

## **The Importance of Humanistic Dimension in Managing Rohingya Refugees in the Indonesian Western Province of Aceh**

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### **ABSTRACT**

One of the reasons Rohingya refugees were saved from the sea in the Province of Aceh is based on humanity; nevertheless, the stakeholder management on the ground tends to dismiss the importance of the humanistic dimension. It includes challenges of the state in providing assistance, the limitation for resettlement, job opportunity prohibition, limited development of skills, and partnership challenges in the field. This paper addresses the practical implementation of managing refugees at the local level towards the six domains of the humanistic dimension through the Spider Web configuration. It allowed relevant stakeholders in the province to analyze their challenges, address their limitations and measure their practical action in locally managing Rohingya refugees. The result showed that the most important humanistic domain in managing refugees was a partnership with stakeholders followed by the resettlement process. At the same time, the region considered labor opportunity, not an important humanistic dimension. The paper further discussed the possibility of a partnership with non-state actors, particularly private sectors, to provide skills and training development and job opportunities for the future Rohingya self of reliance.

*Keywords:* Humanity, partnership, refugee management, Rohingya

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### **INTRODUCTION**

The increasing number of refugees has become a protracted issue globally, while the current management of refugees seems stagnant in providing protection and humanity for refugees. The International

Organization for Migration (IOM) has recorded that the dangerous travel by migrants, including refugees, particularly by boats, has resulted in their missing along the journey or possibly their death. More than 7.000 migrants were found missing or dead in the sea in 2016, where the Mediterranean sea was recorded for the highest number reaching up to 5.143 migrants, while in the South East Asia region, 181 were found dead (IOM, 2018).

Meanwhile, the number of refugees increased to nearly 20 million in 2018 under the United Nations High Commissioner for Refugees (UNHCR) mandate, with Syrian refugees occupying the highest number (6,3 billion) and Myanmar refugees of Rohingya have placed the fourth biggest population of 1,2 billion (UNHCR, 2019b). In managing the refugee matters, states have been authorized to carry out protection and provide humanistic assistance as stated in the Refugee Convention 1951 and Its Protocol in 1967. Nonetheless, many destination countries, which are the party of the Convention, tend to have less attention to the importance of humanity to the future life of refugees by not allowing them to enter the countries. Instead, most focus more on the security issue and border tightening, which become barriers for refugees to enter (Frelick et al., 2016). One of the main reasons behind those policies is sovereignty, in which the influx of refugees will harm their local population's culture, economy, and social benefit (Young et al., 2018). Furthermore, the arrival of new refugees might create political instability,

which could endanger culture and economic activity and create a terrorism issue in their countries (Jones et al., 2017).

For states, not part of the Convention of Refugees, including Indonesia, the management of refugees is carried out by the UNHCR. As a result, the office has a key role in refugees' repatriation, local integration, and resettlement (Susetyo et al., 2016). While repatriation and local integration is unlikely to become a potential outcome, resettlement has become the most promising solution.

As a transit point with an uncertain schedule for resettlement, the management of refugees in Indonesia tends to dismiss the importance of humanity, resulting in social and economic problems. The lack of regulation as not a signatory state to the Convention has resulted in Indonesia's difficulty in assisting the future livelihood of refugees. Although the Presidential Decree on Asylum Seekers and Refugees was signed in 2016, the implementation tends to neglect the importance of the humanistic domains of refugees, particularly at the local level. Each stakeholder locally tends to work based on its job and function with no or limited experience dealing with the refugees' issues. Since refugees are a complex problem, collaboration and partnership among stakeholders are crucial. Furthermore, the job prohibition for refugees implies that the Rohingya refugees stay in the shelter without having any appropriate skills and knowledge. It is because Indonesia is not required to provide job assistance for refugees, and access to

employment remains impossible under the Presidential Regulation, although refugees have gained status from the UNHCR (Adiputera & Prabandari, 2018).

The lack of humanistic domains could also create an entry point for people smuggling and human trafficking agents. It was compounded by the fact that people smuggling often happened in South East Asia, where asylum seekers mainly travel through sea routes (IOM, 2016). The most recent incident in the human trafficking issue happened in Rohingya management in the Province of Aceh, where some refugees were caught in Medan, the neighboring province, in 2020. They were on their journey to leave the country after fleeing from the shelter in Lhokseumawe. The police had named five suspects involved in this human trafficking where two of them were local Acehese fishermen, a woman who lived in Medan to pick up Rohingya in Aceh to be brought to Medan, and another two Rohingyas who were acted as brokers or intermediaries to intentionally take Rohingya refugees to Malaysia (The Jakarta Post, 2020).

It is a fact that Aceh has become one of the specific transit points for Rohingya refugees to move from the sea. As shown in figure 1 below, the province of Aceh in Indonesia was considered the transit for disembarkment from the sea alongside Malaysia (UNHCR, 2021). The Rohingya refugees came from Cox Bazar in Bangladesh and Rakhine State in Myanmar to cross the Andaman Sea and Bay of Bengal to seek other safe countries for their future.

Geographically, the North and East of the region in the province of Aceh are categorized as coastal areas. Their locations are strategically located in the Malacca strait as the main entry point for refugees. Some regions occupying these coastal areas include the District of North Aceh, Bireun, East Aceh, and the Municipal City of Lhokseumawe (BPBD Aceh, 2012). In 2009, there were 443 refugees stranded on offshores in some districts in the province, followed by 130 refugees in 2013. In addition, 1.300 refugees were also recorded as the largest arrivals of refugees in the region in 2016, which later created world attention to the Province (Susetyo et al., 2016). In 2020, nearly 400 Rohingya refugees arrived by boats and were later saved by local fishermen in the province for humanitarian reasons after being floated in the ocean (Farhanditya, 2020). This group of refugees has added to the population of refugees and asylum seekers in Indonesia to 13.454 persons.

Social innovation has been a prominent terminology in social sciences and humanities subjects, particularly concerning collaborative action to solve social and economic problems. It covers new ideas to meet social needs, which later create new social collaboration and relationships (Mulgan, 2012). Moreover, practitioners implied that the innovative social solution is not a new concept but an expansion of ideas found within the literature as an offering solution. It could be in the form of a system, rules, services, models, or new organizational forms (Nicholls et al., 2015).

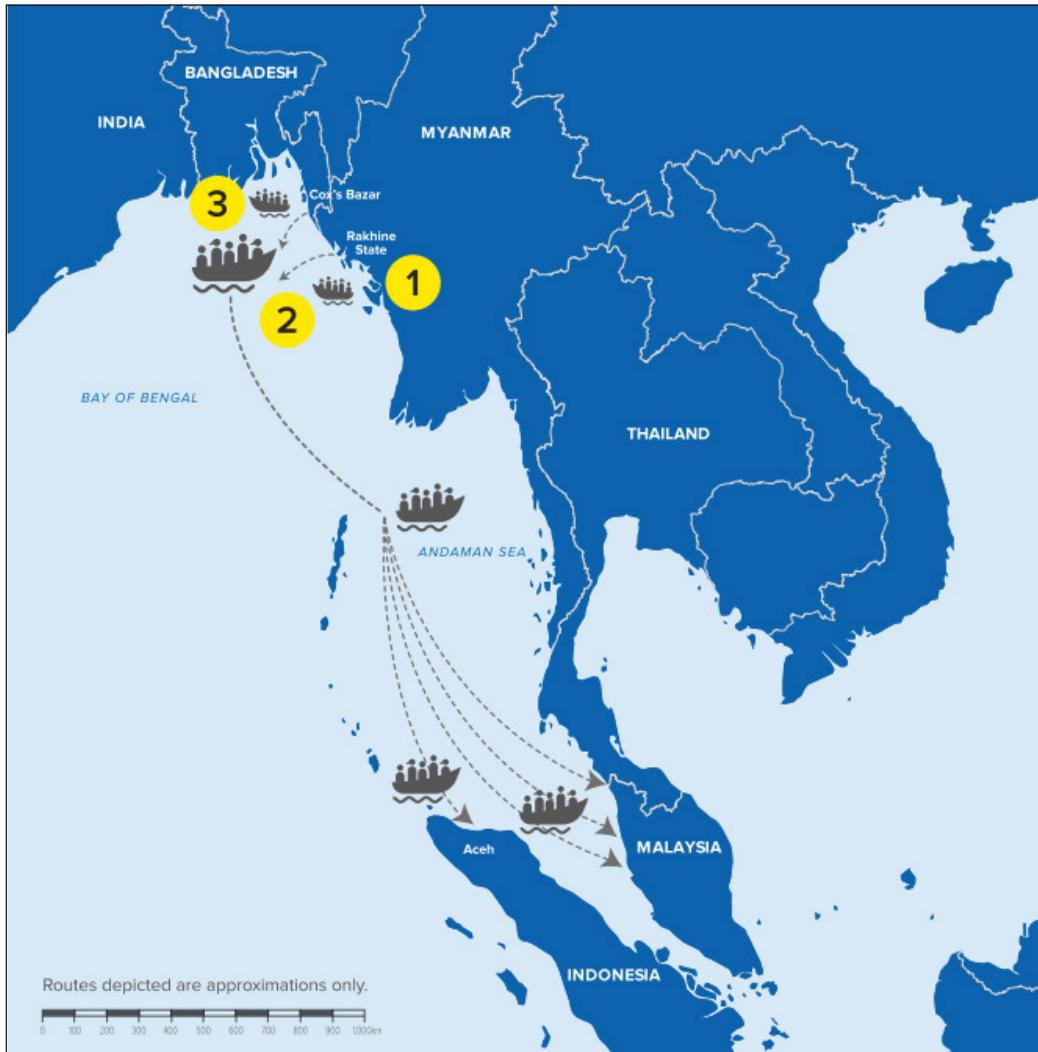


Figure 1. Rohingya refugee movement in the Map's region (UNHCR, 2021)

Meanwhile, humanity is perceived as one of the social innovation elements addressed to developing skills and expertise of the community (Kleverbeck et al., 2019).

There is a large number in the literature on the conceptualization of social innovation and humanity (Hubert, 2010; Kleverbeck et al., 2019; Oeij et al., 2019), yet there is less attention to the practical application of the approach that has been successfully

implemented in different geographical and cultural contexts. While Hubert (2010) addressed that social innovation has become the importance of research in socio-economics and humanity where the purpose is to develop a new approach to improve human well-being, Kleverbeck et al. (2019) explained the indicators of social innovation in developing the human capital of skills and expertise through social integration in the

community. Oeij et al. (2019) also implied the connection between human skills and social innovation where the shortage of human resources and skills would hinder the sustainability of the social innovation process.

While the current humanity approach to managing Rohingya refugees is mainly focused on protection and accommodation for their daily activity, this research is intended to seek the expansion of the humanistic approach as its novelty which includes resettlement, skills and expertise, partnership, regulation, self-reliance and job opportunity in managing refugees and which ones are important in dealing with the refugee issue at the local level. The list of each humanistic dimension issue is provided in detail in Table 1.

This paper is intended to look at the importance of the humanistic dimension through socially innovative actions towards locally managed refugees in the Indonesian Western Province of Aceh. It includes the six domains of humanistic dimensions assessed. The main argument in this paper is intended to range the importance of the humanistic dimension from the most important to unimportant domains of the humanistic dimension. In particular, the research is addressed to understand which aspects of the six domains are the main importance of the humanistic dimension and which ones are the most unimportant domains. Therefore, the research question this paper intends to achieve is “What is the importance of the humanistic dimension in refugee management of Rohingya in the Aceh

Province of Indonesia?” The rest of this paper was started with the introduction of refugee management in Indonesia, followed by the methods used and a literature review of the importance of humanistic domains in managing refugees at the local level. Afterward, the result and discussion were deliberated further prior to summarizing and limitation of the research in the conclusion.

## **METHODS**

The project of managing refugees addressed the participatory approach from stakeholders worked out with refugee issues at the local level. This research employed the web spider configuration to visualize the findings using six strategic domains categorized from a literature analysis. The web spider was helped by the application in the Wondershare Edrawmax to display the result of the research. Prior to deciding which domains are related to the current issue, each domain was discussed and consulted with stakeholders to ensure that the topics were relevant to the Indonesian and local Acehese context. Stakeholders include those working in the Local Desk for Asylum Seekers and Refugees in Lhokseumawe, Immigration officers, a UNHCR and IOM staff, and representatives from NGOs managing Rohingya refugees in Aceh’s Province. The literature and interpretation of each humanistic domain are shown in Table 1.

Fifteen key stakeholders were involved in managing refugees participating in the project. Those stakeholders were chosen due to their direct involvement with Rohingya

Table 1  
*Literature and interpretation of humanistic domains in the refugee management*

Domain	Interpretation of topic in the literature	Project Interpretation in the field
Partnership	The refugee issue is not a single country problem, and thus, it is a necessity to have international cooperation to address the drivers of the movement of refugees as well as their impacts on home, transit, and host countries (Solomon & Sheldon, 2019); Partnership for refugee management could be in the form of private-sector collaboration (Menz, 2009);	The partnership is conducted through collaboration with relevant stakeholders, including individuals or businesses, NGOs dan UNHCR. The partnership and collaboration are conducted through routine meetings and discussions, although, in practice, states have greater responsibility to ensure the collaborative action was implemented.
Resettlement	Resettlement is part of the refugee management through local integration (Garnier et al., 2018); Resettlement is considered a durable solution for admission of refugees to third countries to access protection and sustainable solution (UNHCR, 2019b)	The government has integrated with local people through temporary accommodation and providing education and health services to refugees. Other NGOs also deliver short training and language skills to refugees.
Skills and Expertise	It has also been stated that skills and expertise programs through capacity building and market intervention have been important aspects of managing sustainable migration; businesses can contribute to the solution of migrants, including refugees, by providing training and skills for their future (Horowitz, 2016)	The project focuses on developing the skills and expertise of refugees to have their future self-reliance with knowledge and education. Those skills might be transferred into the opportunities for entrance into local labor jobs or the global market in the resettlement process in destination countries.
Labor opportunity	there is a necessity to shift the future view of refugee management to provide investment in skills and training and to allow them to enter the future labor market (Kluge et al., 2018).	Labor opportunities are not formally recognized currently due to the country not being a part of the Refugee Convention. However, training and skill development programs may allow refugees to expand their expertise in searching for future job opportunities, although it is very limited.
Implementing Rules	Indonesia's approach to dealing with Rohingya refugees is through Law No. 5 in 1998, which prohibits deportation and returning the refugees if there is a danger for them in their origin country (Alunaza & Juani, 2017). There is also the issuance of Presidential Decree No. 125 in 2016 on Handling Foreign Refugees, where provinces and districts are required to get involved in managing Rohingya refugees (Missbach et al., 2018).	Those rules are viewed as insufficient, particularly from the perspectives of Municipality and Desk for Refugee Management officers. It does not provide further guidance on implementing the particular Presidential Decree. However, other stakeholders view the Presidential Decree as a framework to allow the management of refugees at the local level to be more effective and efficient.
Self-Reliance	Self-reliance has been stated as the first objective in the Global Compact for Refugees, to help refugees develop their skills and knowledge for their betterment in the future (UN General Assembly, 2018)	Self-reliance is perceived as a final destination after refugees gain skills and knowledge that equip them to enter the global or local labor market. However, jobs in the local community are strictly limited. However, their strengths will be in destination countries through the resettlement process.

refugees in the Lhokseumawe of Aceh. They were as follows: four from the Local Desk for Refugee Management in the city, one from Local UNHCR Staff in Aceh, two from Local IOM offices in the city, two from the Immigration office in Lhokseumawe, and six from NGOs.

The approach was conducted through surveys and questionnaires, followed by an in-depth interview and Focus Group Discussion (FGD) to formulate a strategic objective. The six strategic humanistic domains were used to measure the importance of refugee management toward social innovation at the local level. The questionnaire consists of six questions asked to participants regarding the importance level of refugee management, ranging from the most important, important, and not important factors of humanistic dimensions. Participants were requested to choose a statement that most explained the current situation of refugee management at the local level. The facilitator decided to use the range number from 1 to 3 to overlook the quantification of the result. Later, the visual representation of the findings was shown in the spider web configuration to ease understanding of the results.

The interview was organized either formally or informally in the office or other public spaces where both interviewer and interviewees agree and feel comfortable. Before the process, an appointment was first conducted to get a precise time to have an interview with specific stakeholders. These include the Regional Secretary of Lhokseumawe and the Head of Desk for

Asylum Seekers and Refugee Management in Lhokseumawe, the Representative staff from the office Immigration in Lhokseumaw, Staff from the UNHCR and IOM based in Lhokseumawe and Staff from NGO of Yayasan Geutanyoe Foundation in Lhokseumawe.

The FGD process was conducted at the Municipality office in Lhokseumawe to facilitate all stakeholders meeting each other in one place. The FGD is used to discuss and confirm questionnaire findings and interviews. These include the importance of assessing six humanistic domains to gain a similar understanding of the FGD participants. Notes and summaries of the FGD were kept confidential, and it was guaranteed that data gained during interviews and FGD would be used for research only. The participants include the Municipality head officers, the Head of the Desk for Refugee Management and its team, international officers working in the province, and members from different NGOs involved in managing Rohingya refugees in Lhokseumawe.

## RESULTS

The following paragraphs show a brief explanation of the follow-up questionnaires and interview sessions conducted in Lhokseumawe to gain an insight into the importance of refugee management at the local level. The approach enables the government and other stakeholders to identify domains that need immediate actions to improve refugee management from the perspective of the humanistic dimension.

The analysis used three categories: the most important, the important, and the unimportant of humanistic domains. The process benefits from visualization of the spider web configuration that allows the participants to look closely at the importance of refugee management at the local level. Each category is explained below.

### 1. The “Most Important” Humanistic Domain in Refugee Management

From Figure 2, it was clearly stated that all humanistic domains in managing refugees were assumed to be very important. However, the range is different except for labor opportunity, where all participants agreed not to choose refugee job opportunities as the most important factor in the humanistic dimension. The partnership was considered the highest score of importance in the

refugee management in the province. Ten participants believed the partnership would be essential in providing protection and future livelihood for Rohingya refugees in the region. Therefore, the partnership has been the main theme of the Presidential Decree in managing asylum seekers and refugees in the region, where each stakeholder undertook their activities and tasks collaboratively with other involved stakeholders.

Meanwhile, none of the participants believed that employment was important, considering their purpose was not to stay in Indonesia but to look for a chance to travel to other destination countries, particularly Malaysia. After the partnership, resettlement, skill and expertise, and regulation implementation occupied the second most important aspect of humanistic

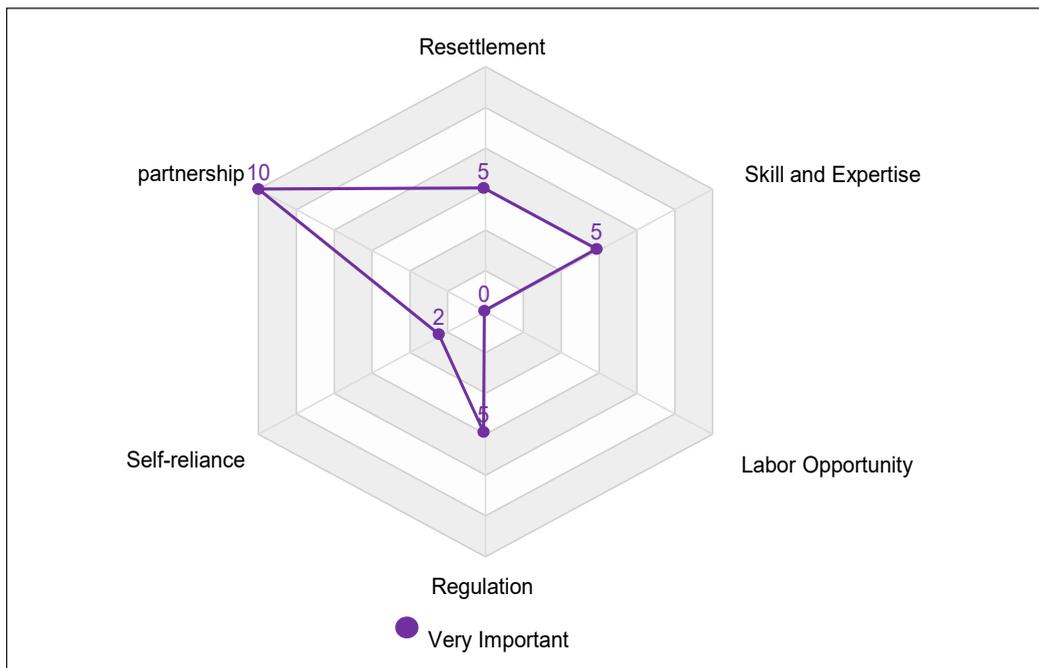


Figure 2. Spider Web Diagram of the most important humanistic domains

domains. Five participants chose the above three issues and shared a similar range in the web spider diagram. Finally, self-reliance was viewed as not the most important aspect of humanistic dimensions, although the range was above the labor opportunity. Only two participants believed that self-reliance would be the most important factor in developing the awareness and capacity building for the future livelihood of Rohingya refugees.

## 2. The “Important” Humanistic Domain in Refugee Management

Resettlement was viewed as important in managing Rohingya refugees in the province, as shown in Figure 3. Of the project’s fifteen participants, ten selected resettlement as an important domain in

the humanistic dimension. Meanwhile, refugees’ self-reliance, skills, and expertise were viewed as the second important domain in humanistic dimensions after the resettlement. They shared similar numbers in the range of web spider diagrams. Both had nine participants selecting the domains slightly different from the range of resettlement.

Implementing regulation and partnership at the local level showed less importance in humanistic dimensions, where both domains shared the number of seven and five participants, respectively. Nonetheless, labor opportunity was also assumed as less important given that only two participants believed that refugees are not importantly significant to have a job and work placement in the region.

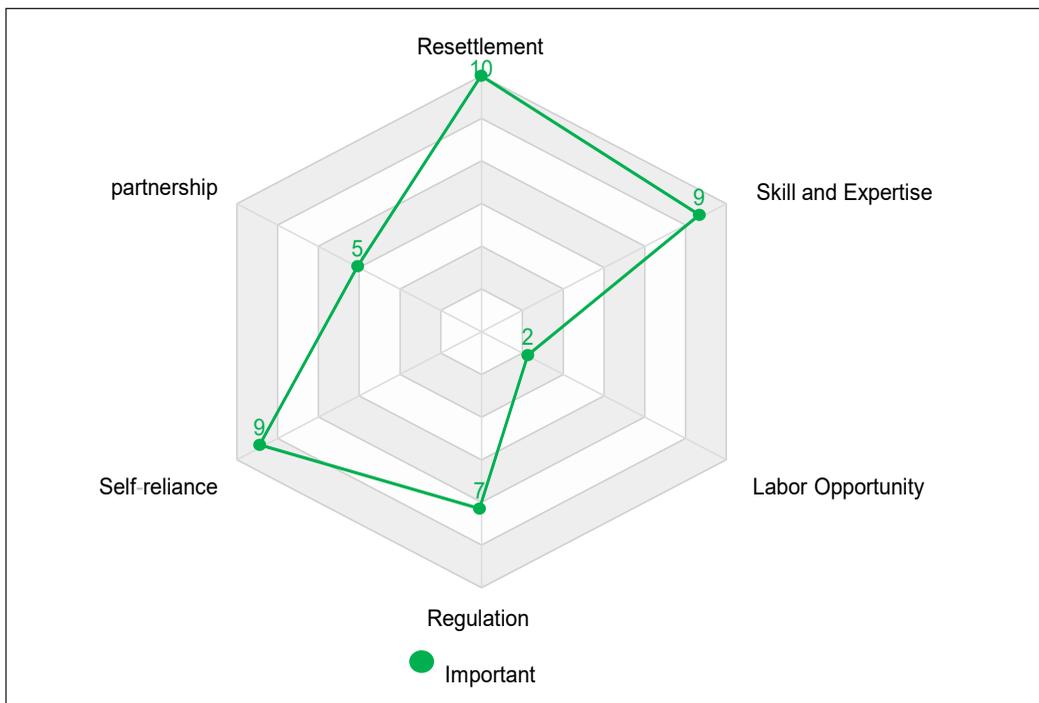


Figure 3. Spider Web Diagram of “the important” humanistic domain

### 3. The “Not Important” Humanistic Domain in Refugee Management

Labour opportunity had been considered as the “not important” humanistic domain in managing refugees in the province, as pictured in Figure 4. It was coherent with the findings of the most important humanistic domains, where no participants considered the domain the most unimportant aspect. Thirteen participants believed that labor opportunity was not currently necessary in the region. Nevertheless, skills and expertise in the province were considered unimportant in humanistic dimensions where only one participant chose the domain. However, it might be beneficial in third countries with a high development of economic activities. Like skills and expertise, self-reliance and regulation were considered unimportant in the humanistic domain, where only four

and three participants selected the domain, respectively. Interestingly, no participants chose partnership and resettlement as unimportant factors in humanistic domains. This finding was correlated with the main findings of partnership and resettlement as the most important aspect of managing refugees.

### DISCUSSIONS

Using a spider web tool promotes a robust discussion on the issue of managing refugees at a local level through innovative social action. The terminology of social innovation has become a global agenda since the Vienna Declaration in 2011. The Declaration acted as a starting point for the research in the social sciences and humanities field to open up a new dynamic and approach in contemporary and future societies (Vienna

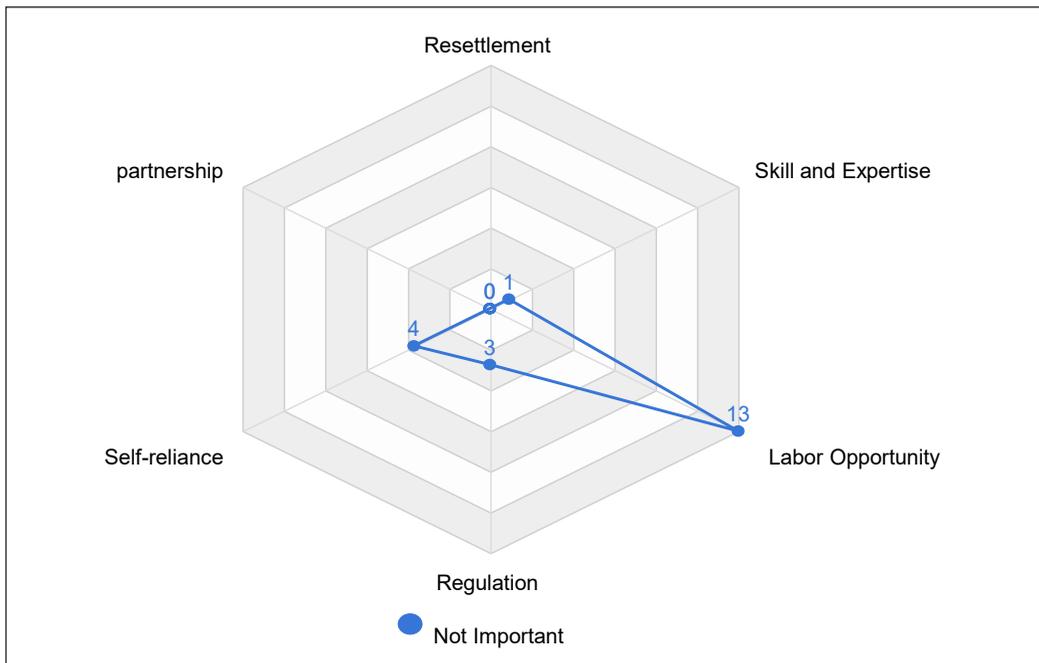


Figure 4. Spider Web Diagram of the not important humanistic domain

Declaration, 2011). Social innovation also relates to the humanitarian issue. Hubert, for instance, expressed that social innovation affects social interaction in human well-being. It focuses on empowering people and driving changes to seek new alternatives to pressing social demands and problems (Hubert, 2010). In this research, the idea of social innovation is focused on the humanistic dimension to be applied to the refugee management issue at the local level.

Although Indonesia is not a part of the Refugee Convention and Its Protocol and without specific laws on refugee problems, Indonesia has applied the human approach in dealing with refugee issues as the main reason for saving refugees, particularly from offshore boats. In this regard, the country was perceived as tolerant of accepting the arrival of refugees and asylum seekers to the region (Ali et al., 2016). Previously, the country has also been regarded as a welcoming state to refugees after receiving and managing the refugees from Vietnam in the Galang Island, Batam, in avoidance of Indo China war in 1975 (Tan, 2016). Known as boat people, those refugees were placed in temporary accommodation established by the UNHCR while waiting for status determination and resettled to third countries. Indonesia also provided health and educational services on the island, which later received international attention and support for the country's development (Panjaitan, 2017). However, the camp was finally closed in 1990 after all refugees successfully resettled to third countries, and some returned to Vietnam after the Indo crisis had ended.

The spider diagram findings also show that partnership regulation has become somewhat important in managing Rohingya refugees in Aceh. Nevertheless, the issue had become problematic in practice since there was no further explanation of the Presidential Decree except for a list of each stakeholder's task involved in the process. For example, the decree required the region to provide temporary accommodation for refugees in coordination with the Immigration office. However, there was no further explanation on how the government contributed to the future livelihood of Rohingya refugees apart from providing a temporary shelter, although this was part of the IOM and UNHCR tasks and purposes.

This condition was explained further by the Head of the Desk for Asylum Seekers and Refugees in Lhokseumawe during the interview. He stated that there was a lack of coordination among stakeholders in managing refugees in Lhokseumawe. It was because the Presidential Decree did not explain other specific tasks and activities to which the local government should contribute. As a result, each stakeholder assumed their tasks and function individually in managing refugees in the region.

Meanwhile, the temporary shelter provided for Rohingya refugees was not meant for refugees to stay for a long period. All refugees arriving in Aceh would be recorded and transferred to Medan under the coordination between the government and the IOM. It was basically due to the instruction from the Indonesian Government in 2015 that all refugees in Aceh need to be

accommodated by the UNHCR in the form of resettlement or repatriation within one year (Missbach, 2018). Therefore, many refugees have been brought to Medan in the province of North Sumatera as the neighboring province of Aceh. In Medan, IOM and UNHCR have representative offices, making monitoring the activities of refugees easier. Afterward, all refugees arriving in the Aceh province were placed temporarily in the Aceh's shelter while waiting for the UNHCR to determine their status. They will finally be relocated to Medan with the assistance of IOM.

In addition, although the partnership term refers to the collaboration between and among relevant stakeholders, there was a discussion on the involvement of the non-state actors. These include Non-Governmental Organizations (NGOs) and Private sectors. While NGOs were required to organize skills and expertise development programs, businesses and private sectors could become agents involved in providing funding and professional expertise for refugees. Through these links, the government could grant permission to private sectors to allocate their social responsibility funds to help accelerate programs and achieve goals and objectives in refugee management. One goal was to provide skills and updated knowledge for refugees to help them become self-reliant in the future.

Furthermore, resettlement in the web spider configuration has been viewed as an important domain of humanity. For not a party to the Convention and Protocols

of Refugees, it is the role of the UNHCR to undertake the management of refugees in Indonesia, including determining the status of refugees (Jesuit Refugee Service Indonesia, 2013). The UNHCR in Indonesia conducts three procedures. First, they are returning refugees to their origin countries, integrating with the local community, and resettling refugees to third countries (Susetyo et al., 2016). However, repatriation of refugees to their origin countries seems difficult to be implemented due to unsafe and existing persecution, which could endanger their future life. Meanwhile, local integration is not an option due to states not being a party to the Convention and Protocols of Refugees. Therefore, the most promising action by the UNHCR is then to resettle those refugees in third countries (Missbach et al., 2018).

Nevertheless, resettlement has been difficult due to the limitation of quota and the increasing number of the refugee population. As shown in Figure 5 below, there were 1.4 million refugees who are ready for resettlement and have been identified and documented as refugees (UNHCR, 2019a). The quota for transferring refugees to developed states decreased by 50% in 2017, while the refugee population increased by 17% in 2016. Therefore, the successful resettlement process each year is less than 100.000 from nearly 20 million refugees representing 0.1% globally (UNHCR, 2019b). While waiting for the resettlement process, refugees must stay in transiting countries until they are finally resettled, which could take a long

time. In Indonesia, the number of refugees compared to resettlement programs showed a small portion. Of 13.745 refugees and asylum seekers in the country, only 663 were successfully transferred to Australia, Canada, and the United States (4.8%) in 2019 and 391 in 2020, representing 42% of the total population (UNHCR, 2020).

### The History of Refugee Management in Indonesia

The experience of Indonesia in dealing with refugees started more than forty years ago when a large number of Vietnamese refugees arrived on Galang Island in Batam due to the Indochina crisis in 1976 (Tan, 2016).

Known as boat people, those refugees were placed in temporary accommodation on the Island, established by the UNHCR and the Government of Indonesia, while waiting for determining status and resettled to third countries. Indonesia was perceived as tolerant in managing those refugees, including providing education and health support which later received international attention through the development of the state (Panjaitan, 2017). However, the camp was finally closed in 1990 after all refugees successfully resettled to third countries or returned to their origin countries.

As a non-signatory party of the Refugee Convention, Indonesia could not

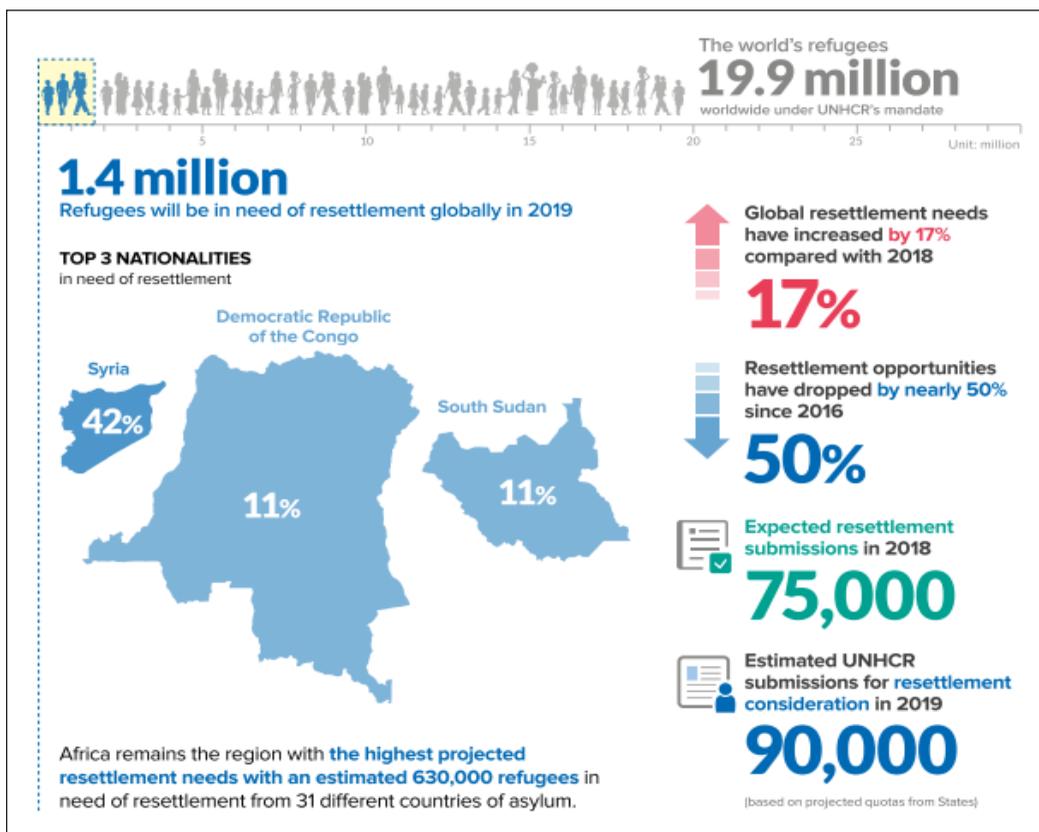


Figure 5. Global refugee resettlement (UNHCR, 2019b)

determine the status of refugees. However, the country applies for a non-deportation and refoulement status in the principle of humanity. Furthermore, as stated in Law 5 in 1998 in Foreign Relations, the country prohibits deportation and returning the refugees if there is a danger for them to return to their origin country (Alunaza & Juani, 2017). To further implement the law, the President signed Presidential Decree Number 125 in 2016 on Managing Refugees and Asylum Seekers from Overseas. In this decree, regions are required to work together with the central government, in particular, to provide basic living and temporary accommodation for refugees in cooperation with the UNHCR (Missbach et al., 2018).

Implementing the Presidential Regulation is also perceived as ambiguous, particularly for stakeholders involved in managing refugees. The regulation focuses on shared responsibilities while specific tasks and functions are not fully explained. Some local and national organizations carried out programs in the shelter of refugees. Nonetheless, there is no further guidance in the regulation on how to implement programs among those organizations and government activities collaboratively. The municipality of Lhokseumawe took front roles in managing refugees by requiring all involved organizations and stakeholders to manage a regular meeting to overview the implementation of refugee management in the field. Despite limited guidance on the rules, the coordination among stakeholders was carried out routinely, and problems, if persisted, were collaboratively undertaken.

Moreover, there is also an economic issue in the region in terms of labor opportunities for refugees. While refugees are guaranteed their basic daily living, skills development is difficult to be gained to support their future livelihood. In dealing with this issue, the country is expected to work collaboratively with relevant stakeholders, particularly the UN Refugee Agency, to maximize support for refugees and the region's local community. There is also a possibility to get involved in the private sector by providing skill enhancement and market intervention policy to prepare refugees for future self-reliance. However, the implementation of providing employment opportunities was not an easy task, considering the complicated relationship between working agencies and employers. If Rohingya refugees were intended to be able to access the work, they need to be facilitated by the government of the UNHCR to ensure they were paid accordingly. Furthermore, the language barriers were also a challenge for employers and employees, which could be an object of exploitation for refugees. The web diagram supported this fact as all participants agreed that job opportunity is considered the most unimportant aspect in the humanistic dimension.

### **Refugee Management Towards Future Collaboration with the Non-State Actors**

As stated previously, the management of refugees is conducted by states, particularly those that were parties to the Refugee Convention and Its Protocols. On the

other hand, the UNHCR assisted the countries that were not the party to both conventions, including Indonesia. Relying on the partnership as the most important humanistic domain found in the research, it is worth noting the collaboration between states, UNHCR, and other non-state actors, including NGOs and private sectors and businesses, through a partnership issue. One reason for this initiative is that the refugee issue is not a single country problem and is complex, touching economic, social, and political conditions. Therefore, it is necessary to have international collaboration to address the drivers of the movement of refugees and their impacts on home, transit, and host countries (Solomon & Sheldon, 2019).

The involvement of NGOs in Rohingya refugee management in Aceh had been inevitably carried out by 2015 when a large group of Rohingya arrived in the province after being saved by local fishermen. Some NGOs were actively involved in the refugee issue at the shelter and had been working closely with the UNHCR. These include, for example, the Jesuit Refugee Services and Yayasan Kemanusiaan Madani Indonesia, as well as Dompok Dhuafa to assist the government at the local level in protecting Rohingya refugees (UNHCR, 2020). The current NGOs involved in Rohingya refugees in the Province include Yayasan Geutanyoe Foundation, the Indonesian Red Cross, and Muhammadiyah, which focuses on emergency responses to Rohingya refugees in Aceh (MMC, 2021).

Regarding private sector involvement in humanity issue of refugee management, it is necessary to provide skill empowerment for refugees and capacity building to equip them to enter the labor market in the future. Market intervention and capacity building are perceived as part of sustainable migration where intervention is carried out in origin and destination countries (Italian Centre for International Development, 2017). Indeed, the new arrivals of refugees in developed countries will likely be accepted generally if jobs and work opportunities are available, and refugees could participate in the labor market (Young et al., 2018). The Refugee Convention in 1951 stated that other than states, businesses and private sectors were able and allowed to participate in dealing with the refugee issues. Different forms of action have shown partnership with private sectors, including policy, implementation, and research activities in different regions globally. In the EU, for example, the government has asked private sectors to become actively involved through the partnership to formulate migration policies (Menz, 2009). In the Asia Pacific region, the involvement of business leaders is also viewed as an advantage through the partnership in the Bali Process Declaration. Similarly, the Australian example in collaborating with public and private is also important to be taken into consideration, such as allowing migrants to flow to business, providing returned incentives if the economy is slow, strong union monitoring to avoid cheap labor, and other sympathy activities for migrants (Warshall, 2002).

Nevertheless, labor opportunity in the region's humanistic domains of Rohingya management was viewed as "not important." Regarding this, it is necessary to search for labor opportunities for refugees outside the country of transit or preparation for resettlement in third countries. Concerning the issue of refugees entering the labor market, it is also a necessity to enable collaboration with the International Labor Organization (ILO) to have a formal work possibility for refugees. UNHCR, in collaboration with the ILO, has provided a 5-year global education strategy (2019–2023) to reduce the gap in education for refugees and make the involvement of multi-stakeholders to develop refugee self-reliance in which attention will be given primarily to non-formal and skill training to support host countries (UNHCR, 2019a).

Previously, ILO and UNHCR collaboration on market and value chain has been implemented in many countries such as Costa Rica, Egypt, Mexico, Pakistan, South Africa, and Zambia to enhance refugee protection and households in building a better future. Those collaborations will also enhance positive economic development in the host countries and the community through the push and pull factors. The former will have the initiative to focus more on the target group of refugees for skill development, while the latter is related to expanding the market and increasing employability for refugees (ILO, 2017). These guidelines of collaboration between ILO and UNHCR experience could be a case learned by Multinational companies

as a framework to provide capacity building scheme as an alternative solution to the refugee issue.

To some extent, allowing refugees to have a formal job opportunities could boost the development of the state in general. It is because refugees are employable, meaning that when refugees are provided access to the labor market, they will integrate quickly and become an investment for a state (Kluge et al., 2018). The UNHCR has implemented the partnership between public and private by being a broker to bridge the necessity of protection for refugees to deliver training for the self-reliance of refugees. Becoming a broker organization brings different sectors together, providing expertise, knowledge, and network to find a durable solution for refugee matters (Mehan, 2016).

The skills and expertise program to enable refugees to enter the labor market could also be implemented by relocating Corporate Social Responsibility (CSR) from the business sectors. It has been experienced in Germany, for instance, where some companies have begun contributing to refugee management by integrating refugees into labor markets in the new forms of CSR, including occupational preparation courses. These initiatives involved more than 25 multinational companies in Germany (Emerllahu, 2017).

Germany also received more than one million refugees in 2015 as the biggest country in the EU to receive refugees, and almost three hundred thousand of them were successfully integrated into the local labor market in the country in

2016 (Gericke et al., 2018). In addition, the State also uses technology to increase the capacity of refugees in Germany, such as the introduction of an application to help refugees integrate by offering a basic German language course and training, as well as information on how to find jobs, asylum procedures and social custom (IOM, 2018). In Indonesia, although there was no collaboration with the private sectors, there was informal education provided by the UNHCR in collaboration with the government and NGOs to deliver training and learning of the national language (Bahasa Indonesia). It would lead refugees to be able to interact and communicate with local people. Although most students are children, the program is open to adult refugees. In delivering this service, the UNHCR provides a translator to help refugees understand the programs.

Regarding the involvement of NGOs, it would also be an advantage if companies could work together with NGOs to deliver training, education, and skill development for refugees. While companies have CSR programs of capacity building for refugees, NGOs closer to the community could implement the program through training and skill development programs for refugees (Singh, 2017). In addition, the allocation of CSR for capacity building of refugees would be an opportunity for TNCs to gain a competitive advantage, which in the end could increase trust from other businesses, governments, policymakers, and investors (Saltaji, 2017). Furthermore, CSR in international cooperation could

assist the host government by pursuing business sectors to hire refugees to become their workers while the government could provide tax allowances for these companies (Saltaji, 2017).

Alongside the humanity issue through collaboration and partnership with private sectors, the social innovation agenda should also be in line with the Global Compact of Refugees declared in 2018. A refugee compact is an agreement between the origin government and donors in the form of funding, loans, and concessions to provide job opportunities in refugee-hosting states (Overseas Development Institute, 2018). The Global Compact, in particular, has stated the importance of partnership in dealing with the refugee issue, which is a vital tool for responsibility sharing in host and transit countries regarding humanitarian principles. The partnership in the compact includes the following: new institutional arrangements for the creation of business and financial instruments; and support for refugees, host, and transiting countries in employment and labor mobility enabling greater opportunities for private sector investment (UN General Assembly, 2018)

As the web spider showed that partnership became the most important humanistic domain, collaboration among stakeholders might lead to achieving the second objective of the Global Compact for Refugees, which is the self-reliance of refugees. Self-reliance is “the ability of people, households or communities to meet their basic needs and to enjoy social and economic rights in a sustainable and

dignified way” (UNHCR, 2019c). It will enhance the ability of refugees to be self-reliant and provide humanity and future livelihood opportunities.

## CONCLUSION

The use of a spider web configuration was intended to present the visual drawings of the importance of refugee management for the humanistic dimension in the most western Province of Indonesia. Among six humanistic domains, the partnership has become the most important domain the government and other stakeholders should rely on in providing policies and actions to refugee management in the region. Furthermore, resettlement has become the second important domain in managing refugees to prepare refugees to be transferred to third countries. In addition, labor opportunity for Rohingya refugees was considered unimportant in humanistic domains.

Using the web spider approach from stakeholders involved in managing refugees at the local level helps establish the benefits of collaboration in achieving goals for the betterment of refugees and society at the local level. Although there are challenges and barriers to managing refugees in the province, the refugee issue was originally not a single stakeholder problem. Indeed, partnerships with all relevant stakeholders are urgently needed to promote sustainability in future refugee management, particularly at the local level. The partnership issue is also obvious in the current local management of refugees in Aceh, where the State was

present to help protect Rohingya refugees alongside other relevant stakeholders.

However, this paper has some limitations in which the management of Rohingya refugees was viewed from the roles of states at the local level in the humanistic dimension while dismissing the role of political decisions and intervention in the state management of refugees. Political intervention is important in providing regulations and policies related to refugee management in practice, which this article has not discussed. Also, this research was not intended to discuss deeply the issue of people smuggling and human trafficking, which is currently being debated after the frequent arrivals of Rohingya refugees in the province.

In addition, Indonesia and the UNHCR need to work closely with private sectors and NGOs to manage refugees sustainably in the form of humanity through educational training and skill development, which later provide an opportunity for global market intervention. Therefore, looking for other practitioner experiences using similar approaches, particularly at the local level, collaborating between the state, the UNHCR, and private sectors to manage future refugees is interesting.

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