

Indonesian Republic Government's Role in Handling Refugees in Pekanbaru According to the Presidential Regulation Number 125 of 2016 concerning Handling Refugees

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Abstract--*This study aims to find out the government's role in handling refugees from abroad and analyze obstacles affecting the implementation of government policies according to Indonesian presidential regulation number 125 of 2016 in handling refugees at the Pekanbaru Immigration Detention House (IDH). This is empirical legal research using primary and secondary data. Primary data is obtained by conducting a survey. The population in this study implements government policies in handling refugees from abroad at the Pekanbaru IDH with 34 people. Data analysis in this study uses quantitative techniques. Based on the data analysis technique, government policies in handling refugees at the Pekanbaru (IDH) were not carried out adequately based on the field data collection assessments. Assessments with the highest average points are in the variable sub-indicators of communication in handling refugees. In contrast, those at the lowest value are indicators of resources in handling refugees from abroad, which have been appropriately implemented. Suitable resources have not supported communication in handling refugees at the Pekanbaru IDH.*

Keywords- *Refugees from abroad; Government Policy; Pekanbaru Immigration Detention House (IDH)*

I. INTRODUCTION

The government's power could be divided into a broad sense of government and the narrow one. The latter shall cover only the institution that takes care of the executive power. The former shall include the executive sense and an institution that has the authority to establish the regulation (legislative power) and those institutions that have judicial power.[1]

Based on Law Number 37 of 1999 concerning Foreign Relations, the authority to give asylum to foreigners is in the President's hand by considering the ministry's deliberation. The Presidential Regulation regulates the execution of the said authority. Furthermore, the President stipulates the

refugees' policy from abroad' issue, which shall be regulated by the Presidential Decree. The government then establishes the Presidential Regulation number 125 of 2016 concerning Handling refugees from abroad. This presidential regulation is the implementation rules of Article 28G 1945 Constitution and article 25 and 27 of the Law Number 37 of 1999 concerning Foreign Relations.

The Presidential Regulation Number 125 of 2016 concerning the Handling of Refugees from abroad is the government's policy, which becomes the legal basis for any government officials in Indonesia handling refugees from abroad. The regulation defines "refugees from abroad" as the foreigners who are in the territory of the Unitary State of the Republic of Indonesia because of reasonable fear of persecution on the grounds of race, ethnicity, religion, nationality, membership of social groups, and different political opinions and who do not want protection from their country of origin and/or have obtained asylum seeker status or refugees status from the United Nations through the High Commissioner for Refugees in Indonesia. Alexander Bett and Gil Loescher define the "Refugee" as "the people who cross international borders to flee human rights abuses and conflict. Refugees are prima face evidence of human rights violations and vulnerability. People who are persecuted and deprived of their homes and communities and means of livelihood are frequently forced to flee across the borders of their home countries and seek safety abroad." [2]

The refugees from abroad are placed in the Immigration Detention House (IDH). According to the regulation, the IDH is a work unit within the

ministry that administers government affairs in law and human rights, which carries out detention of foreigners. The provisions regarding the scope, primary duties, and functions of the IDH as regulated in the Presidential Regulation above are broader than the scope, primary duties, and functions of the IDH as regulated in Law Number 6 of 2011 concerning Immigration. According to Law Number 6 of 2011 concerning Immigration, IDH is a technical implementation unit that carries out the Immigration Function as a temporary shelter for foreigners subject to Immigration Administrative Measures. According to the presidential regulation Number 125 of 2016 concerning the Handling of Refugees from abroad, the IDH is not only a temporary shelter for foreigners who are subject to Immigration Administrative Measures, but also as a temporary shelter for refugees from abroad.

The phenomenon of implementing government policies in the field of refugees from abroad is an interesting thing to do a comprehensive study. Based on Presidential Regulation Number 125 of 2016 concerning the Handling of Refugees from abroad, IDH officers carry out immigration control. In its implementation, immigration control of refugees from abroad, especially at the Pekanbaru IDH, is still not optimal. As stipulated in the above Presidential Regulation, the implementation of government policies by the Pekanbaru IDH is still not effective.

One indication related to the ineffective implementation of government policies by the Pekanbaru IDH is the limited authority of the Pekanbaru IDH in handling refugees from abroad. This is different from the full authority possessed by the Pekanbaru IDH in terms of handling foreigners who are subject to administrative immigration measures. Based on the above background, the phenomenon in terms of determining government policies related to the main tasks and functions of the IDH.

Many factors cause the inadequate implementation of government policies in handling refugees from abroad, both in terms of facilities and infrastructure, as well as human resources. Apart from this, there are still many people who do not know the primary duties and functions of the IDH, especially related to the placement of refugees from abroad, both those placed inside or outside the Pekanbaru IDH.

II. PROBLEMS

The problem questions in this research are: *first*, how is the implementation of government's policy in handling refugees from abroad at the Pekanbaru IDH according to Presidential Regulation Number 125 of 2016; and *second*, how are the obstacles in implementing the Presidential Regulation Number 125 of 2016 in Pekanbaru IDH.

III. RESEARCH METHOD

This research aims to know the implementation of the government's policy in handling refugees from abroad at the Pekanbaru IDH according to Presidential Regulation Number 125 of 2016 and the obstacles in implementing the Presidential Regulation Number 125 of 2016 in Pekanbaru IDH. In order to achieve the objectives, this study conducts empirical research that uses primary and secondary data. Data collection was conducted through surveys, and the information was obtained from the sample through questions. In order to obtain primary data and to acknowledge the government's policy in handling refugees from abroad in Pekanbaru IDH; thus, the research was located in Pekanbaru city, precisely in Pekanbaru IDH. [9]

Bailey stated that the population or universe is the whole number from the analysis unit. Sax asserted that the sample means the limited number of a chosen element in a population.[3] The analysis unit in this research is the executor of the government's policy in handling refugees from abroad in Pekanbaru IDH with a total number of 34 people.[5] In this research, all population members would be the sample because the population number is not too big, and the availability of sufficient time, personnel, and cost. The population and sample are the Head of Pekanbaru IDH and 33 officers (civil servants) who perform the primary duties and functions in Pekanbaru IDH. The sampling technique towards both populations uses census techniques.

The rationale in the respondents (the head and officers of Pekanbaru IDH) was to obtain reliable data from the technical executors' perspectives regarding the policies in handling the refugee under

the Presidential Regulation Number 125 of 2016 in Pekanbaru IDH).

This research consists of primary and secondary data. Primary data was collected directly from the field, which is collected from interviews and questionnaires. Secondary data were obtained from library research to complete primary data, such as reports, literature, and another published attachment, supporting and explaining the problem statements.

The data collection technique in this research uses observation, questionnaires, and an interview. Observation means a direct observation of the research object. The questionnaire technique means proposing a written questions list to the respondent with the provided alternative answers. In this research, the questionnaire was proposed to the civil servants who perform the primary duties and functions in Pekanbaru IDH. The interview was conducted by the direct question and answer with the respondent aimed at a particular issue: the Head of Pekanbaru IDH. [6] The primary data which collecting data from the field and the secondary from the library. The interview's collected primary data will be presented in the description, and the primary questionnaire data will be presented in data tabulation. After the presentation of data, there will be a discussion of the secondary data's research result.

IV. DISCUSSION

IV.1. Government Policy in Handling Refugees from abroad at the Pekanbaru IDH according to Presidential Regulation No. 125 of 2016

Variable indicators in this research related to the government policy in handling refugees from abroad at the Pekanbaru IDH are based on Presidential Regulation Number 125 of 2016. There are 5 (five) indicators: (i) government; (ii) communication; (iii) resources; (iv) disposition; (v) organization structure. Each indicator was measured based on the questionnaire answer from 33 respondents who work as civil servant officers) in Pekanbaru IDH.

IV.1.1. Government Policy in Handling Refugees from abroad.

Assessment for this first indicator consists of sub variable indicators: (i) conformity with the higher policy; (ii) consistent with the applicable policy; (iii)

future-oriented; (iv) clear and transparent. Table 1 elaborate on the assessment of the sub-indicators.

Table 1. Respondents' Response to the Government Policy Indicator

No	Government Policy in Handling Foreign Refugees	Assessment Category					Total
		Strongly Agree	Agree	Less Agree	Disagree	Strongly Disagree	
1	Standard Operating Procedure (SOP) has conformed with the higher policy (rule)	3 9,09%	16 48,48%	6 18,18%	5 15,15%	3 9,09%	33 100%
2	SOP has been consistent to the applicable policy	2 6,06%	14 42,42%	9 27,27%	7 21,21%	1 3,03%	33 100%
3	SOP has been future oriented	0 0,00%	5 15,15%	20 60,61%	7 21,21%	1 3,03%	33 100%
4	SOP has been clear and transparent	4 12,12%	13 39,39%	10 30,30%	5 15,15%	1 3,03%	33 100%
Total		9	48	45	24	6	132
Average		2,25	12	11,25	6	1,5	33
Percentage		7%	36%	34%	18%	5%	100%

Source: Field Data, 2018

Based on Table 1 above, the highest percentage assessment for the government's policy in handling refugees from abroad at the Pekanbaru IDH is 36% for the "Agree" category. Based on the data above, the government's policy in handling refugees from abroad has been adequately implemented in general.

There are 3 respondents (9,09%) who give "strongly agree" answer; 16 respondents (48,48 %) and 3 respondents (9,09%) with "strongly disagree" answer, for the sub-indicator of the conformity of the Standard Operating Procedure (SOP) to the higher policies (rules). Regarding the sub-indicator of the SOP in handling foreign refugee has been consistent to the applicable policy, there were 14 respondents (42,42%) with "agree" answer and 1 respondent (3,03%) with "strongly disagree" answer. Regarding the sub-indicator of the SOP in handling foreign refugee is future oriented, there is no respondents with "strongly agree" answer, but there were 20 respondents (60,61%) with "less agree" answer. In addition, there were 13 respondents (39,39%) with "agree" answer and 1 respondent (3,03%) with "strongly disagree" answer for the indicator of the SOP in handling foreign refugee has been clear and transparent.

The Head of Pekanbaru IDH, Junior Manerep Sigalingging, stated that the SOP refers to the Presidential Regulation Number 125 of 2016 on Handling Refugees from abroad and the Law Number 6 of 2011 on Immigration. He also asserted that the SOP has not yet been consistent with the applicable policy, not yet been future-oriented due to the existing rules were still ambiguous, and not yet been clear and transparent. In regards to the latter, one of the indicators is that the regional government had never attended Pekanbaru IDH to discuss the refugee shelter problems.

IV.1.2. Communication in Handling Refugees from abroad.

Assessment for this communication indicator consists of sub variable indicators:(i) officers’ attitude and behavior in performing duties; (ii) officer’s disciplinary level in performing duties; (iii) officer’s skill level in performing duties; and (iv) the stipulation of officer’s upgrading policy in order to the skill/professionalism improvement. Table 2 provides an assessment of the sub-indicators.

Table 2. Respondents’ Response to the Communication Indicator

No	Communication related to the implementation of government’s policy in Handling Foreign Refugees	Assessment Category					Total
		Strongly Agree	Agree	Less Agree	Disagree	Strongly Disagree	
1	Officers’ attitude and behavior in performing duties	4 12,12%	11 33,33%	10 30,30%	7 21,21%	1 3,03%	33 100%
2	Officer’s disciplinary level in performing duties	1 3,03%	13 39,39%	11 33,33%	7 21,21%	1 3,03%	33 100%
3	Officer’s skill level in performing duties	0 0,00%	13 39,39%	13 39,39%	6 18,18%	1 3,03%	33 100%
4	The stipulation of officer’s upgrading policy in order to the skill/professionalism improvement	6 18,18%	11 33,33%	11 33,33%	5 15,15%	0 0,00%	33 100%
Total		11	48	45	25	3	132
Average		2,75	12	11,25	6,25	0,75	33
Percentage		8%	36%	34%	19%	2%	100%

Source: Field Data, 2018

Based on Table 2 above, the highest percentage assessment for communication indicators in handling refugees from abroad at the Pekanbaru IDH is 36% for the “Agree” category. In general, communication in handling refugees in Pekanbaru IDH has been adequately implemented. Junior ManerepSigalingging asserted that the officers had implemented the SOP in their every duty. The author argued that the existing SOP should be followed by the officer’s upgrading skill program, such as English language skills or others.

Regarding the officer’s disciplinary level in performing duties sub-indicator, a respondent gave a “strongly disagree”, 7 respondents gave “disagree” answer and 11 respondents gave “less agree” answer, 11 respondents with “agree answer” and a respondent gave “strongly agree”. Junior ManerepSigalingging stated that the discipline of Pekanbaru IDH officers had been well implemented.

The assessment of the Pekanbaru IDH officers’ skills had not been carried out correctly. The officers’ skills were following the SOP for refugees from abroad enforced at Pekanbaru IDH. According to the respondents, the skills possessed by these

officers were obtained based on directions, training, and education that had been carried out previously. The Head of Pekanbaru IDH gave a positive answer that the Pekanbaru IDH officers’ skills in carrying out their duties have referred to the SOP for refugees. The author argued that the office clerk and the field division must be balanced in attending education and training to dispel the impression that only the office clerk often attends the training. The training should also be carried out according to a well-planned schedule, thus eliminating the impression that training at the end of the year only aims to spend the budget.

The establishment of Pekanbaru IDH officers’ policy development to improve the skills/professionalism has adequately been implemented following the existing SOP. As a whole, the respondents stated that Pekanbaru IDH officers’ policy development to improve the skills/professionalism had appropriately been implemented. Similarly, the Head of the Pekanbaru IDH stated that Pekanbaru IDH officers’ policy development to improve the skills/professionalism had been adequately implemented. It is proven that every officer has been equipped with knowledge and socialization, and many employees have attended training organized by the government. According to the author, one of the obstacles in this issue is the separation between the duties carried out at the IDH, and the duties carried out at the Immigration in itself.

IV.1.3. Resources in Handling refugees from abroad

Assessment on the resources indicator consists of the sub-indicator: (i) available facilities and infrastructure provide comfort; (ii) grievance mechanism facility; and (iii) room for temporary shelter.

Table 3. Respondents’ Response to the Resources in Refugees from abroad Indicator

No	Resources in the implementation of government policy in handling foreign refugee	Assessment Category					Total
		Strongly Agree	Agree	Less Agree	Disagree	Strongly Disagree	
1	Available facilities and infrastructure provide comfort	2 6,06%	8 24,24%	16 48,48%	7 21,21%	0 0,00%	33 100%
2	Grievance mechanism facility	1 3,03%	16 48,48%	9 27,27%	7 21,21%	0 0,00%	33 100%
3	Room for temporary shelter	1 3,03%	7 21,21%	18 54,55%	7 21,21%	0 0,00%	33 100%
Total		4	31	43	21	0	99
Average		1,33	10,33	14,33	7	0	33
Percentage		4%	31%	44%	21%	0%	100%

Source: Field Data, 2018

Based on Table 3, the highest percentage of resources related to implementing government

policies in refugees from abroad at the Pekanbaru IDH is 48%, with the category of assessment “less agree.” Based on the percentage in this category, the resources related to government policies in refugees from abroad at the Pekanbaru IDH are not adequately implemented.

Based on the respondents’ opinion, the facilities and infrastructure available in Pekanbaru IDH have not provided comfort to refugees from abroad. Based on the interview with the respondents, it is found that the facilities and infrastructure available in Pekanbaru IDH provided comfort to refugees from abroad and the officers. Comfortable facilities and infrastructure in Pekanbaru IDH have improved and supported officers’ duties. However, there are still refugees who use available facilities poorly. Besides that, the current facilities are still inadequate so that improvements are needed. The Head of Pekanbaru IDH stated that the facilities and infrastructure available in Pekanbaru IDH had provided comfort to refugees from abroad. According to the author based on the observation, the facilities and infrastructure unavailable yet in Pekanbaru IDH are a particular room to frisk the refugees from abroad.

Based on the respondents’ opinions, the grievance mechanism for refugees is well available. Based on the interview with the respondents, the refugees in Pekanbaru IDH could complain at any time about problems experienced or convey their aspirations and complaints to officers on duty, employees, or to the authorized officials. However, it is unfortunate that the refugees rarely utilize well the existing complaint facilities, and there are even refugees who damage the facilities provided. The Head of Pekanbaru IDH stated that the means of complaints about the refugees were already well available. According to the author, the problem with complaints about refugees from abroad in Pekanbaru IDH is language difficulties between officers receiving complaints and refugees who submit complaints.

Based on the interview with the respondents, the room as a temporary shelter for refugees from abroad in Pekanbaru IDH had met the existing provisions, both those provided by the International Organization for Migration (IOM) and those provided by IOM after coordinating with IDH. There’s also an opinion that the room as a temporary

shelter for refugees in Pekanbaru IDH is still inadequate compared to the number of refugees. The other respondent mentioned that the IDH is currently no longer a temporary shelter for refugees. In general, respondents mentioned that the room as a temporary shelter for refugees in Pekanbaru IDH was not available properly. The Head of Pekanbaru IDH stated that the room as a temporary shelter for refugees from abroad in Pekanbaru IDH was inadequate to place many refugees outside. According to the author, the problem with refugees’ temporary shelter in Pekanbaru IDH is that the number of refugees is not proportional to the availability of space or existing facilities and infrastructure.

IV.1.4. Disposition in Handling refugees from abroad

Assessment for disposition indicator consists of sub variable indicators: (i) grant for the right to life; (ii) grant for the right to health; (iii) grant for the right to education. Table 4 provides the assessment of the sub-indicators.

Table 4. Respondents’ Response to the Government Policy in Refugees from abroad Indicator

No	Disposition in Handling Foreign Refugee in Pekanbaru Immigration Detention House	Assessment Category					Total
		Strongly Agree	Agree	Less Agree	Disagree	Strongly Disagree	
1	Grant for the right to life	3 9,09%	14 42,42%	8 24,24%	8 24,24%	0 0,00%	33 100%
2	Grant for the right to health	2 6,06%	14 42,42%	10 30,30%	7 21,21%	0 0,00%	33 100%
3	Grant for the right to education	1 3,03%	7 21,21%	18 54,55%	7 21,21%	0 0,00%	33 100%
Total		6	35	36	22	0	99
Average		2	11,66	12	7,33	0	33
Percentage		6%	35%	36%	23%	0%	100%

Source: Field Data, 2018

Based on Table 4 above, the highest percentage of dispositions related to implementing government policies in refugees from abroad in Pekanbaru IDH is 36%, with the assessment category “less agree.” Based on the percentage in this category, the disposition related to implementing government policies in refugees from abroad in Pekanbaru IDH is not properly implemented.

Based on the respondents’ opinion, the right to live for refugees has been properly implemented. Based on the interview with the respondents, granting the right to live for refugees from abroad in Pekanbaru IDH had been implemented. This is because the rules regarding the right to life have been regulated in Indonesia’s legal system, among others, have been included in the constitution. Also, because human rights in Indonesia have been

implemented properly, human rights protection is not only for Indonesian citizens but also for foreign citizens, such as giving the right to live based on good standards. According to the Head of the Pekanbaru IDH, the right to live for refugees from abroad in the Pekanbaru IDH had been properly implemented. According to the author, the obstacle in granting the right to live for refugees from abroad in Pekanbaru IDH is that there are still problems for every foreign refugee meeting their basic daily needs.

Based on the respondents' opinion, the right to health for refugees from abroad has been properly implemented. Based on the interview with the respondents, granting rights to health for refugees from abroad in Pekanbaru IDH had been implemented or had been properly granted. This is because everyone can complain about his/her illness to the clinic provided by IOM and health workers of Pekanbaru IDH. Another respondents' opinion was that because human rights in Indonesia have been properly implemented, the health aspects of every foreign refugee in Pekanbaru IDH are things that must be provided and implemented. According to the Head of the Pekanbaru IDH, granting rights to health for refugees from abroad in Pekanbaru IDH has been properly implemented. According to the author, the obstacle in granting the right to health for refugees from abroad in Pekanbaru IDH is that there are still problems if the refugees choose to have their health checked at a hospital assigned. One of these indicators is that refugees have to rent a vehicle to the destination hospital. Alternatively, in other words, no vehicle specifically functions as a means of transportation to take sick refugees to the hospital.

Based on the respondents' opinions, the granting right to education for refugees from abroad has not been properly implemented—the assessment of the granting rights to education for refugees from abroad in Pekanbaru IDH. Based on the interview with the respondents, granting the right to education for refugees from abroad in Pekanbaru IDH had not been properly implemented. This is due to factors of non-existent teaching and learning activities for refugees in a sustainable manner, especially for refugees in school-aged. In contrast, there's also another respondents' opinion that refugees from abroad in Pekanbaru IDH had obtained the adequate right to education. IOM gives the right to education

for them. IOM assigns relevant parties to teach children, refugees. According to Junior Manerep Sigalingging, granting refugees access to education from abroad in Pekanbaru IDH has not been properly implemented because there is no legal rule regarding this matter. According to the author, the obstacle in granting refugees the right to education from abroad in Pekanbaru IDH is the lack of infrastructure needed to support these activities.

IV.1.5. Organization Structure in Handling refugees from abroad

Assessment for the organization structure is consist of sub variable indicators: (i) real condition of officers' number linked to the effectivity in performing duties and functions in prime; (ii) the number of officers with the executive position in the Security and Order Section; (iii) the number of translators; and (iv) the number of medical personnel. Table 5 provides an assessment of the organization structure sub-indicators.

Table 5. Respondents' Response to the Organization Structure in Refugees from abroad Indicator

No	Organization structure in handling foreign refugee in Pekanbaru Immigration Detention House	Assessment Category				Total	
		Strongly Agree	Agree	Less Agree	Disagree		
1	Real condition of officers' number linked to the effectivity in performing duties and functions in prime	2 6,06%	9 27,27%	13 39,39%	9 27,27%	0 0,00%	33 100%
2	The number of officers with executive position in the Security and Order Section has matched organization's needs	1 3,03%	10 30,30%	15 45,45%	7 21,21%	0 0,00%	33 100%
3	The number of translators has matched to organization's needs	0 0,00%	4 12,12%	21 63,64%	8 24,24%	0 0,00%	33 100%
4	The number of medical personnel has matched to the needs of organization	5 15,15%	5 15,15%	16 48,48%	7 21,21%	0 0,00%	33 100%
Total		8	28	65	31	0	132
Average		2	7	16,25	7,75	0	33
Percentage		6%	21%	49%	24%	0%	100%

Source: Field Data, 2018

Based on Table 5, the highest percentage of organizational structures related to the implementation of government policies in refugees from abroad in Pekanbaru IDH is 49%, with the category of assessment "less disagree." Based on the percentage in this category, the organizational structure related to the implementation of government policies in refugees from abroad in Pekanbaru IDH has not been properly implemented.

Based on the respondents' opinion, the real condition of the total number of officers related to the effectiveness in carrying out their duties and functions in prime has not been well organized. Based on the interview with the respondents, the real condition of officers' total number was not effective

yet if it was related to their obligations to perform their duties and functions in prime. For example, if there is a demonstration from foreign in Pekanbaru IDH, the officers will have difficulty overcoming it. In contrast, another opinion was that the total number of officers' real conditions could be effective if related to their obligations to perform their duties and functions in prime. This is because the officers already have clear duties and functions. Also, the current number of officers/personnel is sufficient for the organization's needs, and the existing employees are well trained and work in their respective ways. According to the Head of Pekanbaru IDH, the real condition of the total number of officers related to the effectiveness in carrying out their duties and functions in prime is not a problem in refugees from abroad in Pekanbaru IDH. According to the author, the obstacle in terms of the real condition of the total number of officers related to the effectiveness in carrying out their duties and functions in prime is the lack of supervision of refugees from abroad who are not placed in Pekanbaru IDH.

The number of employees with executive positions in the security and order section based on the respondents' opinion has not fully supported the government's policy in refugees from abroad at the Pekanbaru IDH in terms of organizational needs. Based on the interview with the respondents, the number of employees with executive positions in the security and order section was not in accordance with the needs of the organization due to several factors, namely the number of employees in the security section was not sufficient to carry out their duties optimally in the event of a riot at home. Pekanbaru IDH. In addition, employees still lack work experience in carrying out their main duties and functions. Another respondents' opinion was that the number of employees with executive positions in the security and order section is in accordance with the organization's needs. Several factors, namely employees in terms of security are sufficient to manage refugees in detention centers. Immigration Pekanbaru, employees have good communication and relationships with the refugees in carrying out security and order at the Pekanbaru IDH. According to the Head of the Pekanbaru IDH, the number of employees with executive positions in the security and order section at the Pekanbaru IDH was in

accordance with the organization's needs. According to the author, the obstacle in terms of the number of employees with executive positions in the security and order section of the Pekanbaru IDH is that unrecorded refugees are separated from officers' supervision.

The number of translators based on respondents' opinions has not fully supported the government's policy in refugees from abroad at the Pekanbaru IDH in terms of organizational needs. Based on the interview with the respondents, the number of translators was not in accordance with the organization's needs due to the lack of employees who had expertise in foreign languages such as Arabic. According to the Head of the Pekanbaru IDH, the number of translators at the Pekanbaru IDH did not match the organization's needs. Therefore, interpreters are needed in the daily organization. According to the author, the obstacle in terms of the number of translators at the Pekanbaru IDH is that refugees from abroad generally cannot speak Indonesian and English, making it difficult for officers to communicate.

The number of health workers based on the respondents' opinion has not fully supported the government's policy in refugees from abroad at the Pekanbaru IDH in terms of organizational needs. Based on the interview with the respondents, the number of health workers was not in accordance with the needs of the organization due to factors, namely the lack of health personnel so that if there were refugees who were sick (especially at night), they had to be referred/brought to the hospital immediately. In contrast, another opinion was that the number of health workers is in accordance with the organization's needs. The health workers have carried out their work properly in accordance with their main duties and functions. According to the Head of the Pekanbaru IDH, the number of health workers at the Pekanbaru IDH did not match the organization's needs. Therefore, health personnel is needed to support organizational performance. According to the author, the obstacle in terms of the number of health workers at the Pekanbaru IDH that is not in accordance with the organization's needs is the lack of staff with a background in health or medicine.

IV.1.6. Assessment Recapitulation of the Implementation of Government’s Policy in Refugees from abroad in Pekanbaru IDH

The recapitulation of the assessment of the implementation of government policies in refugees from abroad at the Pekanbaru IDH was not well done.

Table 6. Assessment Recapitulation

No	Organization structure in handling foreign refugee in Pekanbaru Immigration Detention House	Assessment Category					Total
		Strongly Agree	Agree	Less Agree	Disagree	Strongly Disagree	
1	government policy in handling foreign refugees has been well done	2,25	12	11,25	6	1,5	33
2	Communication in handling foreign refugees has been well done	2,75	12	11,25	6,25	0,75	33
3	Resources in handling foreign refugees has been well done	1,33	10,33	14,33	7	0	33
4	Disposition in handling foreign refugees has been well done	2	11,66	12	7,33	0	33
5	organization structure in handling foreign refugees has been well done	2	7	16,25	7,75	0	33
Total		8	10,33	52,99	65,08	34,33	2,25
Average		2	2	11	13	7	0
Percentage		6%	6%	32%	40%	21%	1%

Source: Field Data, 2018

Based on Table 6, the percentage of the assessment of the implementation of government policies in refugees from abroad at the Pekanbaru IDH is 40%. Thus, the assessment of this indicator is in a bad category. This is in accordance with the measurement technique used, where the assessment in the percentage between 21% to 40% with the category of assessment is not good. Based on the recapitulation of research data described previously (according to respondents, it was carried out poorly), the category with the highest assessment is in the variable sub-indicator of communication in refugees from abroad been implemented properly. Meanwhile, those at the lowest score is the variable indicators of resources in refugees from abroad that have been implemented properly. Thus, communication in refugees from abroad has not been supported by good resources. The Head of the Pekanbaru IDH must make efforts to no longer be a problem or at least to be minimized.

IV.2. The Obstacles in the Implementation of Government Policy in Refugees from abroad in Pekanbaru IDH in accordance with Presidential Regulation No. 125 of 2016

Based on the assessment recapitulation on the government’s policy’s implementation in refugees from abroad in Pekanbaru IDH, the lowest assessment category is in the variable sub-indicator of the resources in refugees from abroad. In regards to the resources aspect in refugees from abroad, there are at least three obstacles that influence the implementation of government policy in refugees

from abroad in Pekanbaru IDH: (i) uncomfortable facilities and infrastructure; (ii) grievance mechanism facility; (iii) room for temporary shelter.

IV.2.1. Available Facilities and Infrastructures in the Pekanbaru IDH has not provided comfort yet towards the foreign refugee

Respondents asserted that the existing facilities and infrastructures in Pekanbaru IDH had not provided comfort yet to the foreign refugee. The facilities and infrastructures shall have provided coziness not only to the refugees from abroad but also to the officers. The existing contentment of facilities and infrastructures in Pekanbaru IDH began to be well and have supported the officer’s duties performance. However, there was no support from the positive behavior of the refugee. There were still some refugees who utilize the facilities poorly. It requires an advancement of the facilities and infrastructures. The most significant Facility to establish is the availability of a special room to search for refugees from abroad.

IV.2.2. Grievance Means Facility to the Refugees from abroad in Pekanbaru IDH

The grievance mechanism facility for the refugees from abroad in Pekanbaru IDH has generally been implemented well. At any time, the refugees may complain about a problematic experience or express an aspiration and the grievance to the on-duty-officers or the official authority.

Nonetheless, the refugees from abroad have not optimally utilized this complaint facility. Even there were still refugees who damage the provided complaint facility. Based on the field data collection assessments, the main obstacles in this grievance facility towards the refugees from abroad are the language problem between the officer who received the complaint and the refugees from abroad who complain.

IV.2.3. The Room as Temporary Shelter for Refugees from abroad in Pekanbaru IDH

The room as temporary shelter for the refugees from abroad has fulfilled the existing provision, either provided by the International Organization for Migration (IOM) or provided by the IOM after coordination with the IDH. Nevertheless, the temporary shelter room for refugees from abroad is

still not quite enough compared to the number of refugees.

At the time of the data collection for this research had ended up, Pekanbaru IDH had no longer become the temporary shelter for refugees from abroad. Once Pekanbaru IDH still became the temporary shelter for refugees from abroad, the problem occurred due to the room for temporary shelter was not enough. Thus, many refugees from abroad shall be placed outside the IDH. The main obstacle at that time was the number of refugees that were not comparable to the availability of the rooms, facilities, or infrastructures.

The temporary shelter for refugees from abroad at the Pekanbaru IDH currently refers to Presidential Regulation No. 125 of 2016 concerning the Handling of Refugees from Abroad. Based on Article, the IDH coordinates with the local district/city government to bring and place refugees from where they are found to a shelter. If shelters are not yet available, refugees can be placed in temporary accommodation. The regent/mayor determines the temporary accommodation place. Suppose the regional government utilizes regional property as a shelter for refugees. In that case, in accordance with the provisions of laws and regulations, the use shall be leasing between the regional government and the Minister as the central government

Based on Article 26 section (1) and Article 26 section (2) Presidential Regulation Number 125 of 2016 concerning Handling of Refugees from Abroad, it is stated that the district/city government determines the shelter for refugees. Shelters for refugees must meet the following criteria: (i) close to health and worship service facilities; (ii) located in one regency/city with the IDH; and (iii) supporting security conditions.

V. CONCLUSION

The implementation of the government's policy in refugees from abroad in Pekanbaru Immigration Detention House (IDH) based on the Presidential Regulation Number 125 Number 2016 has not worked well. The conclusion is based on the assessment from the field data collection tools. The highest average point was in the variable indicator of "communication in handling the refugees from

abroad has been done well." On the other hand, the lowest average assessment point is the variable indicator of the "resources in refugees from abroad has been done well." The obstacles to the implementation of the Presidential Regulation Number 125 of 2016 concerning refugees from abroad in Pekanbaru, among others, is that the communication in handling the refugees from abroad has no support from a good resource in handling the foreign refugee.

The Head of Pekanbaru IDH should have striven to eliminate or at least minimize the resource problem in refugees from abroad. For that, facilities and infrastructures shall provide comfort, the grievance mechanism shall be communicative, and there shall be adequate rooms for temporary shelter.

The Head of Pekanbaru IDH shall provide the officers' improvement skills, especially in a foreign language such as English or other languages. Furthermore, he shall be fair in providing the skill upgrading for the office clerk and the field officer to participate in education and training. Thus, the impression of the often participation from the office clerk only might be eliminated. Other than that, the training is not aimed to spend the budget only. The Pekanbaru Major shall execute article 26 section (1) and (2) of the Presidential Regulation Number 125 of 2016 concerning the Handling of Foreign Refugee, which affirmed that the local regency/city government should determine the shelter for the foreign refugee.

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