

Indonesia

Multi-year Strategy 2023 – 2025



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1.1 Executive Summary

UNHCR Indonesia's multi-year strategy – developed within the framework of UNHCR's Strategic Directions for the Asia-Pacific Region – focuses on inclusive and sustainable protection and assistance. It seeks to advance inclusion in national systems and services, diversify partnerships, strengthen emergency preparedness and response, and expand solutions. In 2025, UNHCR Indonesia will collaborate with the newly elected Government on including refugees in national systems, contribute to relevant domestic legal reforms, leverage the UN Common Pledge, and bolster linkages between opportunities within Indonesia and solutions in third countries.

In the absence of State mechanisms, UNHCR will continue to carry out core protection functions such as continuous registration, refugee status determination, gender-based violence prevention and response, child protection, legal protection and the pursuit of durable solutions. Assistance programmes will remain in place for the most vulnerable, including cash assistance, to address social and economic needs and support for advanced health care. UNHCR will expand its community-based protection programme, supporting both the refugee community and Indonesian civil society to identify and address refugees' needs. In addition, UNHCR will maintain a flexible approach in allocating resources to provide life-saving assistance to Rohingya boat arrivals, which are expected annually but vary in number and duration of stay.

UNHCR will prioritize strengthening its partnerships with Indonesia's key line ministries such as those responsible for education, health and manpower. Through the UN Common Pledge and its collaboration with various UN agencies, UNHCR will seek to integrate refugee issues more deeply into UN programmes and the broader UN Sustainable Development Cooperation Framework. Implementing partners in Indonesia are crucial contributors to the multi-year strategy, and new, strategic operational partnerships will be established across the country, including in Aceh, where more Rohingya boat arrivals are expected, and where robust humanitarian advocacy, preparedness, response and coordination will be critical.

A key focus in 2025 will be on fostering timely and effective two-way communication, outreach, and meaningful engagement between UNHCR and the refugee community. To support this, UNHCR will expand its outreach volunteer programme, enhance remote communication tools such as the Digital Gateway – a self-service platform being piloted in Indonesia that facilitates communication between refugees and UNHCR - and Town Halls, and increase the participation of both refugee and Indonesian

communities in the response. UNHCR will also continue to bolster the current counselling system to better address refugees' needs.

In parallel, UNHCR will strengthen its efforts to support stateless people, collaborating with Indonesian authorities to improve the country's citizenship registry, promote access to nationality confirmation procedures and ensure that refugee children are registered at birth.

1.2 Situation Analysis

As of September 2024, Indonesia hosted approximately 11,735 refugees and asylum-seekers from 52 different countries, with most coming from Afghanistan, Myanmar, and Somalia. These refugees are primarily settled in urban areas, with roughly half residing in and around Jakarta and the rest dispersed across other locations around the archipelago.

Indonesia has shown humanitarian leadership in the region, consistently disembarking boats carrying Rohingya refugees, in line with the Indonesian Presidential Regulation No. 125 of 2016. This regulation ensures refugees' access to asylum and designates UNHCR a key role in managing asylum claims and solutions. Although search and rescue missions have been carried out on multiple occasions for vessels in distress, a rise in arrivals in late 2023 and 2024, combined with a targeted campaign of misinformation, disinformation, and hate speech directed at UNHCR and Rohingya refugees, has complicated the response. Nevertheless, disembarkation has occurred and those in need are currently hosted in Aceh and North Sumatra, although securing adequate accommodation has at times been challenging. Between January 2023 and late October 2024, around 2,800 Rohingya arrived by boat in Aceh and North Sumatra – roughly the same number as had arrived in Indonesia over the previous eight years combined.

Established in 2019, Indonesia's National Refugee Task Force plays a key role in managing refugee affairs. Members include the Ministry of Foreign Affairs and a wide range of security-focused entities. UNHCR and IOM participate by invitation, and several local refugee task forces continue to operate as active counterparts in refugee-hosting provinces.

In 2023, the National Refugee Taskforce initiated inter-ministry discussions to revise the Presidential regulation governing refugee protection. As of September 2024, these revisions remain under consideration. UNHCR has submitted recommendations to clarify and expand the decree's scope to strengthen Indonesia's refugee protection framework in line with both domestic and international law.

While refugees' access to health and education in Indonesia has improved in recent years and several directives have advanced their inclusion in national systems, they lack employment opportunities. Advancing economic empowerment is crucial for building a sustainable protection environment. With limited prospects for voluntary repatriation and no pathway to local integration, resettlement and complementary pathways, particularly labor mobility, remain primary solutions for refugees in the country.

Looking ahead to 2025, UNHCR will partner with three new local foundations to provide cash assistance, health services, education, child protection and protection from gender-based violence, and support for labor mobility. UNHCR will continue to collaborate with non-governmental, civil society and refugee-led organizations, as well as other UN agencies to advocate for and support the rights of the refugee population in Indonesia.

Indonesia's vulnerability to disasters and climate change has fostered a strong national capacity to respond to these challenges. According to the 2023 Global Report on Internal Displacement, around 308,000 internally displaced people in Indonesia have been displaced due to disasters. UNHCR and other UN agencies will continue to work closely with the relevant Government ministries and agencies to support the response and coordination system as needed.

UNHCR expects the refugee population in Indonesia to grow by about 1,000 each year over the next few years. A marked increase in new registrations, particularly among Rohingya refugees arriving by boat, is anticipated in 2025. This will be somewhat offset by resettlement departures and complementary pathways, and onward movements to Malaysia. While overall figures are expected to remain relatively stable, challenges lie ahead.

Indonesia's location along a primary onward and mixed movement route in the Asia-Pacific region positions it as both a destination and transit point for Rohingya refugees. As Rohingya refugees are expected to continue to disembark from boats originating in Bangladesh and Myanmar, the ongoing emergency response in Aceh will need to continue. Some Rohingya refugees who arrive in Indonesia are expected to move onward to Malaysia.

Maintaining access to asylum and preventing non-refoulement will remain a priority in 2025. Resistance to the presence of refugees and asylum-seekers in communities across the country remains an ongoing issue, requiring focused efforts to enhance social cohesion and raise awareness among local authorities and host communities. In addition, national elections in key resettlement countries could lead to policy changes that significantly impact resettlement and complementary pathways in the coming years.

1.3 Vision and Strategic Orientation

UNHCR envisions Indonesia as a leader in humanitarian protection, fostering a robust national protection environment that ensures the protection and inclusion of refugees and asylum-seekers. In this framework, refugees are included in Indonesian society and systems, empowered to live meaningfully and safely while in Indonesia, have access to opportunities to learn and develop their skills, and are recognized as a positive and productive part of Indonesian society.

In 2025, UNHCR Indonesia will advance sustainable refugee protection and focus on strengthening Indonesia's commitment to refugee protection while shifting from the “transit country” narrative prevalent among government, stakeholders and within the refugee population. In tandem, UNHCR will work to strengthen the current legal framework for refugee management and ensure laws and regulations are aligned with protection principles.

Leveraging opportunities created by the Global Refugee Forum (GRF) to strengthen the protection framework in Indonesia, UNHCR Indonesia will build on the commitments made by the Indonesian government at the 2019 GRF to increase access to public education and enable economic empowerment opportunities that support inclusion and solutions. At the 2023 GRF, the UN in Indonesia adopted the UN Common Pledge, committing to advocate for the inclusion of refugees in national policies and programmes, particularly in health, education, socio-economic empowerment and birth registration.

UNHCR will strengthen its core protection work in 2025, focusing on registration, documentation, refugee status determination, legal support and access to justice, while pursuing solutions for the most vulnerable or those who qualify for pathways based on their skills, interests, education, and capabilities.

To empower refugees, UNHCR will also promote a sustainable responses approach and an independent living model that recognizes refugees as the best positioned to contribute positively to their host country and identify and pursue solutions. It will enable refugees to earn a living, gain skills, access education and other opportunities – critical steps in maintaining hope and promoting refugees' mental well-being. In parallel, UNHCR will strengthen community-based approaches, expanding and empowering refugee outreach volunteers to identify, support and respond to the needs of their communities. It will also enhance collaboration with a network of Indonesian stakeholders around the country to advocate for and support refugee communities.

In 2025, UNHCR will broaden its engagement with refugees through initiatives like the Digital Gateway. It will continue to respond to boat arrivals, ensuring consistent advocacy to rescue and disembark those in distress. UNHCR will continue to work

alongside local communities and authorities to ensure resources are available to protect, support and assist refugees.

1.4 Fair Access and Representation

In 2025, UNHCR Indonesia will continue to conduct annual participatory assessments with refugees in Indonesia, adhering to the principles of age, gender and diversity (AGD) mainstreaming. This will promote refugees' participation and inclusion in decision making on issues that affect their lives. It will also create more relevant and responsive UNHCR programmes that are designed around the expressed needs, priorities and capacities of both refugees and host communities.

In parallel, UNHCR will enhance two-way communication mechanisms by using various tools, including the Digital Gateway, community outreach, remote Town Hall meetings, engagements at the UNHCR reception centre, WhatsApp messaging campaigns, and in-person meetings with diverse groups of refugees. Continued engagement with refugee outreach volunteers and refugee-led organizations will also be prioritised.

UNHCR will ensure continuous and meaningful dialogue with refugees to better understand their needs, protection risks, priorities, and their own capacity. This will inform protection strategies and assistance and solutions programmes that consider refugees' diverse perspectives. It will promote gender equality through activities that engage both men and women, including awareness raising and training sessions on GBV, child protection, accountability for men and boys, etc. It will seek to ensure equal representation of women in refugee leadership structures, particularly within the new refugee outreach volunteer programme launched 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.

In tandem, UNHCR's cash assistance programme will help vulnerable people meet their basic needs and care arrangements will be in place for unaccompanied and separated children. Survivors of gender-based violence and children at risk of violence, abuse and exploitation will have access to critical services and support. UNHCR will also identify community-based groups to support and promote access to assistance for vulnerable individuals and other at-risk groups. It will continue to be vigilant to prevent, mitigate risks of, and respond to instances of sexual exploitation and abuse affecting Indonesia's refugee community.

2. Impact Statements

Impact statement

By the end of 2025, all forcibly displaced and stateless people have improved access to territory and reduced risk of refoulement

Impact area: Attaining favourable protection environments

Outcome statements

Outcome 1.1 By the end of 2025, 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 By end of 2025 vulnerable refugee children 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, forcibly displaced and stateless people have adequate information, can identify and report on sexual exploitation and abuse through strengthened protection mechanisms

Outcome area: Gender-based violence

Outcome 1.5 By end of 2025, the risks of gender-based violence are reduced, ensuring that all survivors have adequate and timely access to quality services and gender-based violence prevention programming effectively addresses the root causes

Outcome area: Gender-based violence

Impact statement

By the end of 2025, refugees, asylum-seekers and stateless people 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 types of assistance.

Outcome area: Well-being and basic needs

Outcome 2.2. By end of 2025, refugees, asylum-seekers and stateless people 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, forcibly displaced and stateless people access WASH facilities that meet the SPHERE minimum standard.

Outcome area: Clean water, sanitation and hygiene

Outcome 2.4. 2025, forcibly displaced and stateless people benefit from improved coordination, partnerships and management

Outcome area: Systems and processes

Impact statement

By the end of 2025, forcibly displaced and stateless people have access to education, livelihood opportunities, with equal participation of both males and females in their own protection

Impact area: Empowering communities and achieving gender equality

Outcome statements

Outcome 3.1 By end of 2025, forcibly displaced and stateless people can access a range of livelihood and self-reliance activities that strengthen social protection and positive coping mechanisms

Outcome area: Self-reliance, economic inclusion and livelihoods

Outcome 3.2 By end of 2025, refugees, asylum-seekers and stateless people can access various formal and informal education opportunities at different levels in all locations where they reside

Outcome area: Education

Outcome 3.3 By end of 2025, forcibly displaced and stateless people can share their concerns and receive feedback while refugee women are better able to participate in issues that affects them

Outcome area: Community engagement and women's empowerment

Impact statement

By the end of 2025, refugees can access available solutions in a fair and transparent manner and activities are carried out through a comprehensive approach

Impact area: Securing solutions

Outcome statements

Outcome 4.1. By end of 2025, refugees and asylum-seekers willing to return to their country of origin can access a facilitated voluntary return programme

Outcome area: Voluntary repatriation and sustainable reintegration

Outcome 4.2. By end of 2025, vulnerable refugees in protracted situations have access to expanded resettlement and complementary pathways

Outcome area: Resettlement and complementary pathways

3. Indonesia 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Indonesia	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Indonesia	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	100%	Not applicable
Indonesia	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Indonesia	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	8%	Not applicable
Indonesia	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	6%	Not applicable
Indonesia	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	112	Not applicable
Indonesia	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	1,507	Not applicable
Indonesia	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	345	Not applicable
Indonesia	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	95%	100%
Indonesia	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered	Refugees and Asylum-seekers	4%	40%

			with a civil authority			
Indonesia	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	100%	100%
Indonesia	Outcome	OA3: Policy/Law	3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol	None	To be confirmed	Not yet aligned: ≤69
Indonesia	Outcome	OA3: Policy/Law	3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness	None	To be confirmed	Broadly aligned: ≥90
Indonesia	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	75%	100%
Indonesia	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	88%	100%
Indonesia	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	73%	100%
Indonesia	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	75%	100%
Indonesia	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	To be confirmed	Extensive: ≥70
Indonesia	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	97%	95%
Indonesia	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	35%	50%
Indonesia	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	66%	63%
Indonesia	Outcome	OA10:	10.2. Proportion of births	Refugees	100%	100%

a		Health	attended by skilled health personnel	and Asylum-seekers		
Indonesia	Outcome	OA11: Education	11.1 Proportion of young people enrolled in tertiary and higher education	Refugees and Asylum-seekers	2%	2%
Indonesia	Outcome	OA11: Education	11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	6%	11%
Indonesia	Outcome	OA12: WASH	12.1 Proportion of people using at least basic drinking water services	Refugees and Asylum-seekers	100%	100%
Indonesia	Outcome	OA12: WASH	12.2 Proportion of people with access to a safe household toilet	Refugees and Asylum-seekers	100%	100%
Indonesia	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider	Refugees and Asylum-seekers	26%	25%
Indonesia	Outcome	OA13: Livelihood	13.3 Proportion of people (working age) who are unemployed	Refugees and Asylum-seekers	98%	100%
Indonesia	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	1,564	To be confirmed