroad handling services, there are many studies that has been carried out on it (Hendriks & Bartram, 2019; Krzyżanowski, et al 2018; Rheindorf & Wodak, 2018; Wahlbeck, 2019), while the study of refugee in Indonesia refers to analysis of diaspora and citizenship about the global Indonesian diaspora and explore the potential impacts and role of the Indonesian diaspora on Indonesian development (Muhidin & Utomo, 2016). Similarly, other researchers have discussed asylum and citizenship law (Dewansyah et al., 2017; Harijanti, et al 2018; Dewansyah, 2019). Likewise, Domlobo (2017) prefer to investigate the role of the International Organization for Migration. On the contrary, this study aims to analyze the public services provided by the Kupang Regional Government and IOM as the organizer. In the following section, we formulated the research questions.

1. How is the effectiveness of foreign refugee handling services in Kupang by the Kupang Regional Government in collaboration with IOM after the delivery from the Kupang Immigration Detention Center?
2. What are the factors that cause the foreign refugee handling services in Kupang to not be running effectively?

3. What solutions can be taken to increase the effectiveness of foreign refugee handling services in Kupang?

METHOD

The location of this study was carried out in several places, namely at the Kupang Rudenim which is located at Jl. Soekarno No. 16A Kupang and three Refugee Shelters in Kupang: Ina Bo'I hotel, Lavender hotel, and Kupang Inn that has been determined by the Kupang Regional Government. This study was conducted from July until December 2020. This study uses a qualitative research approach. By applying qualitative approach, researchers are able to explain the data or finding descriptively. Moreover, researchers are able to examine the conditions of natural objects and also allows researcher to be the key instrument (Babbie, 2016; Ritchie & Lewis, 2003). In this sense, researchers can explore the field deeply to find out the data or issues being studied.

In collecting data, this study used interview, observation, and documentation techniques. There are two sources of data used. First, is primary data. This data was obtained from the field by conducting observation and interviews with 20 informants: 15 refugees, 2 people from Kupang Immigration Detention Center, 2 people from Kesatuan Bangsa dan Politik (National Unity and Politics) or Kesbangpol agency, and 1 person from Public Relations Division of the IOM organization. The informants were chosen using purposive sampling technique. In this sense, the informants were chosen intentionally with the criteria that the informants have the relevant knowledge and understand deeply about the problems being studied. Second is secondary data, the data that was collected through library research and was obtained from books, documents, articles and so on. Especially, in this study, the document used as secondary data is document of the Director General of Immigration Regulation Number IMI.1917-OT.02.1 of 2013 concerning Standard Operating Procedures for Immigration Detention Centers. Finally, the data were analyzed using qualitative analysis techniques, namely data reduction, display of data and drawing conclusions

(Miles, Huberman, & Saldaña, 2014). Finally, the data described in word-for-word form.

FINDINGS AND DISCUSSION

The effectiveness of foreign refugee handling services in Kupang by the Kupang Regional Government in collaboration with IOM after the delivery from the Kupang Immigration Detention Center

Based on the result, we found that refugees have various backgrounds such as doctors, soldiers, lecturers, mid-level police, and others. They fled to find a third country and a new life because they felt threatened in their homeland due to differences of belief, culture, ethnicity and so on. In this case, despite various reasons, most refugees want to find a third country to survive, as one refugee explained: *“I am in Indonesia and detained here because my country is in an unsafe situation.”* (Interview with Muhammad Ali Rahimi, Foreign Refugee on October 13, 2020).

The number of refugees under the supervision of the Kupang Rudenim is displayed in Table 1. Currently, all refugees in Kupang Rudenim have been transferred to the Kupang Regional Government, then placed in shelters such as the Inna Bo'i Hotel, Kupang Inn Hotel, and Lavender Hotel. According to the Head of the Kupang Rudenim:

“Since 2018 refugees have been managed outside the Rudenim by IOM. However, until now there has not been an official transfer. We continue to communicate this to the Kupang Regional Government. We transfer the refugees to the Regional Government as a follow-up to Presidential Regulation 125 of 2018. This regulation clearly mandates the handling of refugees in shelters by the Regional Government in collaboration with IOM and UNHCR” (Interview on October 13, 2020).

From the interview above, it can be concluded that the official transfer is very important because, in the context of immigration, all forms of treatment for refugees from abroad while in Indonesia must be regulated in clear regulations and procedures,

but this message has not yet been responded to by the local government.

To find out the progress of the implementation of refugee handling services in Kupang, we conducted in-depth interviews with a number of informants. The main focus in the interview relates to the characteristics of good service that can provide satisfactions to the public (Kasmir, 2005).

First, the availability of professional employees. In the management of foreign refugee handling services in Kupang, it is basically managed by three agencies, namely: immigration office which is represented by Rudenim, the Kupang Regional Government which is transferred to the Kesatuan Bangsa dan Politik (National Unity and Politics) agency, or Kesbangpol, and International Organization for Migration (IOM) which is under the auspices of the United Nations. The involvement of these two government agencies and IOM should be able to manage 223 refugees from abroad in Kupang:

“Now, Rudenim Kupang has 59 human resources with good competence and education. We also have nursing and health personnel. From this we can see that we have superior human resources in managing refugees and detainees” (Interview with the Head of the Kupang Rudenim Administration Subdivision on October 13, 2020).

However, Regional governments limit their involvement in handling refugees because refugees are not considered as Indonesian citizens or Kupang citizens who need more attention. Moreover, Kesbangpol as the agency appointed by the Regional Government to be directly involved in the refugees handling service only carries out monitoring activities. As the Head of Kesbangpol Kupang explained, “Kesbangpol only assigns employees to monitor refugees in shelters, not in charge of guarding refugees, supervision is carried out by Immigration” (Interview November 09, 2020). Accordingly, the Regional Government that has accepted refugees must take full responsibility, or at least provide a comfortable life for refugees who are willing to leave their country just to get security to live (see Bahar Özvarış et al., 2020).

Table 1. Number of Refugees from abroad under the Kupang Rudenim supervision

Citizenship	Male		Female		Amount
	Adult	Children	Adult	Children	
Afghanistan	162	19	22	17	220
Pakistan	3	-	-	-	3
Total	165	19	22	17	223
	184		39		

Source: Kupang Rudenim, 2020

Second, the availability of facilities and infrastructure. The facilities and infrastructures owned by Rudenim and IOM are very good actually. The building used as a shelter for refugees from abroad is adequate and also the availability of hygienic and nutritious food and drinks:

“The facilities available are 7 computer units, 7 laptop units, 4 rental cars, smoking area, Wifi area, information boards, guest rooms required to report and 4 CCTV units, while the existing infrastructure includes an office building which is divided into 5 workspaces and 1 team room” (Interview with Mrs. Grace, the Head of IOM Kupang, November 08, 2020).

However, the provision is entirely carried out by IOM, not the Kupang Regional Government. It is true that the mandate of Presidential Decree No. 125 of 2016 states that the fulfilment of the living needs of refugees is carried out by IOM, but the Regional Government as the representative of the central government (Indonesian government) cannot abandon their responsibilities. The regional governments have responsibility to not just looking for a place to shelter the refugees but also of managing refugees. The social and humanitarian responsibility of the Government of Indonesia as represented by the Regional Government to the international community must be increased because Indonesia has been willing to become a shelter for refugees from abroad.

Nevertheless, the crucial thing that should be examined is relating to the facilities and infrastructure provided by the owner of the shelter. The hotel that is used as a ref-

uge is not a five-star hotel complete with luxurious facilities (see Frounfelder et al., 2020; Rip et al., 2020). An interview with one of the refugees, showed that a shortage of clean water often occurs:

“The hotel that is where we are now has several obstacles, for example the lights often break, the rooms are narrow, the air conditioner is not good and it doesn’t really give coolness because it is rarely cleaned. In addition, the water is also often clogged, sometimes even smells bad and some bathroom facilities are not functioning properly such as water taps, showers, bathroom water reservoirs are also damaged” (Interview with Muhammad Ali Kaley, Foreign refugee, October 13, 2020).

Based on the interview above, the facilities require a regular maintenance. Moreover, IOM and the Kupang Regional Government have provided large funds to rent the hotel as a shelter, as well as the maintenance costs. Therefore, although it is hoped the facilities and infrastructure in the refugee camps should be comprehensive, however, on the contrary the facilities are not maximized.

Third, the fulfilment of various needs with quality products and services. The various services provided by Rudenim and IOM can be said to be in accordance with service standards. The availability of health facilities, psychological consultation, work training education, sports facilities, and other services are very useful for refugees in shelters. As the Head of IOM Kupang explained:

“IOM has a number of service facilities, including the following: a) providing basic

necessities including food and drink, each adult IDP is given Rp 1,250,000 per month. The money is to meet the necessities of life. If you have children, then IOM will add IDR 500 thousand per child, b) health services, including the availability of psychologist assistants, c) vocational education, d) language education, e) arts and sports, f) displacement of refugees from one area to another. (Interview with Mrs. Grace, the Head of IOM Kupang, November 08, 2020).

Every service provided to refugees must be carried out professionally in accordance with the applicable Standard Operating Procedure (SOP). IOM as an international organization that is responsible for its duties and functions to UNHCR and the United Nations strives to provide various services starting from health, education, and skills training. Meanwhile, the limitations in the number of existing medical and teaching staff are highlighted as a problem. IOM has provided one doctor and two nurses in the shelter. Of course, this number is not enough to meet the medical needs of more than 200 refugees from abroad in Kupang. To sum up based on the interview result above, actually, this can be handled if the synergy between the three institutions works together to provide the best service for refugees.

Fourth, the responsibility to every customer, which in this case are refugees. Accountability to refugees is known through complaint information. Complaints arise from the implementation of tasks that are considered not in accordance with service standards. For refugees from abroad who are in temporary shelters in Kupang City, they have the opportunity to submit complaints in the form of a suggestion box available at the entrance to the Kupang Immigration Detention Center office. In addition, Kesbangpol has also provided a complaint room so that incoming complaints can be immediately responded to by officers. The complaint settlement process is carried out in stages starting from the officer receiving the complaint to the level of the head of the immigration detention house. Then, it is followed up through a structural meeting. This step is taken to find solutions so that problems and complaints from refugees can be resolved. As explained by an official from Kupang Rudenim:

“At the entrance to the Rudenim, we provide a complaint box for refugees who want to submit complaints or suggestions. Furthermore, Rudenim officers who carry out supervision at the shelter will follow up on the complaint. The settlement of complaints is directly under the responsibility of the Head of the Rudenim” (Interview with the Head of the Kupang Rudenim Administration sub-section, October 13, 2020).

Likewise, IOM seeks to meet the needs of refugees. So far, refugee complaints to IOM are mostly related to the clarity of their asylum status which is being done by UNHCR.

Fifth, able to serve quickly and accurately. In terms of obtaining information about quick and appropriate services, we seek information about responsive health services in shelters. Once again, the limited number of medical personnel has slowed down some health complaints.

“The health department now only provides health facilities for detainees, not for refugees since they were transferred to shelters. For detainees/immigrants we provide services in the form of food, physical and spiritual health services” (Interview with the Head of the Health and Maintenance Section of the Kupang Rudenim, October 13, 2020).

As stipulated in Presidential Decree No. 125 of 2016, refugees from abroad have the right to obtain proper health services. Refugees can be placed in hospitals outside the shelters if they need these facilities. In fact, there are several refugees who have filed complaints of illness for days and want to be treated at the hospital, but have not been given permission. IOM believes that as long as medical personnel can be treated in a shelter, medical care will only be done in a shelter. It is clear that the reason for not taking internally displaced persons (IDPs) to hospital immediately was due to the costs of treatment that IOM would incur. As one refugee explained in an interview:

“To be honest, after we left the Rudenim Kupang everything was different. The service so far from IOM and the Government has been poor. For example, in the past when I complained that I was sick, the Rudenim officers immediately took me to the hospital. Now, when I complain about being sick, IOM and the government respond to it for a long

time. Sometimes I even walk from the Laverder hotel to the Hospital at my own expense. (Interview with Ahmad Nawi Musafari, foreign refugee, October 13, 2020).

It can be concluded that the health care financing strategy really needs to be regulated more clearly in the implementing regulations of Presidential Decree No. 125 of 2016.

Sixth, able to communicate and understand customer (refugees) needs. In the refugees from abroad handling service, the obstacle that always occurs in communication is the problem of language. Refugees who are living in shelters cannot understand English as a universal language in communication. That's why IOM provided language training. Further, communication barriers are also an obstacle in the social life of refugees and the local people of Kupang:

"IOM recognized the language barrier. Thus, to solve that obstacle, language training is provided, namely English and Indonesian. This training is conducted three times a week." (Interview with Mrs. Grace, the head of IOM Kupang, November 08, 2020).

The existence of communication barriers has an impact on the limited interaction of refugees, so it appears as if they are excluded to the shelter environment. Apart from language, cultural differences can also limit the social interaction of refugees. Living in refugee camps for many years certainly requires extensive social activities so as to avoid the feeling of tediousness among refugees.

Seventh, provide confidentiality guarantee. Even refugees from abroad, who are not Indonesian citizens, must also receive legal guarantees because they have been officially registered through UNHCR as refugees or legal asylum seekers. In addition, their identities are well managed and recorded by Rudenim and IOM. The refugees' belongings that were deposited with the Rudenim were also properly cared for and stored. Both Rudenim Kupang and IOM have a data collection system based on sophisticated communication technology, thus ensuring data security. The head of IOM explained that, *"We have our own system in*

maintaining refugee data so that no one else can enter our system" (Interview with Ms. Grace, the head of IOM Kupang, November 08, 2020).

Eighth, have good knowledge and skill. A policy will be optimally implemented if it is supported by competent human resources in their field. Rudenim Kupang is filled by officers with technical quality in immigration services that resulted from a good education and training system. Likewise, IOM's human resources are capable as international organizations under the United Nations' volunteers. Most of their workforce also possess higher education qualifications, *"IOM in Kupang has 11 workers with details of 4 English literature bachelor, 1 psychology bachelor, 2 medical worker, 1 education bachelor and 3 high school graduates as backup helpers." (Interview with Mrs. Grace, the Head of IOM Kupang, November 08, 2020).* However, the problem is that there are very few human resources. The number of IOM officers only consists of eleven people, of course this number is not balanced with the number of refugees that must be managed as many as 223 people.

Lastly, able to give trust to customers (refugees). In terms of trust in refugees from abroad, the Rudenim Kupang has been fully given on the basis of humanitarian reasons, for the sake of a more decent life. As explained by the head of Kupang Rudenim, *"The handing over of refugees to the Regional Government of Kupang is clearly our trust in the Regional Government to jointly manage the refugees. We also place great trust in IOM to manage the needs of IDPs in shelters" (Interview with the head of the Kupang Rudenim, October 13, 2020).* This humanitarian spirit is also the basis for the emergence of Presidential Decree No. 125 of 2016 concerning Refugees from abroad Handling.

Refugees should be aware of this policy in order to provide better services for them, so that they do not take advantage of their presence in shelters to act without regulations that are disturbing to local residents. Likewise, Rudenim gives full trust to the Kupang Regional Government and IOM to manage refugees from abroad properly. Essentially, when the refugees are transferred

to the local government and then they are disturbing the residents, the public spotlight will still give Rudenim a bad assessment. Therefore, there is a need for good synergy between the Rudenim, the Kupang Regional Government, and IOM in managing refugees from abroad in Kupang.

It is very important to regulate the services for the handling of refugees from abroad, which is contained in the SOP framework as the basis for implementing refugee handling services. Consequently, through the SOP, the process of handling refugees is more focused in accordance with the characteristics of good services as stated above (see Kasmir, 2005; Herawaty & Sugiyo, 2020).

The factors that cause the foreign refugee handling services in Kupang has not been running effectively

In the following section, we discussed several factors that caused the ineffectiveness of refugee handling services in Kupang. This ineffectiveness factor is analyzed based on the indicators of good public service according to Kasmir (2005).

First, the lack of involvement of the Kupang regional government in handling refugees from abroad in Kupang and the lack of human resources of IOM have caused the service for handling foreign refugees in Kupang to be ineffective in terms of staff professionalism. IOM's staff is limited to only 11 people to take care of 223 IDPs in shelters. The disparity in the number of officers with the number of refugees causes a lack of response to meeting the needs and responding to the complaints of refugees. Furthermore, the lack of experts in the medical and teaching fields cause many of the training programs to be inadequate (see Abdi, Murphy, & Seale, 2020; Maharani et al., 2022). As a result of the lack of human resources, the capacity of the organizations in developing a shared vision which is very important for the achievement of organizational goals is being hampered (see Budi-yanti, Yamin, & Patiro, 2019).

Second, the lack of facilities and infrastructure as well as the ineffectiveness in the refugees from abroad handling service in Kupang is because of the mindset of the

Kupang Regional government that considers the management of refugees from abroad as not part of the responsibility of the Indonesian government. Hence, the provision and management of facilities and infrastructure is left to IOM and the site shelter manager:

“The Health and Care section has undergone changes as stipulated in Presidential Regulation 125 of 2016. Those duties are given to stakeholders according to their respective roles (Interview with Head of Health and Care Section, October 13, 2020).

This problem of facilities and infrastructure should be the main focus to be resolved because it is closely related to community welfare, income distribution and long-term investment (Khanifah, 2019).

Third, the cause of the ineffectiveness in the handling of refugees from abroad was due to the limited human resources that IOM has, especially in meeting the needs of education and health. As a result, they are unable to provide a variety of services. Moreover, the lack of synergy between institutions also results in low quality of service and slow fulfillment of needs. Lastly, service and maintenance of hotel facilities are also inadequate due to a lack of control from the Kupang regional government to hotel managers or owners.

Fourth, the ineffectiveness of services for handling refugees from abroad in Kupang in terms of responsibility to refugees' needs is caused by limited access to complaints to local governments. As a result, the local governments become unresponsive in responding to the needs and complaints of refugees from abroad. Also, the lack of local government participation in services for handling refugees from abroad is again the root of the problem in inter-agency coordination in responding to the needs of refugees from abroad:

“In Presidential Decree 125 of 2016 regarding the handling of refugees are done by local government. Therefore, our duties are only to supervise security and order in temporary shelters” (Interview with the Head of Security and Order Section, October 13, 2020).

If the refugee handling services are carried out with good synergy by the three institutions, it will certainly be able to an-

swer the needs of the quality and quantity of IOM's limited human resources. Furthermore, coordination between agencies in dealing with the needs of refugees from abroad influence the quality of work. If the quality of work is high, work performance will increase and will increase overall organizational performance (Mudhofar, 2021).

Fifth, the factors that cause the handling of refugees from abroad in Kupang has not been effective in terms of the ability to serve quickly and accurately are: lack of IOM human resources who directly take care of the needs and services for refugees in shelters, lack of experts from IOM in the fields of health and education, local governments limit their duties to monitoring functions only, and hotel managers are less responsive to the needs of refugees.

Sixth, the reasons for the ineffectiveness of handling refugees from abroad in Kupang in terms of communication and understanding the needs of refugees from abroad are as follows. First of all, not all refugees from abroad are able to speak English as a universal language. Moreover, the educational and socio-cultural backgrounds of refugees from abroad are varied and different from Indonesia culture. This is often an obstacle in providing services. Lastly, the lack of human resources such as translators and teachers so that English and Indonesian language training does not go well (see Maher, 2020). As the head of IOM Kupang explained: *"So far, we have had problems with Farsi. Farsi language is difficult and none of us can speak Farsi. So, we are trying to provide translators to help us in our work"* (Interview with Mrs. Grace, the Head of IOM Kupang, November 08, 2020).

Seventh, the ineffectiveness of the service for handling refugees from abroad in terms of ensuring the confidentiality of the identity of refugees in Kupang is due to the limited identity documentation of refugees as a result of leaving their country in an urgent situation. Moreover, there is also a lack of synergy between IOM, the Regional Government and the Rudenim Kupang in providing an updated data of refugees from abroad:

"To maintain the confidentiality of data cannot be guaranteed because based on the man-

date of Presidential Regulation 125 of 2016, there are several ministries and agencies involved in handling refugees. Automatically the data is owned by all institutions in accordance with the duties and functions listed in the presidential regulation in question (Interview with the Head of Kesbangpol Kupang, November 09, 2020).

Eighth, the factors that caused the service for handling refugees from abroad in Kupang to be ineffective in terms of good knowledge and ability of officers is due to the limited role of Kesbangpol. As the representative of the Kupang Regional Government, the Kesbangpol was only in charge of monitoring:

"The duties and functions in handling detainees (foreign citizens who violate immigration administration) have changed since the presence of Presidential Regulation 125 of 2016. It is stipulated that the handling of refugees is transferred to the local government" (Interview with the head of Registration, Administration and Reporting Section of Rudenim Kupang, October 13, 2020).

Finally, the ineffective handling of refugees from abroad in Kupang in terms of creating trust to refugees is due to the concerns that the Regional Government has regarding the refugees and also the perception of the people of NTT Province that refugees are illegal immigrants who tend to violate the law (Briciu, 2020).

The solutions to increase the effectiveness of foreign refugee handling services in Kupang

There are some solutions suggested by researchers to improve the handling refugees from abroad in Kupang as follows:

- a. The official transfer of refugees must be carried out immediately, so that the participation and involvement of the Kupang local government can be increased and managed professionally.
- b. It is necessary to evaluate the hotel rental cooperation agreement as a shelter for refugees on a regular basis, so that it can monitor and evaluate the quality of its management by the hotel owner.
- c. The addition of human resources in the refugees from abroad handling service must build synergies between IOM and local governments and the responsibility

of local governments does not only stop at monitoring activities, but also on empowerment.

- d. Kesbangpol officers in shelters should provide responsive services.
- e. Language training for refugees must be carried out and developed continuously, so that communication between refugees from abroad and the management of refugees from abroad handling services in Kupang can run well.
- f. Information technology-based data collection on refugees from abroad must also be carried out by Kesbangpol as a representative of the local government and education regarding the enforcement of human rights values must be provided to the service manager for handling refugees from abroad.
- g. Psychological assistance must be provided to prevent discontents that occur in shelters, so that there is no reactive attitude from refugees. Thus, the Rudenim's trust in the local government in managing refugees must be well-maintained. For the Ugandan government, this collaboration can be considered as another initiative in which it can invest to enable governments-sponsored fresh graduates to acquire practical job experience.

CONCLUSION

The effectiveness of refugees from abroad handling services in Kupang which is managed by the Kupang Regional Government and in collaboration with International Organization for Migration (IOM) is still not optimal if judged based on good service indicators. The research found that there are several problems regarding the service for handling of refugees from abroad in Kupang, ranging from the lack of participation of the Kupang Regional Government that is limited only to monitoring, the lack of maintenance and adequate of facilities and infrastructure in shelters, the lack of human resources for officers in the shelters, unresponsive health services, poor communication due to language barriers, the fact that the Kupang Regional Government does not have a database of refugees from abroad, the

reactive attitude of refugees that have reduced the trust of the Kupang Rudenim, and the limited knowledge about refugee status and enforcement of human rights by officers.

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