

Analysis of the Supervisory Role of the Surabaya City Immigration Office on the Existence of Foreigners

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Abstract : This study aims to describe and analyze: the role of supervision and obstacles faced and the efforts made by the Surabaya Special Class I Immigration Office in its role to supervise the existence of foreigners. The research method to be used is qualitative descriptive. Data Collection Techniques include: Interviews, Observations, Documentation. The research informant is the Head of the Surabaya Special Class I Immigration Office. The data analysis technique using interactive model analysis was developed by Miles et al., (2014), namely data condensation, data presentation, and conclusion drawn. The results of the study show that the Surabaya Special Class I Immigration Office has three roles in supervising foreigners, namely as an immigration facilitator on duty, including providing residence permit and immigration status services, determining immigration status for foreigners in Indonesia, conducting research on the correctness of a person's citizenship evidence. As an Administrator in the supervision of foreigners, it is carried out through administrative supervision when a foreign citizen submits an application to the Immigration Office. As an Executor in the supervision of foreigners, it is carried out by 1) searching for and obtaining information about the existence of Indonesian citizens who are outside Indonesian Territory; 2) Conduct an interview when applying for a Travel Document of the Republic of Indonesia; or 3) Coordinate with the local government through the Chief Representative of the Republic of Indonesia to monitor the existence of Indonesian citizens outside the Indonesian Territory. The obstacles faced by the Surabaya Special Class I Immigration Office include the range of work which includes Surabaya, Mojokerto, and Sidoarjo. There are limitations of officers. Lack of understanding of immigration law by foreigners. Lack of information obtained from the public regarding the existence of foreigners. Lack of openness on the part of the company where the foreigner works. The efforts made by the Surabaya Special Class I Immigration Office in supervising foreigners are to conduct direct field surveillance to find out the whereabouts of foreigners. Attend KOMINDA (*Komunitas Intelejen Daerah*: Regional Intelligence Community) activities organized by the Regional Government. Conducting socialization programs to foreigners and the community. Conducting administrative supervision.

Keywords: Role, Supervision, Immigration, Foreigners

1. INTRODUCTION

Supervision of Foreigners in general has the meaning of supervising foreigners who enter and exit, their existence and activities in the territory of the Republic of Indonesia. Therefore, strong legal instruments and institutional cooperation are needed for supervision and law enforcement that can supervise foreigners entering Indonesian territory. What is meant by "foreigner" is a person who is not a citizen of the Republic of Indonesia. There are 2 (two) groups of foreigners in Indonesia, namely: Immigrant foreigners are those who get an entry permit by obtaining the right to stay in Indonesia for a certain period of time known as foreign workers who hold visas and Foreigners who settle down are those who are allowed to stay in Indonesia and are required to obtain a residence permit by obtaining a Population Certificate (SKK) known as foreign workers or domestic foreign workers (Syarif, 1992).

The immigration function is the function of implementing state administration or the implementation of government administration, therefore as part of the implementation of executive power, namely the function of state administration and government, immigration law can be said to be part of the field of state administrative law. In order to ensure the benefits and protect various national interests, the Indonesian government has established principles, service systems, supervision procedures for the entry and exit of people into and from Indonesian territory as stipulated in Law No. 6 of 2011 concerning immigration, amendments to Law No. 9 of 1992 concerning immigration.

Immigration has an important and strategic role, especially in the implementation of its main duties and functions (tupoksi), namely as an institution that carries out services both directly and indirectly to immigration applicants such as travel documents, namely Travel Documents of the Republic of Indonesia and Travel Documents in Lieu of Passports; immigration facilities for foreign nationals, namely the granting of visas, residence permits and immigration status, immigration investigation and enforcement; and immigration technology system.

Law Number 6 of 2011 concerning Immigration, actually violations committed by foreigners have been anticipated with other arrangements, namely Government Regulation Number 31 of 2013 concerning Implementing Regulations of Law Number 6 of 2011, Government Regulation Number 38 of 2005 concerning Amendments to Government Regulation Number 32 of 1994 concerning Visas, Entry Permits, and Immigration Permits.

Immigration as specified in Chapter 1 Article 1 (1) of Law Number 6 of 2011 concerning Immigration is a matter concerning the traffic of people entering or leaving the territory of the Republic of Indonesia and the supervision of foreigners in Indonesia. Supervision of Foreigners in Indonesian territory, in the form of supervision of foreigners entering, existing, active and leaving Indonesian territory.

The supervisory factor in immigration is one of the essential factors because through supervision it can be known whether something is running in accordance with the plan, procedure or principles and laws that have been determined. Regarding this supervision, it has been regulated in Law Number 6 of 2011 concerning Immigration article 68 that supervision of foreigners is carried out at the time of visa application, entry or exit and the granting of residence permits is carried out by:

- 1) Collection, processing and presentation of data and information;
- 2) Preparation of a list of names of foreigners subject to deterrence or prevention;
- 3) Supervision of the presence and activities of foreigners in Indonesian territory

- 4) Photo and fingerprint capture
- 5) Other activities that can be accounted for by law

The Surabaya Special Class I Immigration Office is one of the technical implementing units in the field of immigration within the Regional Office of the Ministry of Law and Human Rights (Human Rights) of East Java Province which is located and responsible to the Head of the Regional Office. The Surabaya Special Class I Immigration Office has the responsibility of supervising the whereabouts of Foreign Nationals in the area. Based on government policy, the immigration office runs a policy system that is based on the principle of selectiveness. The system ensures that Foreign Nationals who enter or leave Indonesia are those who are considered beneficial to the welfare of the country, and do not pose a threat to security and order in Indonesia.

The presence of Foreign Citizens (WNA) visiting Indonesia has both good and bad impacts. The positive impact includes contributions to the country's foreign exchange through their spending while in Indonesia, such as shopping and visits to various tourist attractions. In addition, they can also make investments that increase regional and national income. However, there are also negative impacts such as an increase in the number of illegal immigrants, human smuggling, and even child trafficking, as well as an increase in the activities of international terrorist groups. To overcome these negative impacts, the Immigration Office has regulations that are implemented in the field of immigration. They implement a selective policy, only accepting foreigners who do not endanger the security of the Republic of Indonesia and provide benefits to the state (Putri, 2016).

With the obligation to serve a wide work area, each immigration office has a heavy workload. As a result, the focus of orientation is only on the service sector, while the supervision sector is slightly neglected due to geographical constraints and institutional structure that is still limited. Problems that often occur at the Immigration Office prioritize interests related to services such as passport services, residence permit services by excluding matters that are supervisory so that in the implementation of law enforcement cannot be carried out properly and effectively.

Therefore, it is necessary to supervise immigration for foreign nationals entering Indonesian territory, especially the work area of the Class I Immigration Office of Khsusu Surabaya. The phenomenon of many foreign nationals entering Indonesia has caused various problems, one of which is Illegal Immigrants. Some of the cases that occurred at the Surabaya Special Class I Immigration Office include In May 2024, namely a foreigner who is a Bangladeshi citizen who is on the list of wanted persons (DPO: *Daftar Pencarian Orang*) of

the East Nusa Tenggara Police and the Australian Federal Police (AFP). (https://www.imigrasi.go.id/siaran_pers/2024/05/17). In August 2024, the Surabaya Special Class I Immigration Office arrested six foreign nationals for violating residence permits. The six foreigners who were secured because they were in Indonesia were not in accordance with the residence permits granted, five of them came from India and the rest came from China (<https://www.suarasurabaya.net/kelanakota/2024/>). In addition, in January 2025, the Surabaya Special Class I Immigration Office thwarted the smuggling of 17 foreigners from Nepal to Europe. From the results of the investigation, Surabaya Immigration found 19 foreigners and 1 Indonesian citizen, 17 of whom were victims and three as suspected perpetrators. Each perpetrator, one is from Nepal, one is from India, and one is from Indonesia (<https://www.suarasurabaya.net/kelanakota/2025/>).

Based on the facts in the field and the data above, we can see the large number of foreign nationals in East Java, especially in the work area of the Special Class I Immigration Office of Surabaya, for this reason it is necessary to carry out supervision of these foreign citizens. Based on this, this study aims to more broadly describe and analyze the role of the Surabaya Special Class I Immigration Office Supervision on the Existence of Foreigners and what obstacles are faced and the efforts made by the Surabaya Special Class I Immigration Office in its role to supervise the existence of foreigners.

2. THEORETICAL STUDIES

According to role theory, roles are said to be a set of behaviors that have differences. A role based on a dynamic aspect is in the form of an action or a behavior that carries out all rights and obligations based on its position. If the individual has carried out his role well, he will directly hope that everything carried out will be in accordance with what he wants from his environment. Role also means the behavior expected of an individual who has status. Role is closely related to a social status, because in role there are various conditions that continue to change from the status where the individual exercises all rights and all obligations.

Meanwhile, according to the theory of Djamarah (2009), he also expressed his opinion that there are many roles needed by a person as a guide, a person who has committed himself to becoming an educator. Role is the overall behavior that must be carried out by a person in carrying out his duties. According to Muin (2006) the role is the implementation of a person's rights and obligations according to his social status. The basic idea of role theory comes from the world of theater, where actors and actresses play roles according to the expectations of their

audiences. Role comes from the pattern of life association. Therefore, the role determines what will be done and what opportunities will be provided by the surrounding community. The role is considered very important because it regulates a person's behavior in society, based on the norms that apply in society.

The role can be in the form of an individual or a group of actions when committing an act". According to Poerwadarminta, the meaning of an action that has been taken by the individual or group is a device of behavior and practice that is desired, and owned by an individual who has a position in society. Based on KKBI, Role is interpreted as a set of expectations attached to individuals who have a position in a certain group (Poerwodarintim: 1995).

The role that government institutions have when carrying out development is very numerous, ranging from activities to serve the community to roles in things that have an ideological and spiritual nature. The role of government that must be carried out is related to three main roles, namely: "the role in serving the citizens, the role in empowering the citizens and carrying out the development process." The three role relationships are when serving the community resulting in justice in the community, and the role of empowerment can create independence in the community and the role in development can create prosperity in the community (Ndraha, 2007).

"... the government as an institution that must guide the community which is carried out technically aimed at making the community more empowered (Ndraha, 2007). The policy of implementing Development is the main role that is carried out to solve various problems that the community wants by taking all actions. The government in this case is an institution that manages all the needs of the community. Furthermore, the government is an institution that creates, distributes all the needs of the people in the form of public services and citizen services, this is in the form of policies, management and operationalization (Ndraha, 2007).

The government plays a role in managing and then distributing various kinds of community needs using government organizations, as the lowest government organization that will deal with citizens is the village/sub-district officials. The government at the village level or sub-district level plays a very important role in managing all the needs of the community. The role of this government includes making policies, administrative organizers, managers, serving citizens, and all the needs of citizens. The function of the government is to provide services to the state in the form of services that do not discriminate between the citizens who must be served (Ndraha: 2007).

The function of the government, in addition to providing the widest possible space for the benefit of all the people, also has the task of meeting all the needs of the community by carrying out development, coaching, and carrying out empowerment efforts. The role and function of the organization of a government based on an administrative perspective in the administrative system begins with the maturation of the level of power, task authority, specificity, organization management, and control. Based on the perspective of social psychology; The institution of a government is highly correlated with the attitude of human beings as a bureaucratic element that exists at the level of government organization, this is in the form of the attitude of each individual/group, formal or informal, behaving internally and externally in government institutions (Ndraha, 2007).

The presence of the existence of a government as an important part of people's lives, in groups and individually. The presence of the government functions to regulate and provide protection for citizens so that they live safely and in an orderly manner. Various problems in society that continue to develop, will slowly be known and known by the State, these are problems that must be solved by government agencies (Thoha, 2005).

The roles that are highlighted are as follows (Siagian, 2003):

- a. As a Stabilizer, the government must make a change if there is social turmoil that is predicted to be a threat to the integrity of the State. This role can be in various ways such as: capability, socializing policies, through an educational perspective, as well as a gradual and continuous persuasive perspective.
- b. The role of creating new ideas must find new ideas. At the beginning of the condition for the role of the government to be effective, the government must have high legitimacy. The three issues that are absolutely the center of serious attention are, how to apply a new idea to the bureaucratic system, both in the form of conceptual innovation, innovation in the system, innovation in certain steps and working principles.
- c. The role of the Modernisator in the process of building; each country has the desire to become a strong country, a country that is able to be independent and considered equal to other countries. This can be achieved if the State has mastery in the field of Science, the capability and expertise to manage, the ability to manage existing natural resources to have high added value, a reliable national education system to create useful human resources, the basis for a strong and democratic political life, and has a purposeful goal for the future.

- d. The role of a pioneer must have the ability to be a model for all citizens. As a pioneer in the idea of new ideas, positive such as effective work, as a pioneer in creating justice and discipline, as a pioneer in caring for the environment, in a socio-cultural perspective, and as a pioneer willing to sacrifice for the benefit of the nation
- e. The role of the Implementer itself is meaningful when carrying out development policies, aligning development initiatives as a national obligation and not considered a burden on the government; therapy will be carried out as a form of state safety.

The role of the government apparatus is optimal and deep in order to build society, therefore the role of the government apparatus referred to by Yusuf (2014) is:

- a. The government as a regulator

The government as a regulator means that the government as the implementer and mobilizer of the community must prepare a direction to balance the implementation of development, by preparing and establishing regulations for the community in order to increase effectiveness for orderly development and development. The government as a regulator provides a basic reference that is then understood by the general public as a form of direction to regulate matters related to the implementation of community empowerment activities.

- b. Government as a dynamizer

The role of the government as a dynamizer is to arouse community participation if problems arise in the development process to advance and maintain the dynamics of regional development. The government plays a role in providing guidance and direction that is intensive and effective to the community. The role of the government as a dynamizer functions to provide effective and comprehensive guidance and direction to the community regardless of differences or social strata in society.

- c. Government as a facilitator

The role of the government as a facilitator is to create conducive conditions for development implementers or to play a role in connecting the interests of the government to the community and vice versa in terms of optimizing regional development activities. As a facilitator, the government must be an agent that is able to create and provide facilities that are in accordance with the needs of the community with safe, comfortable and orderly conditions.

The meaning of immigration comes from the Latin *migratio* which means the movement of people from a place or country to another place or country. There is a term *emigration* that has a different meaning, namely the movement of people from a region or country out to another region or country. On the other hand, *immigration ratio* in Latin means the movement of people from one country to enter another country. In essence, *emigration* and *immigration* concern the same thing, namely the movement of people between countries, but the difference is the way of looking at it. When a person moves to another country, the event is seen as *emigration*, but for the country that the person is visiting it is called an *immigration event* (Wijayanti, 2012)

Immigration according to article 1 paragraph 1 of Law no. 6 of 2011 concerning immigration is regarding the traffic of people leaving or entering the territory of the Republic of Indonesia and the supervision of foreigners in the territory of the Republic of Indonesia. In carrying out its duties, immigration has an important role in terms of traffic for people who will leave or enter Indonesian territory, including the issuance of Travel Documents of the Republic of Indonesia, the granting of immigration permits and conducting supervision related to the existence and activities carried out by foreigners.

Supervision is the process of observing the implementation of all organizational activities to ensure that all work that is being carried out runs according to a predetermined plan. (Siagian, 2008). Supervision is a process of determination, what must be achieved, namely what standards are being carried out, namely implementation, assessing implementation and if necessary improvements are made, so that the implementation is in accordance with the plan, namely in line with the standards (Irham, Fahmi 2016).

Supervision means "Control is determine what is accomplishe, evaluate it, and apply corrective measures, if needed, to insure result in keeping with the plan" means an action that determines what has been carried out, this has the intention of evaluating work performance and if necessary implementing corrective action actions so that the results of the work are in accordance with the plans that have been set. Supervision can be considered as an activity to find, correct important deviations in the results achieved from these planned activities (Terry, 2006).

3. RESEARCH METHODS

Research on the Analysis of the Supervisory Role of the Surabaya City Immigration Office on the Existence of Foreigners was carried out using qualitative research. The research method to be used is a qualitative descriptive research method. The descriptive method is a method of researching the status of a group of people, an object, a condition, a system of thought or a class of events in the present (Nazir, 2011). Data collection techniques in this study include: Interviews, Observations, Documentation. The informants in the study include authorized officials, namely the Head of the Special Class I Immigration Office of Surabaya,. The data analysis technique in the study using interactive model analysis was developed by Miles et al., (2014) with three procedures, namely data condensation, data display, and conclusion drawing.

4. RESULTS AND DISCUSSION

The Role of Supervision of the Surabaya Special Class I Immigration Office on the Existence of Foreigners 1

1) The Role of the Surabaya Special Class I Immigration Office as a Facilitator in Supervising Foreigners

As a facilitator, the Surabaya Special Class I Immigration Office as a provider of facilities in supervising foreigners. The Surabaya Special Class I Immigration Office as an Immigration Facilitator is tasked with, among other things, providing services for residence permits and immigration status, determining immigration status for foreigners in Indonesia, conducting research on the correctness of proof of a person's citizenship.

Immigration supervision and enforcement of foreign nationals is an effort by the government as well as the scope of immigration to maintain security and public order. Supervision of foreign nationals is also the government's effort in order to improve national development while maintaining balanced national resilience. Supervision of foreign nationals in Indonesian territory, especially in the work area of the Special Class I Immigration Office in Surabaya.

Immigration as a facilitator of community welfare development is reflected in the contribution of immigration as part of development infrastructure. In addition to contributing to PNBK, the four categories that are allowed to enter can help the national economic recovery, especially for Foreign Workers (TKA) or foreign investors who already have limited residence

permits or permanent residence permits. The presence of Foreign Workers is very helpful in the National Strategic Project built in Indonesian Territory. Therefore, the granting of permits for foreign nationals to enter the territory of the Republic of Indonesia emphasizes the principle of usefulness for Indonesia.

The function of immigration as a facilitator of community welfare development for now is very important. We all know that the impact of the pandemic that occurs in all parts of the world also has a negative impact on Indonesia. Our country is experiencing a very difficult situation due to this pandemic, especially in the economic and community welfare sectors. In terms of National Economic Recovery (PEN) which is the main focus of the government as a national program today, the Directorate General of Immigration also has a special role to support and contribute to the PEN itself.

One of the immigration functions is a facilitator of community welfare development, where national economic recovery can also be an additional task for immigration in the coming year. In terms of the main task of Immigration as the gatekeeper of the country, Indonesia's policy which currently has not yet opened the gate for foreigners to travel to Indonesia needs to be studied further. Currently, the Government of Indonesia only facilitates travel for Singaporean citizens who will make business trips to Indonesia with the TCA (Travel Corridor Arrangement) scheme through two crossings, namely Batam Center Port and Soekarno Hatta Airport.

Therefore, immigration may be able to provide facilities, especially for traders in traveling to carry out transactions or checking samples directly before the purchase of goods in large quantities. The implementation scheme for granting visas for traders can duplicate the implementation of the TCA (Travel Corridor Arrangement) between Indonesia and Singapore. In this case, the sponsor or guarantor who gives the invitation to the foreigner can be replaced with a valid business ownership certificate. If traders can get facilities to travel to Indonesia, Indonesia's trade balance and also export figures will increase significantly. This also directly contributes positively and contributes to the success of the National Economic Recovery (PEN: *Pemulihan Ekonomi Nasional*) program.

2) The Role of the Surabaya Special Class I Immigration Office as an Administrator in the Supervision of Foreigners

Administrative supervision is carried out when a foreign citizen submits an application to the Immigration Office, then that is where supervision begins. The application for

administrative supervision is also the initial stage of checking the completeness of documents brought by foreign nationals and the results of administrative supervision against foreign nationals can be rejected or admitted into Indonesian territory.

According to Sihar Sihombing (2013), if from the results of the examination of the visa applicant's files or documents and its validity it is found that there is a violation, the applicant is rejected and submitted to the person concerned, including in terms of deterrence or strongly suspected of disturbing security and public order, then the entry permit is refused on the Travel Document stamped as a rejection of the permit for the territory of the Republic of Indonesia. So it can be said that administrative supervision is the initial stage for foreign citizens to obtain an immigration residence permit.

The implementation of supervision of foreign nationals of the Surabaya Special Immigration Office class I based on article 175 No. 31 of 2013 Government Regulation on the Implementation of Law No. 6 of 2011 concerning immigration is explained that administrative supervision is carried out:

- a) Collection, processing, and presentation of data and information about,
 - (1) Immigration services to Indonesian citizens,
 - (2) submission of an application for Travel Documents of the Republic of Indonesia made by Indonesian citizens and
 - (3) traffic of Indonesian citizens entering or exiting Indonesian territory.
- b) Preparation of a list of names of Indonesian citizens who are subject to the Prevention of Leaving Indonesian Territory; and
- c) Photo and fingerprint capture

The supervision is carried out so that there is no misuse of the visit residence permit by carrying out activities that are not in accordance with the residence permit owned or even committing violations of narcotics smuggling, human trafficking, and terrorism crimes. That way, the supervision system is further improved and the applicable regulations must be improved, because it will have an impact on the welfare and security of the State.

In the current era, the supervision carried out by the immigration authorities on Foreign Citizens is more systematic. This is related to the flow of globalization which of course makes it very easy for the immigration authorities to carry out supervision. The surveillance uses or utilizes the use of technology in the Foreigner Reporting application as a means of monitoring

the whereabouts of foreigners. With the application, the immigration authorities get information about the whereabouts of Foreign Citizens in Indonesian territory up to date

3) The Role of the Surabaya Special Class I Immigration Office as the Executor in the Supervision of Foreigners

Field supervision is a follow-up to administrative supervision where in carrying out administrative supervision there are allegations and must be further examined. Because field supervision cannot be carried out immediately, if there are no findings from the results of administrative supervision regarding deviations in residence permits or the expiration of the period of stay. Field supervision, regulated in article 176 of Government Regulation 31 of 2013 concerning Implementation Regulations of Law Number 6 of 2011 concerning Immigration, the implementation of field supervision is carried out by 1) seeking and obtaining information about the existence of Indonesian citizens who are outside Indonesian Territory; 2) Conduct an interview when applying for a Travel Document of the Republic of Indonesia; or 3) Coordinate with the local government through the Chief Representative of the Republic of Indonesia to monitor the existence of Indonesian citizens outside the Indonesian Territory.

At the field supervision stage, data sources to conduct field surveillance were obtained by officers from:

- a) Results of observation, interviews, tracking, stalking and infiltration;
- b) The results of the data source research are as well as data from administrative supervision data sources;
- c) Assessment results from community reports, mass media news, both print and electronic;
- d) Results of reports from government and private agencies; and
- e) Results of developing existing resources

Field supervision activities for foreign nationals are carried out by Immigration Officials who have the authority to obtain information from the community or government agencies, visit places and buildings where the whereabouts and activities of foreign nationals can be found and check Travel Documents or Immigration Documents/Papers from foreign citizens. In order to create orderly conditions, continuous supervision is needed. However, in order not to seem monotonous and just a routine of ordinary tasks, special efforts or special operations are also carried out incidentally. The implementation of field supervision is carried out routinely and incidentally. Field supervision is carried out periodically or at any time if

necessary. In supervising foreign nationals, the Surabaya Special Class I Immigration Office conducts routine field surveillance and field operations every month in the work area of the Surabaya Special Class I Immigration Office. In carrying out supervision, monitoring is carried out routinely and in the form of operations that are within the scope of the scope of the work area of the Surabaya Special Class I Immigration Office.

Obstacles Faced and Efforts Made by the Surabaya Special Class I Immigration Office in its role to monitor the existence of Foreigners.

In carrying out its role, namely supervising foreigners, the Surabaya Special Class I Immigration Office experienced obstacles or obstacles. In this study, what is meant is the inhibiting factor of the supervision of the Surabaya Special Class I Immigration Office to foreign citizens in the city of Surabaya. In carrying out immigration supervision of foreign citizens, the Class I Immigration Office of Khusu Surabaya, of course, found various obstacles that became inhibiting factors in carrying out supervision of foreign citizens. The supervision of foreign nationals is also greatly influenced by the range of work which includes Surabaya, Mojokerto, and Sidoarjo.

Such a large area makes personnel at the Immigration Office constrained in carrying out immigration law enforcement because it is difficult to reach these areas. This results in carrying out immigration supervision and enforcement against perpetrators of abuse of visit permits, personnel at the Immigration Office cannot intensively carry out law enforcement in the form of sanctioning perpetrators of abuse of visit permits.

Another obstacle is that the small number of officers in the Immigration Supervision and Enforcement Section has an impact and consequences for the implementation of administrative sanctions. The number of officers in the Immigration Supervision and Enforcement Section is insufficient and it is felt that it is very difficult for immigration agencies to carry out their duties and authorities in the areas where they work. In practice, the implementation of immigration law enforcement, both through criminal law and administrative law, almost every agency in the ranks of the Immigration Office always faces the problem of a shortage of officers. The imbalance in the number of officers of the Immigration Supervision and Enforcement Section in carrying out supervision activities in the field with a large working area, resulting in the increasingly heavy tasks carried out so that various violations are caused.

Another obstacle is the Culture Factor. Lack of understanding of immigration law by foreigners. Not all foreigners who come to Indonesia know the Indonesian legal system and the laws and regulations in Indonesia, especially the laws and regulations regarding Immigration. Ignorance of the legal system and laws and regulations in Indonesia is an obstacle in itself in implementing sanctions against foreigners. As for overcoming these problems, regarding the lack of understanding of foreigners about the legal system and laws and regulations in Indonesia, it is necessary to socialize foreigners who will come or are already in Indonesian territory.

The lack of information from the public in terms of the existence of foreigners, namely the data provided or reported by the public tends to be less accurate so that sometimes the reports that come in are from parties who feel disadvantaged by the existence of foreigners so that they are only complaints. In this case, it is necessary to have the active participation of the community related to foreigners to be able to provide all information related to foreigners.

In addition, the obstacle faced is the lack of openness by the company where the foreigner works. With the lack of openness in terms of reporting the whereabouts and activities of foreigners by the company in using the services of foreigners to the Immigration Officer can be an obstacle for the Surabaya Special Class I Immigration Office in cracking down on the misuse of visit permits by foreigners.

Efforts that can be made by the Surabaya Special Class I Immigration Office in supervising foreigners to avoid the misuse of Visit Permits are through several ways, namely:

1) Conduct direct field surveillance to find out the whereabouts of foreigners

Direct field surveillance is one of the ways carried out by the Surabaya Special Class I Immigration Office in conducting supervision of foreigners which is carried out in the form of monitoring, raids, patrols, by collecting information materials on the search for people and evidence related to immigration crimes.

2) Attending KOMINDA (Regional Intelligence Community) Activities

The Regional Intelligence Community is a routine activity held every year by the Regional Government, where the purpose of this activity is to synergize cooperation regarding supervision and enforcement between related agencies, namely between the Immigration Office, related departments, the Indonesian Police, the State Intelligence Agency, the Attorney General's Office of the Republic of Indonesia, and other related agencies

3) Conducting Socialization Programs to the Community and Foreigners

One of the factors that causes many cases of abuse is the lack of understanding of foreigners about the law. Understanding the law includes an understanding of the laws and regulations that exist in a country is something that foreigners who will enter a country must know. The Surabaya Special Class I Immigration Office plays an important role in providing information and understanding of the law to foreigners. In providing information and legal understanding to foreigners, the Surabaya Special Class I Immigration Office is facilitated by several sponsors who have invited foreigners to come to Indonesia, including the Education Office and the Manpower and Transmigration Office. In addition, it is also by responding to every information from the community about reports of the presence of foreigners in a place.

5. CONCLUSION

The Surabaya Special Class I Immigration Office has three roles in supervising foreigners, namely as a facilitator, the Surabaya Special Class I Immigration Office as a facility provider in supervising foreigners. The Surabaya Special Class I Immigration Office as an Immigration Facilitator is tasked with, among other things, providing residence permit and immigration status services, determining immigration status for foreigners in Indonesia, conducting research on the correctness of a person's citizenship evidence. As an Administrator in the supervision of foreigners, it is carried out through administrative supervision when a foreign citizen submits an application to the Immigration Office. The application for administrative supervision is also the initial stage of checking the completeness of documents brought by foreign nationals and the results of administrative supervision against foreign nationals can be rejected or admitted into Indonesian territory.

As an Executor in the supervision of foreigners, it is carried out by 1) searching for and obtaining information about the existence of Indonesian citizens who are outside Indonesian Territory; 2) Conduct an interview when applying for a Travel Document of the Republic of Indonesia; or 3) Coordinate with the local government through the Chief Representative of the Republic of Indonesia to monitor the existence of Indonesian citizens outside the Indonesian Territory.

The obstacles faced by the Surabaya Special Class I Immigration Office include the range of work which includes Surabaya, Mojokerto, and Sidoarjo. There are limitations of officers. Lack of understanding of immigration law by foreigners. Lack of information obtained from

the public regarding the existence of foreigners. Lack of openness on the part of the company where the foreigner works. The efforts made by the Surabaya Special Class I Immigration Office in supervising foreigners are to conduct direct field surveillance to find out the whereabouts of foreigners. Attend KOMINDA (Regional Intelligence Community) activities organized by the Regional Government. Conducting socialization programs to foreigners and the community. Conducting administrative oversight.

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