

Handling and Restraint of Illegal Immigrants by the Office of Immigration and the Indonesian Naval Base in Bengkulu Area

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ABSTRACT

The area of Indonesian marine waters is very large and requires effective protection and security. The Bengkulu Naval Base carries out its functions in order to improve security and control of the sea in strategic areas, especially in the national waters that are included in the zone of Bengkulu Province. Large areas of the sea are often used by foreign immigrants to enter Indonesian jurisdiction. This makes it a threat both factual and potential, so that coordination of security in the area, especially the maritime border, is needed by presenting good synergy between agencies in handling these illegal immigrants. The Immigration Office as the holder of the enforcement function for immigration matters needs to coordinate with other agencies. This study is to analyze the handling and restraint of illegal immigrants by the Bengkulu Immigration Office and Naval Base. In this study, the data collection process was carried out by using interview, observation, and documentation study methods. Data analysis begins with data collection, data condensation, data presentation and drawing conclusions. Based on the results of research with qualitative methods, it shows that; (1) in implementing synergy it is influenced by several factors, among others; facilities and infrastructure, the criteria for each agency as well as the characteristics of the partnerships formed based on the Foreigner Supervision Team Program; (2) The restraint to the implementation of this synergy are the limited budget provided, minimal facilities and infrastructure, as well as refugee conventions to date. still not ratified; and (3) the strategy of the two agencies implemented is to hold joint meetings involving vertical and horizontal elements.

Keywords: Illegal immigrants, naval base, navy, restraint

INTRODUCTION

The Unitary State of the Republic of Indonesia is an archipelagic country based on the results of validation and verification by the Coordinating Ministry for Maritime Affairs and Investment, Indonesia has 17,491 islands and is geographically located in a strategic position on this world map, especially in the global transportation/communication system. The geographical condition of Indonesia, which is in the form of an archipelago, has free and open access for

anyone to enter into its jurisdiction. The existence of the outer boundaries of the islands in Indonesia from the long coastline is also a trigger factor in increasing the practice of transnational crimes. In addition, easy access to traffic in the era of globalization also allows irregularities to occur, coupled with weak regulations and legal policies that have not been able to support the defense of state sovereignty.

The vast territory of Indonesia is also another problem. Limitations of guarding both on the land, sea, and in the air, as well as the weakness in the development of advanced technology to support guarding and monitoring of the entire archipelago are one of the reasons for the ease with which immigrants enter Indonesian territory. With such matters, one of the transnational crimes that Indonesia indirectly feels is the entry of refugees/asylum seekers/immigrants.

An asylum seeker is a person who has applied for protection but his application is in the process of being determined. If an asylum seeker's application is accepted, he will be called a refugee, and this gives him rights and obligations in accordance with the laws of the country that received him.

The granting of asylum is related to the authority of the State to allow refugees/asylum seekers to enter or live under the State which is commonly known as "territorial asylum" (Sumaryo, 1995). However, what is a problem for Indonesia in addressing the problems of refugees/asylum seekers/immigrants in Indonesian territory is that illegal immigrants are often found who do not comply with applicable legal regulations and violate administratively or are referred to as illegal immigrants. Illegal immigrants (illegal migration) are defined as an attempt to enter an area without a permit. According to Gordon and Hanson (2007), illegal immigrants also mean a person or group of people who live in an area beyond the validity of a valid residence permit or do not meet the requirements to enter an area legally.

Generally, these illegal immigrants aim to seek asylum in other countries as a result of wars, bloody conflicts, maybe even genocide that occurred in a number of countries such as; Iraq, Iran, Afghanistan, Sri Lanka, Myanmar, and others. These immigrants try to find protection in various countries because they avoid conflicts or disasters in their country, one of which is Indonesia.

They are refugees, asylum seekers, and illegal immigrants who come to Indonesia as a "transit state" or transit country/transit country shortly before going to Australia as the final or receiving country. Indonesia has always been positioned as a "transit" country for illegal immigrants to then go to the destination country, namely Australia. However, the definition of "transit country" seems to have to be revisited, considering that many of them later made Indonesia the "final" country.

Until now, Indonesia has not or has not ratified the 1951 Refugee Convention and its 1967 Protocol. Therefore, Indonesia is not a receiving country and only becomes a transit country for those traveling to the receiving country. However, historically Indonesia has had experience in handling refugees from Vietnam (Vietnamese Boat People) which occurred between 1975-1980. Apart from that, in 2016 Indonesia refused the entry permit for the Bangladeshi nation because it came without a clear purpose. This action is a preventive step or as a form of state

defense strategy from foreign interference, in order to protect and maintain the economic and political stability of the country, especially for Indonesia, which is a developing country.

In the phenomenon that occurs, there have been a number of cases of the entry of illegal immigrants that have occurred in the last few years in the Bengkulu area, which can be seen in the table below.

Table 1: Data on Illegal Immigrant Cases in Bengkulu Province

No.	Year	Number of Cases	Origin / Nationality
1	2009	34	Afghanistan and Iran
2	2012	46	Afghanistan
3	2015	19	Myanmar

Source: Processed by Researchers (2020)

Based on the pre-research results of researchers from the findings by the Central Bengkulu Police in 2009, it was found that 34 illegal immigrants from Afghanistan and Iran were arrested by sea, namely at Baai Bengkulu Port. The illegal immigrants use the sea route to enter the Bengkulu sea area by using illegal boats. Furthermore, at Lanal Bengkulu, a number of illegal immigrants were found using illegal boats because they could not prove their legality of sailing. In general, based on the cases found, from the findings by the Central Bengkulu Police, these illegal immigrants wanted to go to Christmas Island in Australia, which is geographically closer to Java Island. The ship which is supposed to be heading to Christmas Island as a transit point for asylum seekers heading to the Recipient Country, namely Australia.

In 2012, 46 Afghan immigrants who were going to Australia were detained at the Bengkulu Immigration Office, where these arrests occurred when the illegal immigrants were about to board a ship by police officers on the beach located in Bengkulu Tengah Regency (Berita Harian Rakyat Bengkulu). The immigrants met in Bengkulu who then from Bengkulu would board a ship to Australia via Christmas Island. In addition, there are also recent cases that the researchers encountered based on the results of records from the Bengkulu Class I Immigration Office in the last 2015, namely 19 illegal immigrants had been recorded and entered the Bengkulu border area in the data dated February 15, 2015.

Based on Article 28 paragraph (1) of Law Number 39 the Year 1999 concerning Human Rights (Human Rights Law), the Government of Indonesia is obliged to accept asylum seekers with all the consequences that will occur with such acceptance. The Government of Indonesia also grants temporary housing or residence permits for asylum seekers.

With this regulated permit, it will clearly open up wide opportunities for asylum seekers who are outside Indonesia to enter Indonesian territory and with the lax regulations in Indonesia and there are no restrictions on who can apply for asylum and the length of time of stay. In the abstract meaning of the word 'temporary residence', these asylum seekers see Indonesia as a soft target as a place of escape on the pretext of being asylum seekers that pose a threat to the territory of the Unitary State of the Republic of Indonesia.

Seeing the aspects of international law in the case mentioned above, it is the right and obligation of Indonesia as an independent country to exercise its sovereignty and determine whether or not Indonesia wants to or does not accept a person or group of refugees who enter Indonesia's territorial territory, in this case by the sea in the Port of Baai. Bengkulu. The state grants or refuses the granting of asylum in order to exercise its territorial sovereignty rights (Green, 1973).

According to article 1 number (1) of Law Number 6 Year 2011 concerning Immigration, what is meant by immigration is "the right to the traffic of people entering or leaving the territory of the Republic of Indonesia and its supervision in order to maintain the upholding of state sovereignty". Basically, the function and role of the immigration office are to control the traffic of people entering or leaving the territory of a country. In this case, the authors took a sample, namely the Class I Bengkulu Immigration Office. Where in matters relating to immigration, the Immigration Office as an agency shown in carrying out its functions and duties based on the quo Law.

Bengkulu Naval Base is a naval fleet base whose command headquarters is located near Baai Port, Bengkulu City. The Bengkulu Naval Base carries out its functions in order to improve security and control of the sea in strategic areas, especially in the national waters that are included in the zone of Bengkulu Province. Where in carrying out its duties, the Bengkulu Naval Base carries out a synergy with other government agencies that aim to build strength, especially the Bengkulu sea route, given that based on pre-research data by researchers there are still a number of cases of immigrants entering Bengkulu's territorial areas, especially by sea.

LITERATURE REVIEW

Synergy Theory

Synergy is a new paradigm in management science. To achieve organizational goals effectively and efficiently. Not only management functions are needed but also the use of 6M + 1I (Men, Money, Materials, Machines, Methods, Markets + Information) resources that are used in a synergistic manner (Soekarso, 2007; Richardson and Allegrate, 2000; Taylor Power, Rossing. and Geran, 1998).

Factors that influence synergy according to Sofyandi and Garniwa (2007) include:

- a. a. Communication. Communication is divided into two orientations, namely source and acceptance. Source-oriented communication means that the activities carried out by someone who acts as a source, seriously move the stimulus to get reciprocity. Meanwhile, receiver-oriented communication sees someone who acts as a receiver in response to a stimulus.
- b. b. Coordination. In building synergy, these organizations or institutions not only require good communication but also require good coordination. Coordination according to Isac, Voichița, and Jarmila Guță (2009: 337) coordination is adjusting the actions and decisions taken from various leaders based on the organizational structure, where actions that are not taken by employees from various synergized organizations must be projected efficiently to achieve goals. the same one.

Lasker, et al (2001), also expressed their opinion on the aspects that affect synergy, especially the synergy between relationships or partners and institutions. where Lasker, Weiss, and Miller

mentioned there are five factors that greatly influence the establishment of synergy between institutions, namely resources, characteristics of relationships, relationships between relationships, characteristics of partnerships, and the external environment. Where some of these factors are derived into aspects and indicators that can be analyzed in more depth.

- a. Resources are the basis of synergy. By combining resources in various ways. Partner organizations can create something new and valuable that goes beyond what they can achieve on their own. According to him, these resources consist of funds, space, equipment, expertise, information, relationships, organization, and meeting intensity.
- b. Relationships between relations, for a high level of synergy, between organizations need to build a strong working relationship between the relations. Where the same perception is needed because the decisions taken are influenced by the information they get. There are several aspects of relationships between relationships that affect the level of synergy between organizations, namely trust, relationships between relationships, conflict, and differences in power.
- c. The characteristics of other relationships or organizations are part of the synergy. Involvement between organizations will create mutual needs in relationships such as in using resources, for example using skills, connections, and credibility to get external resources. This requires a high level of synergy, where fellow relations must maintain and provide the needed resources. There are two important things that must be assessed in synergy with other organizations, namely heterogeneity and the level of involvement of an organization.
- d. The characteristics of the partnership or the characteristics of the relationship are different from the characteristics of the partners which emphasize the level of involvement between relationships. This characteristic is more about the attributes that exist within the organization that is synergized with each other. Synergy means mixing the different characteristics of each organization to create a good work environment. Such as leadership, administration, and management, governance. Because this will affect the effectiveness and efficiency of the objectives to be achieved, namely through leadership, administration, and management, effective governance, and efficiency.
- e. The external environment, the ability of relationships to achieve a high level of synergy, tends not only to be influenced by internal factors. As the characteristics of society and policies also need to be observed carefully.

Based on some of the factors mentioned above, according to researchers based on the development of thoughts from Lasker, et al. (2001) that resources, characteristics of relationships, relationships between relationships, characteristics of relationships, characteristics of partnerships, and the external environment are factors that are very appropriate to be used in examining this research.

Immigration Office

Immigration comes from the Latin *migratio* which means the movement of people from one place or country to another place or country. There is a term *emigratio* which has a different meaning, namely the movement of population from one region or country to another region or country. Conversely, the term *immigratio* in Latin means the movement of population from one country to enter another country (Herlin: 2011).

In its operations, the role of immigration in Indonesia is carried out by the Ministry of Law and Human Rights, which is in detail assigned by the Immigration Office Units scattered throughout the Unitary State of the Republic of Indonesia.

The functions and roles of the Immigration Office include the following:

- a. Community Service Functions. The Immigration Office is required to provide excellent service in the immigration sector, both to Indonesian citizens and foreigners. Services for Indonesian citizens consist of giving passports, Travel Laksana Passports, Cross Border Passes, and signs of leaving or entering. Services for foreigners consist of giving and extending immigration documents in the form of a Limited Stay Permit Card, Permanent Stay Permit Card, Special Immigration Ease, an extension of visit visas, granting re-entry permits, departure permits and giving signs of leaving and entering (Jazim and Charles: 2015).
- b. Security Functions. Immigration serves as the gatekeeper of the country. It is said so because immigration is the first and last institution that filters the arrival and departure of foreigners to and from the territory of the Republic of Indonesia. The implementation of the security function aimed at Indonesian citizens is spelled out through foreign prevention measures for Indonesian citizens. The implementation of the security function is aimed at foreigners, according to Jazim and Charles (2015: 114), among others: Select each purpose of the arrival of foreigners by examining the visa application; cooperate with the security apparatus of other countries, especially in providing supervision regarding immigration law enforcement; carry out immigration intelligence operations in the interests of state security; and take precautions and deterrence.
- c. Law Enforcement Function. For the implementation of immigration duties, the entire rule of law must be enforced on every person who is in the territory of Indonesia, whether Indonesian citizens are addressed to problems with false identities, responsibility for sponsors, ownership of multiple sponsors, and involvement in violations of immigration rules.

Law enforcement against foreigners is aimed at issues including; falsification of identity, registration of foreigners and issuance of foreigner surveillance books, abuse of residence permits, illegal entry or illegal entry, monitoring or raids, and geographic vulnerabilities in crossings. Operationally, the law enforcement function carried out by the immigration institution also includes the refusal to grant entry permits, departure permits, immigration permits, and immigration actions. All of them are a form of law enforcement that must be implemented and carried out which is administrative in nature.

Indonesian Naval Base

The Indonesian Naval Base is a naval fleet base whose command headquarters are located and spread throughout the territory of the Republic of Indonesia. The Indonesian Naval Base carries out its functions and duties to improve security and control of the sea in strategic areas, especially in the national territorial waters of the Unitary State of the Republic of Indonesia.

Based on Article 9 of Law Number 34 of 2004 concerning the Indonesian National Army in conjunction with Article 6 of the Presidential Regulation of the Republic of Indonesia Number 66 of 2019 concerning the Organizational Structure of the National Armed Forces of the Republic of Indonesia, it is stated that the Naval is in charge of: a) carry out TNI duties in the

marine dimension in the defense sector; b) enforce the law and maintain security in the marine area of national jurisdiction in accordance with the provisions of national law and international law that has been ratified; c) carry out the diplomatic duties of the Naval in order to support the foreign policy set by the government; d) carry out TNI duties in the development and development of the strength of the marine dimension; and e) carry out the empowerment of the marine defense area.

Indonesian Naval bases are scattered throughout the territory of Indonesia in order to support operational units in national water areas. In facing a number of challenges, obstacles, and threats that can enter and disrupt the stability of the defense of the national waters. One of the duties of the Naval according to Law Number 34 of 2004 concerning the National Army is to carry out the empowerment of the marine defense area. It is implemented through maritime potential development and fostering activities.

Illegal Immigrant

In the past, the term immigrant was not limited to humans as the perpetrator, but it can also be used for animals and objects that are moved across the borders of a country. Initially, this population movement occurred due to wars and natural disasters, so that residents sought other safer areas.

Immigration checks of foreign nationals who will enter the territory of the Republic of Indonesia include: a) Check travel documents and match them with the holder; b) checking visas for foreigners who are required to have a visa; c) checking E / D sheet filling; and d) checking the name concerned in the list of deterrence (Sihar Sihombing, 2009: 18).

The Ministry of Foreign Affairs is planning to prevent illegal immigrants by tightening the granting of visas to citizens who come from countries that are indicated to become illegal immigrants. Furthermore, the Directorate General of Immigration, National Police Headquarters, and Provincial / Regency / City Governments should supervise foreigners, especially those who come with documents through the visa on arrival facility. If they are proven to have violated the provisions of the legislation in force, steps should be taken by law enforcement (Asep Kurnia, 2011: 47).

Control of the Ministry of Foreign Affairs in the prevention of illegal immigrants by ordering representatives abroad, especially representatives in countries that are indicated as starting points and places of transit for illegal immigrants to tighten the granting of visas by carefully checking the visa applicant's application. Immigration officers at airports, seaports, and land routes check more carefully the validity of the documents of foreigners who come from countries that are indicated to be illegal immigrants.

METHODOLOGY

This study uses a qualitative research method in which Denzin & Lincoln said that qualitative research is research that uses a natural setting with the intention of interpreting the phenomena that occur and is carried out by involving various existing methods. The qualitative research method was chosen with the consideration that this research will focus on the governance/management of institutions that support national defense such as the Immigration Office, the Bengkulu Naval Base Command Headquarters.

This study used a qualitative method by presenting a number of case approaches that occurred in the Bengkulu province as a research design. This study will focus on the synergy of governance between the two agencies in dealing with illegal immigrants who enter the Bengkulu territorial area.

Data Collection Technique

According to Sugiyono (2013), data collection techniques are the most important step in research to obtain data. In an effort to collect data as material for problem analysis, collection methods are needed that can support data collection. Researchers carried out several data collection techniques during this study, including: direct observation, in-depth interviews, and literature studies.

Data Analysis Method

Data analysis in qualitative research is needed when the data in the field has been collected during the research period, then the researcher will process it to get and obtain results that are in accordance with what is wanted to be achieved in the research. In this study, the researcher used the data analysis method of the Miles and Huberman model using several stages, there were four main things in analyzing the data, namely; data collection, data condensation, data presentation, and drawing conclusions as something that is intertwined before, during, and after data collection in parallel form, to build general insights called analysis.

Below is a schematic of Miles and Huberman (2014) interactive analysis model in the research data analysis process.

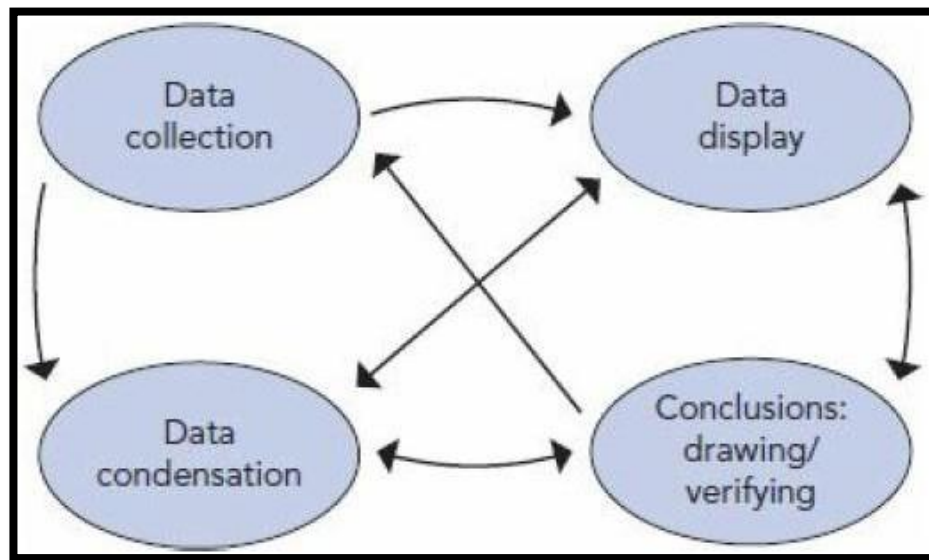


Figure 1: Miles and Huberman's (2014) Interactive Analysis Model
Sources: Miles, Matthew B; Huberman A. Michael; Saldana Johnny (2014)

Drawing a conclusion is the researcher's final activity in data collection, the researcher must understand what is researched directly in the field by creating causal direction patterns.

DISCUSSION

With regard to dealing with and dealing with incoming illegal immigrants, there is an effort made by each agency in an effort to maintain security in the marine jurisdiction of Bengkulu. This is done by empowering existing resources. One of the existing resources is to involve related agencies, in this case, the Bengkulu Immigration Office and the Bengkulu Naval Base in order to create a good synergy.

Synergy is carried out through the implementation of joint coordination with the Immigration Office, Navy, Police, Marine, and Fisheries Service, and other agencies or institutions required in implementation. As for the activities carried out, namely by carrying out patrols involving elements of the agency. Although based on information that illegal immigrants have not been around in recent years. The most recent case in 2013 saw illegal immigrants enter via the seaport route.

In contrast to the data obtained by researchers on September 25, 2020, at the TPI Bengkulu Class I Immigration Office, there were 19 illegal immigrants who entered the results of the interception dated February 17, 2015, with the Number: VV.8.IMI.I-GR.02.07-000 in the Bengkulu region. . There were 19 (nineteen) illegal immigrants from Myanmar who were male who was registered on February 15, 2020, entering the Bengkulu region. Even so, activities to anticipate the entry of illegal immigrants in the Bengkulu region are still being carried out.

Anticipation efforts were also carried out at the Bengkulu Naval Base by carrying out patrols. This patrol activity is one of the efforts of the Bengkulu Naval Base in guarding and driving away entry into the Bengkulu area which will indirectly disturb and threaten the sovereign territory of the Republic of Indonesia. The implementation of this patrol can also involve agencies related to joint patrol activities that are adjusted to indications of problems that occur in the field, which will then be produced separately according to the needs of each agency.

Routine patrol activities are carried out, especially in the western coastal area of Bengkulu, namely Enggano Island, which is one of the outermost islands in Indonesia. Personnel inside the Naval Post (Posal). Posal Enggano is one of the posts located on the border of the Bengkulu sea area, this is because it is very possible for illegal immigrants to travel across Indonesian territory to come from outside.

Bengkulu Province is geographically located between 5 ° 40 ° - 2 ° 0 ° in south latitude and 100 ° 40 ° - 104 ° 0 ° in east longitude. Regardless, Bengkulu Province is bordered by West Sumatra Province to the north, while in the south it is bordered by Lampung Province. Generally, the crossing traversed by foreign illegal immigrants is right on the outside which is directly adjacent to the Indian Ocean, making it very easy for foreign immigrants to enter through the outer islands, in this case Enggano Island.

Handling of Illegal Immigrants

In this study, the factors that influence synergy are used based on the factors developed by Lasker, Weiss, and Miller (2001). These factors include Resources, Criteria for Relationships, Relationships between Relationships, Characteristics of Partnership, and External Environment. These factors will be discussed based on the efforts made by the two agencies in dealing with illegal immigrants in the Bengkulu region.

1) Resource

Utilizing human resources, Bengkulu Naval Base, especially in the maritime potential, is one of the open eyes for the Navy. The use of resources is carried out through activities, among others:

- a) Coastal village development. This activity is carried out by carrying out guidance especially for residents or coastal communities to anticipate illegal immigrants entering. One of its activities is an effort to empower communities around coastal areas to make it a source of relevant and accurate information.
- b) Establishment of a Marine Potential Development Officer (Babinpotmar). In carrying out its function and existence, the Bengkulu Naval Base to guard the maritime security area forms a special unit that will explore certain tasks, Babinpotmar. The formation of Babinpotmar is intended as an effort or measure for prevention and guidance in dealing with threats in the coastal areas of the sea, especially regarding various social problems that occur in coastal marine communities, one of which is the task of carrying out socialization to coastal communities in order to prevent threats from occurring.
- c) Community Empowerment in coastal villages. Empowerment of coastal village communities aims to increase knowledge of Human Resources. Based on the results of interviews, researchers found that there were differences in resource use, the Immigration Office applied the resources regulated in accordance with the provisions contained in Permenkumham Number 50 of 2016 only, while the Bengkulu Naval Base involved more complex resources where the community was involved with empowerment programs. coastal village.

2) Relationship Criteria

The characteristics of other relationships or organizations are part of the synergy. Involvement between organizations will lead to mutual needs in relationships such as in using resources. There are two important things that must be assessed in synergy with other organizations, namely heterogeneity and the level of involvement of an organization.

Tabel 4.1 Heterogeneity Between Agencies

No	Institution	Heterogeneity
1	Immigration office	Immigration services, inspection, handling
2	Bengkulu Naval Base	Guarding, fostering, and supervising the coastal marine area

Source: Processed by Researchers (2021)

When viewed from the table above, each agency has its own function and role characteristics. The immigration office, which has functions and roles related to inspection and handling related to travel documents. If the immigration authorities find the findings of immigrants entering the territory of the Republic of Indonesia who are unable to show or submit evidence in the form of travel documents or travel documents or residence permits, then immigration control must be carried out for these immigrants.

This is in accordance with the Regulation of the Ministry of Law and Human Rights of the Republic of Indonesia Number: IMI.1-GR.03.02-2136 in which the implementation of the Standard Operating Procedure or Standard Operating Procedure is applied in the handling of

foreigners who cannot show or submit travel documents or residence permit under immigration control at the TPI Bengkulu Class I Immigration Office.

The operational standards for handling foreigners who cannot show or submit documents related to themselves, both travel permits and residence permits, are carried out by officers which will provide opportunities for immigrants or foreigners through the following stages:

- a. The officer conducting the interview is written into a form containing the following contents: Identity; Existence of Travel Documents / Stay Permit; Guarantor; Domicile; Purpose and Objectives in Indonesia; Arrival date; Type of Residence Permit; Profession; and other information.
- b. The person concerned takes a number of travel documents or residence permits related to supervision by the officer;
- c. Contact the guarantor or other party that has procedural links to the residence/travel permit of the immigrant or foreigner so that they can help bring in a number of travel documents/residence permits concerned;
- d. Furthermore, within the stipulated grace period, the person concerned / the guarantor awaits the arrival of the travel document/residence permit;
- e. The person concerned can choose to be placed in a Safe House / another place that has been agreed upon;
- f. Immigration Control and Enforcement Officers at the Immigration Office to identify foreigners through the Immigration Management Information System;
- g. After the officer gives the foreigner the opportunity to show and submit the requested documents and has identified the data, he will issue a legal action based on the category of violation:
 - Warning letter. If data on foreigners is found on SIMKIM and/or foreigners can show their travel documents or residence permits, after being given the opportunity.
 - Summons. If the foreigner's data is found on SIMKIM but the foreigner cannot show his travel document or residence permit, after being given the opportunity.
 - Foreigners are brought to the immigration office after obtaining approval from the Head of the Immigration Office or the Director of Immigration Control and Enforcement.

When viewed from the level of involvement between agencies, it can be seen from the efforts of each organization to establish a relationship or linkages between other agencies. The involvement of each institution or organization in an effort to overcome the entry of illegal immigrants into the territory of the Unitary State of the Republic of Indonesia.

The Bengkulu Naval Base is tasked with guarding the coastal sea area by establishing a Navy Guard Post to monitor suspected entry into the Bengkulu area. In dealing with illegal immigrants, involvement between agencies has been carried out as well as possible. This is in accordance with the function of the immigration office which follows up on matters of immigration. It was further explained that currently the immigration office does not apply a yellow card as a magic card to prevent illegal immigrants from entering the Bengkulu sea area. A yellow card is a refugee card used for countries around Malaysia. There are several cases where these refugees entered Indonesian territory using a yellow card, but were rejected by immigration authorities, and the card was cut. This is because these immigrants are not allowed

to leave Malaysia with certain agreements. many are abusing yellow cards as asylum seekers in Indonesia.

Researchers found that the characteristics of these two agencies were seen from the heterogeneity and level of involvement between agencies. In terms of heterogeneity, these two institutions tend to be heterogeneous, each of which has different main tasks and functions. The same is the case with the level of involvement where both of them have mutual involvement in terms of efforts to prevent illegal immigrants from entering the Bengkulu region by going through heterogeneous stages of the process.

3) Relationships between relations

Relationships between relations, for a high level of synergy, between agencies need to be built through strong working relationships between each agency or relation. Strong working relationships between relationships will affect the effectiveness of ongoing synergies. There are several aspects of relationships between relationships that affect the level of synergy between organizations, including relationships and differences in power.

In relation to relations, there is a program established through the Ministry of Law and Human Rights, namely the Foreigner Monitoring Team (Tim PORA). The formation of the PORA Team was based on the mandate of the Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 50 of 2016 concerning the Foreigner Monitoring Team.

The PORA team consists of several joint agencies, each of which integrates with each other to carry out the supervisory function of foreigners. The PORA team will mobilize its team which includes Intelligence Staff Officers it, starting from the examination process to the execution, namely picking up the immigrants.

Furthermore, in the context of differences in power, functions, and tasks of the Indonesian Naval Base up to the pick-up execution only. Regarding the issue of immigration enforcement, which in this case concerns illegal immigrants, is not Lanal's area of duty and is fully submitted to the Immigration Office. According to researchers, the implementation of this synergy is highly dependent on the distribution of power, in which the Director-General of Immigration is the supervisor and supervises team members from several joint agencies within it.

Researchers found that in relationships between relationships such as trust, relationships between relationships, conflict, and differences in power. For the level of trust, several program activities have been carried out effectively by involving elements from each related agency. Relations between relations work if there is the same program and the two agencies need each other's activities. Relationships between relationships based on research results have also been well programmed involving other organizations.

4) Partnership Characteristics

The characteristics of the partnership in question are about the attributes that exist in the organizational environment that synergize well in terms of governance, administration, and leadership that are established. In terms of administrative leadership and governance, the Bengkulu Naval Base is led by a Commander with the rank of Lieutenant Colonel. While the Bengkulu Immigration Office is headed by the Head of the Office who is responsible to those

above it, namely the Head of the Regional Office of the Ministry of Law and Human Rights of Bengkulu Province. In addition, the same is the case with the activity programs or activity plans of the Bengkulu Naval Base and the Bengkulu Immigration Office which are held based on derivatives from the Indonesian Navy Headquarters and the Ministry of Law and Human Rights located in Central Jakarta.

It can be seen that the PORA Team activity program is an extension of the Ministry of Law and Human Rights to reach a wide area unit, which in this surveillance activity needs to be formed a special team that can contribute to monitoring efforts for incoming illegal immigrants. This coordination meeting is held and fostered by the immigration office under the auspices of the Ministry of Law and Human Rights.

Apart from being involved in the PORA Team, the Bengkulu Naval Base often holds coordination meetings related to the prohibition of foreigners from entering together with units of the Regional Intelligence Agency and the Regional Intelligence Community to exchange data and information. These meeting activities are carried out routinely. Where in the meeting will discuss the data of incoming and outgoing people who come from any country.

This coordination meeting activity is related to the Foreigner Supervision Team at the Bengkulu Provincial Level with the theme "Supervision of the Existence and Activities of Foreigners in the New Normal Order" based on the picture above which is dated July 21, 2020. This coordination meeting involved a number of institutions, among others; Ministry institutions. Law and Human Rights, in this case, the immigration office, the prosecutor's office, the police, the Army, the Navy, and the Bengkulu Provincial Government. This activity was carried out as a form of preparation efforts by the local government regarding the supervision of every foreigner during the Covid-19 Pandemic preparing a new normal order regulated by the policies of the Government of Indonesia through the President of the Republic of Indonesia, Joko Widodo.

Researchers found that in the partnership character the Immigration Office tends to be more rigid and only conducts coordination meetings when a prominent issue occurs in the field, the coordination is carried out. Meanwhile, Bengkulu Naval Base is more consistent in carrying out coordination activities through meetings involving related agencies and communities.

5) External environment

The external environment referred to here can be in the form of facilities that support the programs of the agencies and the characteristics of the community. This is part of the external environment but has a very important effect in implementing synergies. In supporting the synergy between.

The Bengkulu Naval Base carries out joint activities with coastal village communities as a form of human resource development as an effort to anticipate threats that come from outside. Building a synergy with coastal village communities is very necessary, this is an effort from the Bengkulu Naval to spy on the coastal areas of the sea which have quite limited access, especially regarding transportation facilities. Because of this, empowering coastal village community resources is very important and is also a program to increase the Maritime Potential of existing coastal areas..

Researchers say that there were factors that influenced the synergy carried out by the Bengkulu Naval Base and Immigration Office, namely: Resources, Criteria for Relationships, Relationships between Relationships, Characteristics of Partnerships and External Environment by joining in the formation of the Foreigner Monitoring Team (Tim Pora) program which Each activity is carried out through a Coordination Meeting which involves the agency to share a number of information and information relating to foreigners, in this case illegal immigrants who enter the Bengkulu Province.

Restraint

The Immigration Office is an institution that deals with immigration enforcement issues. Regarding the current legal policy regarding the handling of illegal immigrants, it has been carried out in accordance with the applicable Standard Operating Procedure (SOP).

Researchers see that there are obstacles in terms of dealing with or overcoming the entry of illegal immigrants. This is based on the human factor in which every human being has the right to get a proper education, including illegal immigrants who are still underage. So that in carrying out enforcement efforts, especially in the immigration sector, it is influenced by factors that need to be of concern to the Indonesian government.

In line with the implementation of efforts to deal with illegal immigrants, the need for statistical data is needed to support agencies to continue to see significant developments. However, there is an activity carried out by the Immigration Office, namely the activity of destroying data that is considered out of date. For a period of time, the data only has a period of 3 years, so that beyond 3 years, data related to the form of activity is destroyed and the data is considered out of date.

Based on the results of observations made by previous researchers, researchers found data on illegal immigrants who entered the Bengkulu area on February 15, 2015. The deletion or destruction of data that is considered out of date creates an obstacle to statistically detecting data on the number of illegal immigrants entering the Bengkulu Province. Meanwhile, at the Bengkulu Naval Base, a number of other obstacles were encountered by researchers, namely the means of transportation, because the large open sea waters are very limited for patrolling. Another obstacle is the problem of mastery of language in dealing with illegal immigrants who come from foreigners.

With regard to carrying out its duties and functions, the effectiveness of the law also has an effect, this is adjusted to the existing policy that has divided the portion of each agency so that the roles and functions can be carried out in accordance with what is mandated by the applicable regulations.

A number of obstacles are related to the ongoing synergy, the authors find that the binding basis between the two agencies is not a Cooperation Agreement, but only based on the mandate in Presidential Regulation Number 125 of 2016 concerning Handling of Refugees from Abroad.

Apart from that, in carrying out operational activities, Bengkulu Naval Base has routine patrol activities of Indonesian Navy personnel. This activity is called the Marine Security Patrol which is carried out as a form of routine patrols around Enggano Island. However, the scope of this

patrol activity is Limited Marine Security because the facilities and infrastructure owned are small, namely only using Speed Boat type 40 PK.

Researchers found that there are heterogeneous views regarding implementation in dealing with illegal immigrants in the Bengkulu region. Bengkulu Naval Base is of the view that he has received a portion in accordance with the applicable legal regulations. In contrast, the Immigration Office tends to be more rigid and sees a separation of responsibilities in dealing with refugees.

Researchers found that the obstacles for the Bengkulu Immigration Office and Naval Base were as follows:

- a. Based on Resources. It can be seen based on 3 indicators, namely:
 - 1) Facilities and infrastructure, due to wide open waters, very limited patrol facilities to support patrol activities in the high seas.
 - 2) Language, the average illegal immigrant entering a coastal village is handled by the village apparatus there must be a problem, namely language. Because generally, these immigrants come from abroad, so automatically the people in the coastal areas do not understand and understand how communication can be used if these immigrants enter through the area.
 - 3) For local governments, if immigrants dock in the area, inevitably we have to prepare everything to deal with these illegal immigrants..
- b. Based on the availability of budget or funds. Based on the research results mentioned above, what is an obstacle to optimizing good synergy efforts between agencies is the lack of existing budgets. Where activities are limited only based on the provisions of the budget that has been designed only. So that if in the field experiencing dynamic changes that require a number of budgets, the follow-up implementation is limited and not optimal.
- c. Effectiveness of Legal Policies. In the implementation of each function and role, the existing regulations have collided so that the immigration agency wants a separation of authority and power has not been regulated in such a detail that handling illegal immigrants is still particularly related to the placement and temporary shelter of illegal immigrants at the Immigration Office.

CONCLUSION

Based on the results of the research and discussion described in chapter four, conclusions can be drawn that answer the formulation of the problem in this study, namely as follows:

There are factors that affect the handling by the Bengkulu Immigration Office and Naval Base such as; Resources, Criteria for Relationships, Relationships between Relationships, Characteristics of Partnerships, and the External Environment, namely by joining in the formation of the Foreigner Monitoring Team (Tim Pora) program, each of which is carried out through a Coordination Meeting involving agencies to share a number of information and information relating to with foreigners, in this case, illegal immigrants who enter the Bengkulu Province.

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