

MULTI-YEAR STRATEGY 2023 - 2025 INDONESIA



1. Strategy

- 1.1 Executive Summary
- 1.2 Situation Analysis
- 1.3 Vision and Strategic Orientation
- 1.4 Age, gender and diversity

2. Impact Statements

1. Strategy

1.1 Executive Summary

UNHCR Indonesia's multi-year strategy was developed within the framework of UNHCR's Strategic Directions for the Asia-Pacific Region 2022– 2024, with a focus on expanding solutions, inclusive protection and assistance, diversified partnerships, and emergency preparedness and response. The strategy aims to transform how UNHCR operates in Indonesia and to improve the protection environment for refugees and asylum seekers in the country.

In 2025, UNHCR will continue delivering core protection functions, including continuous registration, refugee status determination, prevention and response to GBV and child protection, legal protection, and the pursuit of solutions. UNHCR will expand its community-based protection program, capacitating both the refugee community and Indonesian civil society to identify and respond to the needs within the refugee population. UNHCR will build upon progress in inclusion and in advancing the protection environment, including through advocacy with the newly elected government, input to relevant domestic legal revisions, opportunities made possible through the UN Common pledge, and by linking improved access to opportunities inside Indonesia with solutions in third countries. Assistance programs will continue for the most vulnerable, including the provision of cash to address socio-economic needs and coverage of some advanced health care. In addition, UNHCR will aim to be flexible with resources to enable life-saving response to Rohingya arrivals by boat, movements that can be anticipated to occur every year but in unpredictable numbers and with an unpredictable length of stay.

In 2025, strengthening partnerships between UNHCR, Indonesia's parliamentarians and key line ministries, including in education, health, and manpower, will be prioritized. UNHCR partners with a range of UN agencies, including through the UN Common Pledge, creating momentum that must be maintained and expanded to integrate refugee concerns and issues in more UN programmes, as well as the common UN Sustainable Development Cooperation Framework. UNHCR's

implementing partners in Indonesia are important contributors to the multi-year strategy. New operational partnerships will also be established throughout the country, including in Aceh, where further Rohingya boat arrivals are expected and where robust humanitarian advocacy, preparedness, response, and coordination is required.

In 2025, particular attention will continue to be given to timely and effective two-way communication, outreach, and meaningful engagement between UNHCR and the refugee community. UNHCR will continue to grow its outreach volunteer program, expand remote tools to engage with refugees, including the Digital Gateway and Town Halls, and will enhance engagement of refugee and Indonesian communities in the response. UNHCR will also continue to refine and improve the current counselling system.

The first study on statelessness in Indonesia took place in 2021. UNHCR will continue to strengthen its statelessness work. It will support the Indonesian authorities in enhancing its national citizenship registry and promoting unhindered access to its existing procedures on confirmation of nationality and birth registration.

1.2 Situation analysis

As of March 2024, there are 12,779 refugees and asylum-seekers in Indonesia from 53 different countries. The majority of refugees in Indonesia originate from Afghanistan, Myanmar, and Somalia. They live primarily in urban areas, with approximately half residing in and around Jakarta and half in other locations around the archipelago. The responsibility and management of refugees in Indonesia is largely assigned by the Indonesian Government to UNHCR and IOM, the latter through a regional cooperation agreement between Indonesia, the Government of Australia, and IOM. Misconceptions persist among both government and refugees that Indonesia is a transit country and that UNHCR will identify resettlement solutions for all, leading to frustration within the refugee community regarding their length of stay and the opportunities available to them.

Indonesia has demonstrated critical humanitarian leadership in the region by consistently stepping forward to disembark boats carrying Rohingya refugees, in line with the Indonesian Presidential Regulation No. 125 of 2016. This regulation provides the foundation for ensuring refugees' access to asylum and assigns UNHCR a key role in the management of asylum claims and solutions. Search and rescue missions have been carried out on various occasions for vessels in distress. An increase in arrivals in late 2023 and early 2024, coupled with a targeted campaign of misinformation, disinformation, and hate directed at UNHCR and Rohingya refugees, has created greater resistance among some within the host communities and government to rescue, disembark, and host this population. However, those in need have eventually been permitted to disembark and are currently hosted, albeit in substandard conditions, in Aceh and North Sumatra. In total, 2,500 Rohingya arrived

by boat in Aceh between January 2023 and March 2024, approximately as many as arrived in Indonesia the previous eight years combined.

In 2023, the National Refugee Taskforce initiated inter-ministry discussions on the revision of the Presidential regulation. As of April 2024, the revisions remain under consideration. UNHCR provided recommendations for consideration and these focused on the need for clarifying and expanding the decree's scope to ensure a strong refugee protection framework in Indonesia that aligns with domestic and international law, such as protection safeguards that ensure entry to safe territory through channels other than the sea. Increasing joint activities with the Government in the area of registration and documentation were highlighted as opportunities to continue to strengthen refugee protection in Indonesia.

While in recent years refugees' access to health and education has improved, and there have been several directives that have advanced inclusion in national systems, refugees still lack the opportunity to work and earn a living. With limited opportunities for voluntary repatriation and no pathway to local integration, resettlement remains the primary solution for refugees in Indonesia. A labor mobility programme offering safe and regulated avenues for qualified refugees to enter or stay in another country to work, providing them with the right to either permanent or temporary residence, has shown potential to become another solution for refugees in Indonesia. To fully embrace the potential of labor mobility programs and ensure a steady stream of qualified job applicants, refugees will need opportunities to gain experience and learn new skills.

Indonesia's National Refugee Task Force, established in 2019, remains an important Government entity in the management of refugee affairs. Members include the Ministry of Foreign Affairs and a wide range of security-focused actors. UNHCR and IOM are members and participate by invitation. Several local refugee task forces operate in provinces hosting refugees and remain active and important counterparts. UNHCR also works with a range of partners in Indonesia, particularly IOM, and has longstanding partnership agreements with Church World Services and Catholic Relief Services in several areas of protection and assistance. UNHCR also works with non-governmental, civil society and refugee-led organizations, as well as other UN agencies working with and advocating for the rights of the refugee population in Indonesia. As of 2025, CRS will no longer be an implementing partner for UNHCR. UNHCR is undertaking a call for expression in search of a partner or partners who can take over the key responsibilities of this partnership.

As one of the countries most at risk of natural disasters and the effects of climate change, Indonesia has a strong national capacity to respond to natural disasters. There are approximately 308,000 IDPs displaced by disaster according to the 2023 Global Report on Internal Displacement (GRID report). UNHCR and other UN agencies in Indonesia are closely cooperating with the relevant Government ministries and agencies with the aim of supporting their response and coordination system when required.

In 2025, UNHCR will explore the relationship between climate, displacement, and refugees and stateless persons in an effort to identify populations at risk who may be included in adaptation, disaster risk reduction, and early warning efforts.

In terms of planning figures, UNHCR expects the total refugee population in Indonesia to grow by approximately 1000 each year over the next few years. A marked increase in new registrations, particularly of Rohingya refugees predicted to be arriving by boat, will be somewhat balanced by resettlement and pathway departures and onward movement to Malaysia. While the overall figures remain relatively stable, there are important destabilizing factors to take into account for planning purposes.

It is expected that the operation will experience a significant increase in population movements both to and from Indonesia, due to Indonesia's position along a primary route for onward movements in the AP region as both a destination and a place of transit for Rohingya refugees. It is anticipated that the marked increase in boat disembarkations of Rohingya refugees arriving from Bangladesh and Myanmar will continue, requiring an ongoing emergency response in Aceh, and that there will continue to be onward movements of at least a portion of Rohingya refugees from Indonesia toward Malaysia. Mixed movements will continue to pose challenges to ensuring access to asylum and prevention of non-refoulement, and continued resistance to the presence of refugees and asylum-seekers in communities across the country will require concerted efforts to sensitize local authorities and host communities. In addition, national elections in key resettlement receiving countries and the potential change in policy that may result from those elections, may significantly impact departures on resettlement and complementary pathways over the next few years.

Taking into account these factors over the coming years, the office's Country Operations Plan is based on population planning figures of 13,045 by end-2024, and 14,095 by end-2025 and 15,145 by end-2026. It is noted that these figures represent the projected end-year figures, but not the highest numbers that the operation expects will be hosted in Indonesia in any given year.

By April 2024, Afghanistan remained the largest country of origin, representing 45 percent of the population. Due to the increase in Rohingya boat arrivals, the percentage of the total population from Myanmar has increased to 22% of the total refugee population, making individuals from Myanmar the second largest refugee population group in Indonesia. Somalis (9%) are the third largest group, followed by smaller numbers of individuals reflecting 50 other nationalities. Of the total 2,547 new registrations in 2023 (representing a significant increase over the 872 registrations the previous year), the majority of new arrivals were Rohingya who arrived by boat in Aceh while the remaining entered Indonesia through legal channels, through irregular channels, or were in-situ registrations, including newborns.

1.3 Vision and strategic orientation

UNHCR's vision is that Indonesia develops into a country with a strong national protection environment, one in which the Indonesian government and communities embrace independent humanitarian leadership and ensure protection for refugees and asylum seekers in the country. In this vision, refugees are included in Indonesian society and systems, are agents and decision-makers in their own lives, are able to live meaningfully and safely while they are in Indonesia, have access to opportunities to learn and develop and to use their skills and talents, and that the refugee population is recognized as a positive and productive element of Indonesian society.

In the next few years, UNHCR will work to advance refugee protection toward that overall vision. Indonesia elected a new president and vice president in March 2024. This new government offers an opportunity to renew and expand Indonesia's humanitarian leadership on refugee issues. The country is a regional and global power – the fourth largest country by population in the world, the largest majority Muslim country in the world, the largest economy in southeast Asia, and recent leadership roles as the President of the G20 and the Chair of ASEAN. Advocacy efforts will seek to ensure Indonesia does not solely embrace political, economic, and military leadership, but that the country also showcases independent humanitarian leadership – particularly on refugee issues.

UNHCR will focus on maintaining and strengthening Indonesia's commitment to refugee protection and pivoting away from the “transit country” narrative so prevalent among governments stakeholders and within the refugee population. The current legal framework for refugee management guarantees adherence to the principle of non-refoulement and access to asylum. In this regard, UNHCR will seek to ensure that new and existing laws and regulations are aligned with protection principles. It will continue to advocate for Indonesia's ratification of the 1951 Convention relating to the Status of Refugees and its 1967 Protocol.

Opportunities created by the Global Refugee Forum (GRF) will be utilized to strengthen the protection framework in Indonesia. The Government of Indonesia made commitments during the 2019 GRF to increase access to public education for refugee children and to enable economic empowerment opportunities that support inclusion and solutions. At the 2023 GRF, the UN in Indonesia joined the UN Common Pledge, pledging to contribute advocacy, technical support, and other efforts to include refugees into national policies, systems, and programs in Indonesia, particularly in the areas of health, education, socio-economic empowerment, and birth registration.

UNHCR will maintain and strengthen core protection work, particularly around registration, documentation, RSD, legal support and access to justice, and the pursuit of solutions for the most vulnerable or those who qualify for pathway through the skills, interests, education, and abilities.

UNHCR will continue to work with the Indonesian government and IOM, in particular,

to promote the independent living model in Indonesia, recognizing that refugees are best positioned to contribute positively to their host country and to identify and pursue solutions if they are empowered to earn a living, gain skills, access education and other opportunities, and that the ability to be productive and included while in Indonesia will help guard against the loss of hope and deterioration in mental health currently so prevalent amongst the refugee population in the country.

UNHCR will strengthen community-based approaches to enable movement away from resource intensive and disempowering individual case management. In this regard, UNHCR will seek to expand and empower refugee Outreach Volunteers throughout the country to identify, support, and respond to needs within the refugee community. UNHCR will continue to build and strengthen a network of Indonesian stakeholders around the country to work with refugee communities on prevention and response.

UNHCR will continue to expand the ways in which we engage with refugees in 2025 and beyond. A cornerstone of these activities is the rollout of the Digital Gateway, a corporate self-service tool being piloted in Indonesia that will address many of the concerns of the refugee community, as well as the geographic challenges in Indonesia, by providing a platform through which refugees can remotely communicate with UNHCR, view their bio-data, update contact information, book appointments for services, and obtain updates on case processing status.

In addition to the Digital Gateway, UNHCR is strengthening tools of engagement and communication with the refugee community following several years of more limited engagement resulting from COVID restrictions and security challenges in the field. These initiatives include re-instituting walk-in counseling at the UNHCR reception center; revitalizing the UNHCR HELP website; expanding refugee Town Halls to respond to queries and share information; and undertaking regular outreach missions to meet refugees where they are living.

Finally, UNHCR will continue to respond to boat arrivals, ensuring clear and consistent advocacy from an expanding group of stakeholders to ensure Indonesia maintains its commitment to rescue and disembark boats in distress, working with and providing support to local communities and authorities to engage in the response, and ensuring resources are available to protect, support, and assist refugees as needed.

1.4 Age, gender and diversity

In 2025, UNHCR will continue conducting annual participatory assessments with refugees in Indonesia following the principles of age, gender and diversity mainstreaming. This will promote refugees' participation and inclusion in decision making on issues that affect their lives and will create more relevant and responsive UNHCR programmes that are designed around the expressed needs, priorities, and capacities of both refugees and the host community. Moreover, UNHCR will enhance

its two-way communication mechanisms by using various tools, including the Digital Gateway, community outreach, remote Town Halls, engagements at the UNHCR reception centre, WhatsApp blast message campaigns, in-person meetings with different age, gender, and diverse groups of refugees, and continued engagement with refugee representatives and refugee-led organizations.

UNHCR will ensure continuous and meaningful engagement with refugees to understand their needs and protection risks, build their capacities, and pursue protection, assistance and solutions that consider their perspectives and priorities based on their age, gender and diversity. It will continue promoting gender equality through activities involving men and women, including awareness raising and training sessions, and by aiming to ensure equal representation of women in the refugee leadership structure, including in the new structure of Refugee Volunteer Outreach which will begin in mid-2024. Support will continue to be provided by UNHCR to people with specific needs, including those with chronic medical conditions, people living with HIV, single-headed households, children, older people, and people with disabilities.

UNHCR will continue to support vulnerable individuals by providing cash assistance to enable them to meet their basic needs; support care arrangements for unaccompanied and separated children; ensure access to services and support for survivors of gender-based violence and children subject to violence, abuse and exploitation; identify community-based groups to support; and promote access to livelihood opportunities for vulnerable individuals and other at-risk groups. UNHCR will also seek to ensure female refugees have access to entrepreneurship, skills and vocational training as well as seed funding, grants and coaching to start and improve their businesses. It will continue to be vigilant to prevent, identify and respond to instances of sexual exploitation and abuse affecting the refugee community in Indonesia.

2. Impact statements

By end of 2025 all people of concern have improved access to the territory and reduced risk of refoulement.

Impact area: Attaining favourable protection environments

Outcome statements

Outcome 1.1 Asylum-seekers, refugees, and stateless individuals have access to fair and efficient protection processes

Outcome area: Access to territory, registration and documentation

Outcome 1.2 Child Protection: By end of 2025 Children of concern are protected from violence, abuse, exploitation and discrimination and have access to child friendly procedures and services.

Outcome area: Child protection

Outcome 1.3 By end of 2025 acceptance of refugees in Indonesia increased

Outcome area: Protection policy and law

Outcome 1.4 By end of 2025 People of concerns have adequate information, able to identify and report on Sexual Exploitation and Abuse through a strengthened protection mechanism

Outcome area: Gender-based violence

Outcome 1.5 By end of 2025 the risks of GBV are reduced, all survivors have adequate and timely access to quality services and GBV prevention programming effectively addresses root causes of GBV.

Outcome area: Gender-based violence

By end of 2025 People of concern with heightened needs have access to basic needs and assistance.

Impact area: Realizing rights in safe environments

Outcome statements

Outcome 2.1. By end of 2025, vulnerable refugee households can cover their basic needs through cash based intervention and other assistance

Outcome area: Well-being and basic needs

Outcome 2.2. By end of 2025, People of concern access improved lifesaving and life sustaining health services including mental and reproductive health, HIV/AIDS prevention and response services.

Outcome area: Healthy lives

Outcome 2.3. By end of 2025 People of concern access WASH facilities as per the minimum Sphere standard

Outcome area: Clean water, sanitation and hygiene

Outcome 2.4. During 2023-2025 People of concern would benefit from effective coordination, partnership and management

Outcome area: Systems and processes

By end of 2025, persons of concern's access to education, livelihood opportunities, and equal participation of male and female in their own protection improved.

Impact area: Empowering communities and achieving gender equality

Outcome statements

Outcome 3.1 By end of 2025, persons of concerns access various livelihood and self-reliance activities to strengthen social protection and positive coping mechanisms.

Outcome area: Self-reliance, economic inclusion and livelihoods

Outcome 3.2 By end of 2025, persons of concerns access various education opportunities, formal and/or informal at different levels, in all locations where they reside.

Outcome area: Education

Outcome 3.3 By end of 2025, people of concern are able to have active engagement to provide their concerns and received feedback; and refugee women capacity to participate on issues that affects them strengthened

Outcome area: Community engagement and women's empowerment

By end of 2025 refugees have access to available solutions in a fair and transparent manner and solution activities are carried out in comprehensive solutions approach.

Impact area: Securing solutions

Outcome statements

Outcome 4.1. By end of 2025 refugees and asylum seekers who are willing to return to their country of origin access facilitated voluntary return programme

Outcome area: Voluntary repatriation and sustainable reintegration

Outcome 4.2. By end of 2025 refugees in protraction and having vulnerabilities access resettlement and complementary pathways are expanded

Outcome area: Resettlement and complementary pathways