

REFUGEE MANAGEMENT STAKEHOLDER MAPPING WORKSHOP

WORKSHOP REPORT



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Workshop Report

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Workshop Report

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ABBREVIATIONS

GCM	Global Compact for Migration
GRC	Global Compact on Refugees
MoSA	Ministry of Social Affairs
NHRI	National Human Rights Institution
Komnas HAM	National Commission on Human Rights
P2TP2A	Center of Integrated Service for Women and Children Empowerment

1. INTRODUCTION



1.1 Background

The influx of refugees into countries and cities is an emerging global issue. In 2018, there are more than 70.8 million possibly displaced people worldwide. Asia and the Pacific alone hosts some 4.2 million refugees, 2.7 million IDPs and 1.6 million stateless persons¹. Of this number, two-thirds live in urban areas. The roles of cities in migration management are also acknowledged in the 2016 New Urban Agenda, the 2018 Global Compact for Migration (GCM) and Global Compact on Refugees (GCR). This includes recognition of the need of supporting local authorities, finding new mechanisms for regional engagement, and identifying new ways of working between humanitarian and development actors. With future risks of more displaced people due to conflicts, climate crisis, as well as economic crisis precipitated by the COVID-19 pandemic, there is an urgency to gain a better understanding of the refugee issues.

Since Indonesia has not ratified the 1951 Refugee Convention and its 1967 Protocol, refugees and asylum seekers cannot settle permanently. Nevertheless, Indonesia and other ASEAN countries such as Malaysia and Thailand, abide by the principle of non-refoulement. Refugees in Indonesia live dispersedly across several locations in Indonesia. For instance, Greater Jakarta, Medan, Bogor, Makassar and Pekanbaru are each home to more than 1,000 urban refugees, while the remaining refugees are scattered in other areas such as Kupang, Lombok, and Aceh. Municipalities and regions in Indonesia are facing different challenges and are equipped with limited experience and capacity in handling refugees. As a result, each municipality or region applies different mechanisms in handling refugees, which might also involve different sets of stakeholders.

1.2 Objectives

RDI organized a workshop to discuss existing roles of various stakeholders and to collectively identify the gaps and challenges that emerged in Indonesia. The objective was to bring along multidisciplinary perspectives in analyzing gaps of roles in refugee management at municipal level in Indonesia. The workshop was expected to lay the foundation of collaboration among refugee researchers to encourage robust research on refugee-in-transit that can be useful for refugee management policies.

¹<https://www.unhcr.org/id/en>

1.3 Sessions

The 4-hour virtual workshop was held on January 30th, 2021 in Bahasa Indonesia. While the workshop focuses on municipal level, we also took the opportunity to discuss stakeholders at national level. Hence, the sessions were organized into the following parts:

- *The Role of Stakeholders in Refugee Management in Indonesia*. This was a panel session with RDI UREF presenting our desk-based review results on national-level stakeholder map, and seek for input from participants.
- *Mapping Stakeholders at Municipal Level*. In this part, participants were divided into two groups, each discussing one municipality as the case study, i.e. Bogor Regency and Makassar City. Participants were later regrouped in a panel session to present and discuss their respective case study.

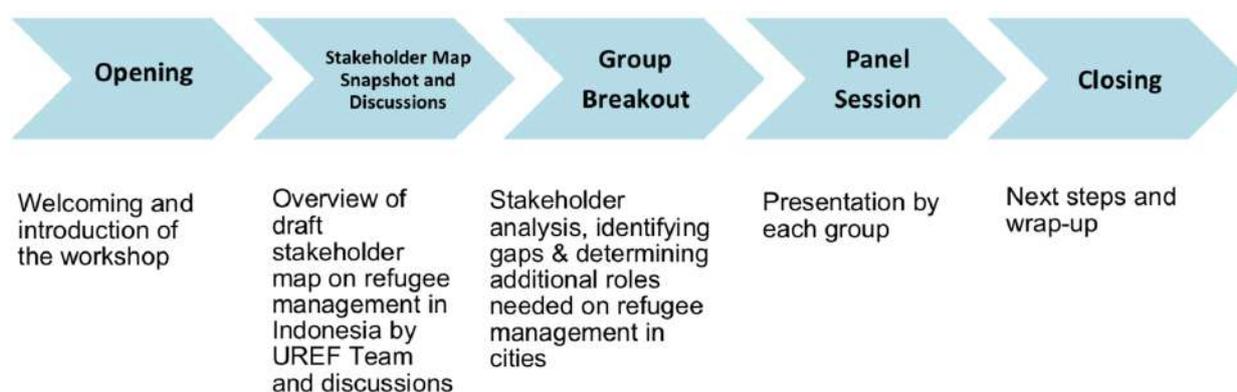


Figure 1. Refugee Management Stakeholder Mapping Workshop Flow

1.4 Participants

In total, 14 participants from different organizations attended the workshop. Most participants are researchers or practitioners who are familiar with refugee management dynamics and situation at the national level and/or at each municipality. Participants were invited individually, not representing their respective institutions. In general, their professions are university lecturer, researchers, NGOs and CSOs workers. The variety of expertise are around migration and media studies, international relations, law, social studies, economic geographer, anthropology, community development, and urban planning.

2. WORKSHOP SESSIONS



2.1 National-level Stakeholders in Refugee Management in Indonesia

The objective of the session was to discuss about stakeholders involved in refugee management at the national level. The session started with RDI UREF representative, Dr. Nino Viartasiwi, presenting the draft of desk-based review results as the basis of discussion, as seen in Figure 2.

The draft map was a result of exhaustive desk-based review, comprised of literature review, online media review, and several interviews conducted by RDI UREF team since 2019 to different individuals and organizations involved in refugee management.

The various identified stakeholders were then categorized into the following clusters:

1. Public Sector Cluster mainly includes central government authorities, policy makers, and international bodies involved in refugee management.
2. Civil Society Cluster includes national/international NGOs, CBOs, institutions engaged in research, and universities or academia, with roles vary from research, advocacy, to legal assistance and other service providers. This cluster also includes cross-municipality or sector-based community groups that exist at the national level.
3. Private Sector Cluster includes mass media or journalist who disseminate information on refugee issues and companies who have been supporting refugee communities.
4. Refugee Community Cluster. Some refugees formed community groups, such as learning centers or sports groups, although it is important to note that refugee-led organizations in Indonesia are mostly working at local level.

- Mapping existing stakeholders and how the roles are interconnected. In thinking about the stakeholders and their roles, participants were asked to think about stakeholders whose roles are contributing to the inclusion of refugees in urban development agenda and have past or present works in the municipality. Stakeholders who may have important roles in refugee inclusion but have not yet started working on it at the time of the workshop are parked for discussion later on.
- Power-Interest Grid of the current stakeholders. Participants placed the identified stakeholders into 4 quadrants of low/high power vs low/high interest based on their subjective assessment. Participants had the liberty to discuss and decide where to place who in which quadrant.
- Identifying missing roles. Referring back to the first step, participants were asked to think about stakeholders whose roles may be contributing to the inclusion of refugees in urban development agenda but have no works or have not yet been involved at the time of the workshop.

Participants were then regrouped in a panel session to present and discuss their results.



Figure 3. A Snapshot of Existing Stakeholders in Bogor Regency Identified by Group 1

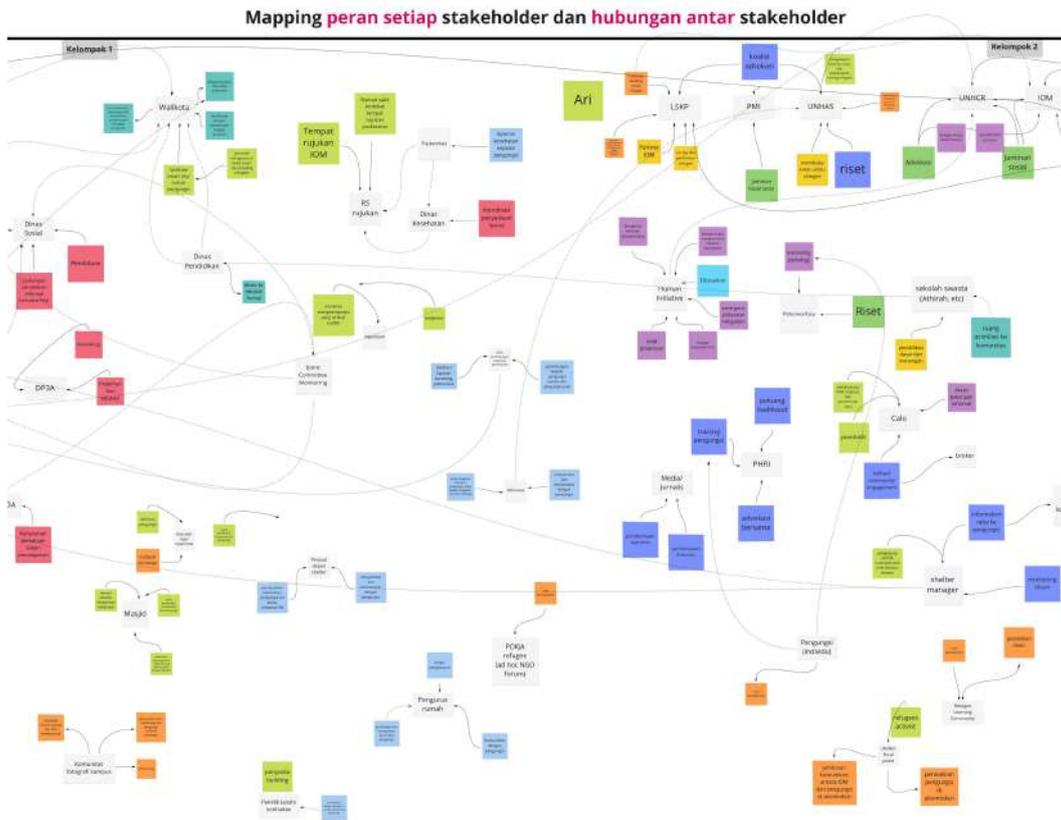


Figure 4. A Snapshot of Connections among Stakeholders in Makassar City by Group 2

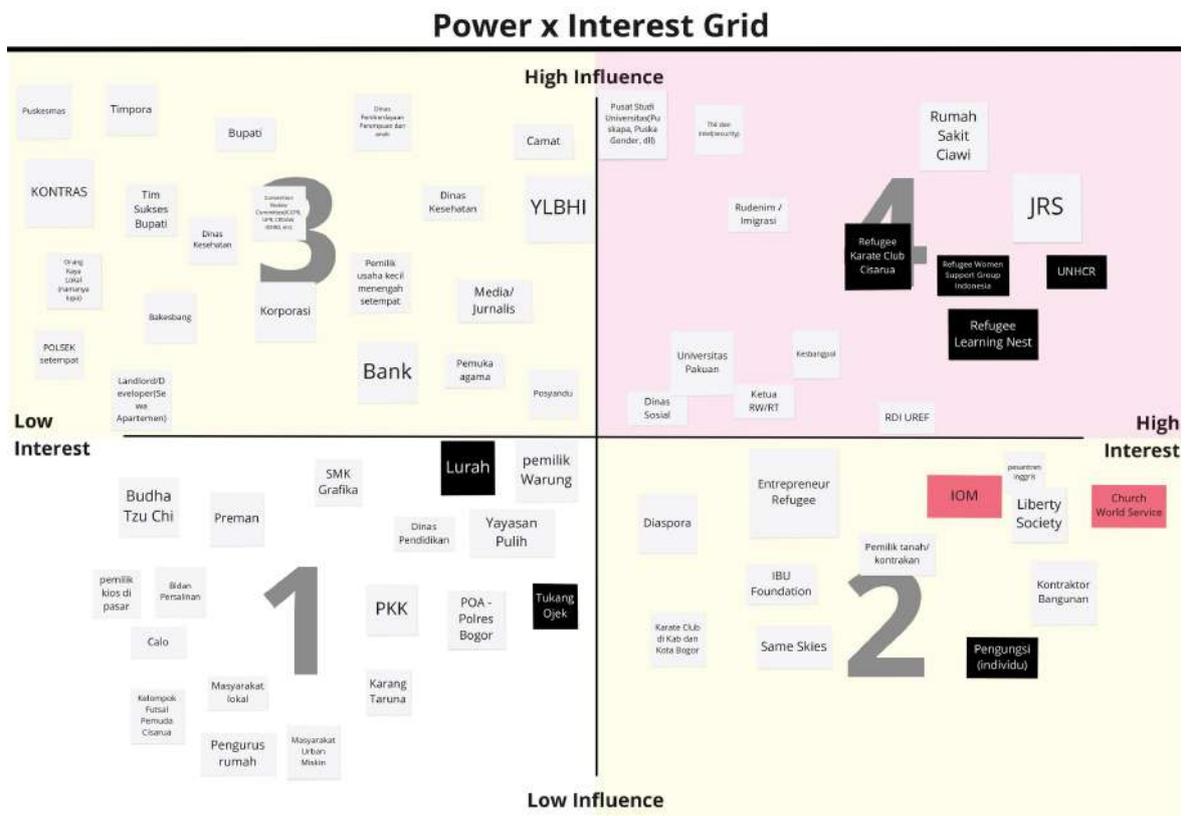


Figure 5. Power-Interest Grid of Stakeholders in Bogor Regency by Group 1

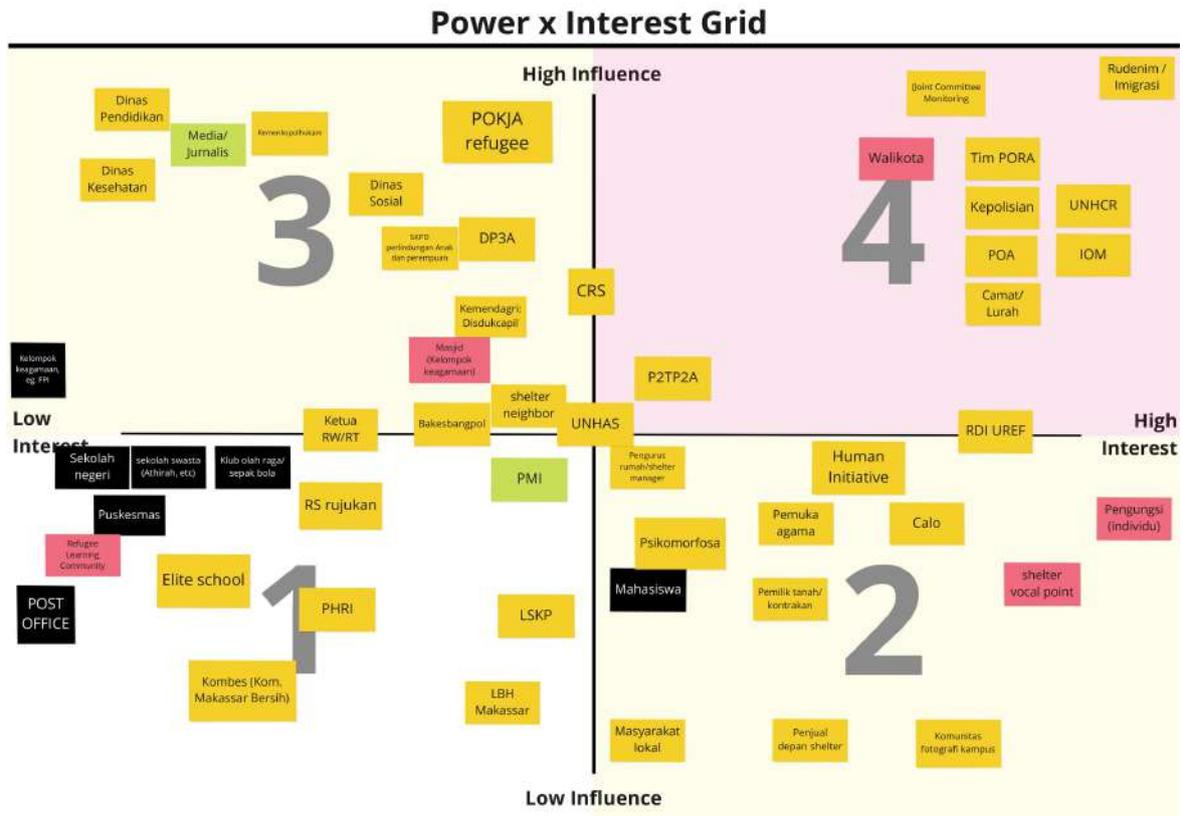


Figure 6. Power-Interest Grid of Stakeholders in Makassar City by Group 2

Missing Roles: **Peran penting tapi masih hilang & dapat diambil oleh siapa?**

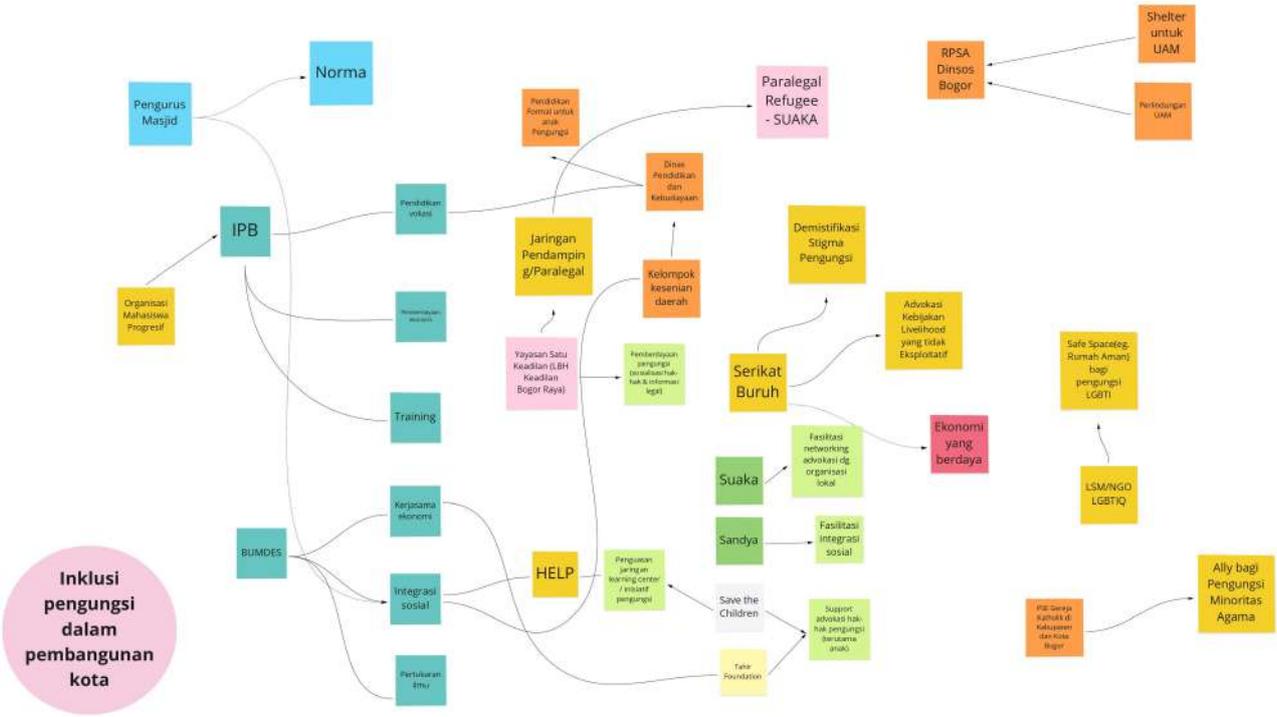


Figure 7. Missing Roles for Refugee Inclusion in Bogor Regency identified by Group 1

Missing Roles: Peran penting tapi masih hilang & dapat diambil oleh siapa?



Figure 8. Missing Roles for Refugee Inclusion in Makassar City Identified by Group 2

3. REFLECTIONS



This section summarizes briefly the key discussion points and our reflection from the workshop sessions. A more detailed analysis from the workshop's results will be elaborated in a separate publication.

3.1. National-level Stakeholders in Refugee Management in Indonesia

Discussion in the first panel session on the national-level stakeholders in Indonesia was mainly about clarifying the roles of certain stakeholders that have been identified by RDI UREF team in the presentation and adding several stakeholders that have not been identified. The participants **suggested to add:**

- **Various ministries**

Such as Ministry of Social Affairs (MoSA) related to social rehabilitations, Ministry of Labour related to work rights for refugees, Ministry of Women Empowerment and Child Protection related to a special protection protocol for children on the handling of Covid-19 for internally displaced children and refugees.

- **Refugee National Task Force**

The Refugee National Task Force who are present in different areas in Indonesia.

- **Various national agencies and offices**

Such as National Law Development Agency; National Commission on Human Rights (Komnas HAM), National Human Rights Institution (NHRI), National Commission on Violence Against Women, the Presidential Staff Office, Indonesian Child Protection Office.

- **ASEAN regional body**

Some participants identified ASEAN regional body with concerns on irregular migration such as AIHCR, while some others identified research centers such as Habibie Center and CSIS Indonesia, local NGOs or other organisations.

- **Local level**

Some inputs given were not relevant for national level, because they exist at the local level. For example, local governments of refugee-hosting cities or the Center of Integrated Service for Women and Children Empowerment (P2TP2A) in specific cities.

Discussion also happened to clarify the roles of specific organizations. For example, the discussion highlighted the role of the legislatures/House of Representatives, with the Head of Commission I on Defense, Foreign, and Information Affairs of the parliament attended the Global Forum on Refugee in Geneva in 2019. At the Forum, the head of Indonesia representative pledges the Indonesian Government commitment to refugee management, but the operationalization of this pledge is not clear until today. A participant also highlighted the role of SUAKA in driving more inclusivity for refugees in terms of receiving legal aid.

3.2. Mapping of Stakeholders at Municipal Level

Similar to the national level stakeholder map, RDI UREF prepared a list of stakeholders in both municipalities based on desk-based review from literatures, online media and interviews. This was intended to make the session more efficient. The participants only had to add stakeholders who were not previously identified by RDI UREF. Pre-identified stakeholders were classified into five categories: Government, Civil Society (NGO, CSO, academics, and other organization), Private Sector, Local Community, and Refugee Community. The classification was slightly different with the one used for the national level stakeholder due to different scale. For instance, “local communities” is specified in more detail within a single category in the municipal scale – which is not relevant to be applied at national scale.

In each group, participants listed more than 50 (fifty) stakeholders, inclusive² of the pre-identified stakeholders. Identifying the connection between stakeholders was predicted to be an intensive task for participants. Hence, in this step, participants were divided again into 2 (two) subgroups, each working on different categories. Unfortunately, even with two groups working in parallel, the limited time did not allow this step to be fully completed and for in-depth discussion to happen during the process.

In the discussion on power vs interest grid, participants had different opinions about the position of certain stakeholders in the grid, which relates to the degree of their power/influence or interest to the refugee inclusion in urban development agenda. Agreement was reached for some stakeholders, but not for some others. In the interest of time, stakeholders with disputed positions in the grid were highlighted with distinct color of sticky notes, to be parked for further offline discussion.

There were some similarities in stakeholders identified in both municipalities, but the striking difference was that more stakeholders from civil society groups are identified in Bogor Regency, likely due to the presence of independent refugees² in the municipality, as opposed to Makassar city that hosts mostly IOM-supported refugees. In the final panel discussion, both groups highlighted discussion from the Power-Interest Grid and the missing roles exercises.

Key discussion points include:

- **Access to education**

There were similar concerns regarding access to education. In Bogor, there are several refugee-managed learning centers that serve as informal education service providers. However, their influence is larger towards refugee communities and local communities rather than towards the inclusion of refugees into urban development agenda. Such refugee learning centers are not found in Makassar. Rather, a limited number of refugee children were given access to local schools. A participant mentioned that the Ministry of Education and Culture had issued a circular letter in 2019 that supports the access of refugees to formal schools in selected regions in Indonesia. How the letter influences the different reality in both municipalities will need to be explored further in our research.

- **Refugee children's rights to legal identity**

The issuance of birth certificate of all children in Indonesia, including refugees, has a supporting legislation, i.e. the Presidential Regulation No. 62/2019 on National Population Administration Acceleration Strategy for the Development of Vital Statistics. The implementation varies across cities based on participants' field experiences. In addition to this, there is also a suggestion about the need to identify required documents for refugees to access certain urban facilities and services, such as to education services, birth certificate, and mobility. Further research will be needed to explore examples of such documents in transit countries like Indonesia and what the operationalization looks like at the municipal level.

² Defined as refugees who are not receiving any financial and other support from IOM. Rather, they rely on personal savings, support from family or friends, or other type of donation while living in Indonesia.

- **Cross-cutting issues**

Stakeholders dealing with cross-cutting issues, such as gender and inclusion of other marginalized groups, were yet to be explored in this workshop. It may be interesting to learn if there is any specific organization in Indonesia that provides services for such topic.

- **Advocacy**

Policy development in Indonesia tends to be formulated with top down approach. Therefore, strong advocacy for refugee management needs to target the central authorities. However, research on precedents at local level and the lessons learned will support evidence-based advocacy towards both municipal and national authorities.

The workshop ended with reflection on potential stakeholders that have yet to be explored. The exercises have broadened participants' perspectives on different degree of influence and interests of stakeholders, which could be useful in formulating strategy to achieve better inclusion of refugees with well-targeted stakeholders. RDI UREF further utilized the workshop results in the design of Role Playing Simulation Workshop conducted in July 2021.



List of pre-read documents

Prior to the workshop, participants received the following pre-read documents:

1. Session guidelines
2. Makassar and Bogor Development Agenda, an excerpt from the RPJMD (Midterm Development Plan)
3. Articles
 - What to do when Stakeholders matter: Stakeholder Identification and Analysis Technique (John M. Bryson, 2004); a reference of various tools and techniques for stakeholder analysis.
 - City welcoming refugees and migrants: Enhancing effective urban governance in an age of migration (UNESCO, 2016); a reading on refugee management from urban development perspective.
 - Urban stakeholder engagement and coordination. Guidance note for humanitarian practitioners (IIED, 2017); an example of urban stakeholder mapping in the context of crisis.
4. Tutorial of Miro, a collaborative tool used during the workshop.



Workshop participants



