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Policy Network Implementation in Refugee Sheltering Places in Bintan

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| **Article Info** |  |
| **Keyword:**Policy Network;Refugee Policy;Community House: | **Abstract:** Study This aim For research about networking policy in handling refugees in Indonesia who have arranged in regulation president number 125 of 2016 concerning handling refugees abroad. Handling includes; discovery, shelter, security and supervision immigration. For That study This focused just handling in place shelter precisely in the Regency Bintan. Goal: study This aim For know and describe role actor in handling refugees in place shelter Already walk Good or No as well as analyze factors What that's the only thing that hinders it in handling that. Method: the method used in study This is qualitative description, and technique data collection was found from observation, interviews and documentation. Results: livelihood show that each actor knows very well duties and functions in handling in place shelter refugees in Bintan. Interaction between actors too Good in do coordination after exists formation unit task in letter decision regent Bintan in 2019. But there is a number of findings problem yet resolved in accordance with applicable legislation. Conclusion: based on in study this., handling actors in Bhadra's *Community House* already Good with formation unit task in a convenient area actor coordinate. But actors too feel lack clear explanation in regulation president number 125 of 2016 concerning handling refugees overseas who haven't answer problem in the field. |
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**INTRODUCTION**

The problem of refugees at the border is an interesting issue to study, of course because Indonesia has several island-based regions. Riau Islands Province is an area that has an area of 8,201.72 km2 with a sea area composition of 96% and land area of 4%, of course a larger sea area has the potential to face greater border challenges (Kepulauan Riau, 2023). History records The story of the past in Indonesia, starting from 1975-1996, Vietnamese refugees arrived in archipelagic waters, precisely on Laut Island, Riau Islands. At that time, President Soeharto's government created a task force for handling refugees in Indonesia which was placed on Galang Island, Batam. The existence of refugees in Indonesia has led to an international organization, namely *the United Nations High Commissioner for Refugees* (UNHCR), operating in Indonesia since 1979. This organization was formed by the United Nations Security Council to assist countries in dealing with refugee problems. UNHCR has offices spread across Indonesia including Jakarta, Medan, Pekanbaru, Tanjungpinang and Makassar (UNHCR, 2023). Refugees who come to transit countries will register themselves to obtain refugee status through the *Refugee Status Determination (RSD)* process provided by *the United Nations High Commissioner for Refugees* (UNHCR). The 1951 convention defines refugees as people who leave their country of origin who fear for reasons of persecution, race, religion, nationality, armed groups and political parties and do not want protection from their country.

The Riau Islands as a province that accepts asylum has 3 (three) refugee shelters including Kolekta Batam (223 people), And Batam (177 people), and Hotel Bhadra Bintan (371 people). This placement of refugees has been in effect since the change in the function of the Immigration Detention Center in the Immigration General's Circular Letter Number IMI-UM.01.01-2827 in handling refugees in Indonesia. Indonesia is not a party to the 1951 convention and the 1967 protocol, but Indonesia carries out its responsibilities as a country that provides protection. The laws and regulations regarding handling refugees are regulated in Presidential Regulation Number 125 of 2016 concerning Handling Overseas Refugees. The regulation states that Article 5 paragraph 1 regulates the responsibilities of various agencies to coordinate with ministers in the political, legal and security fields. It is emphasized in chapter I regarding the discovery of refugees that the relevant agencies include the TNI, POLRI, Bakamla, Basarnas, Immigration, and other international organizations.

In the context of administrative science, it is important to understand the actor's role in dealing with a problem to understand the actor's decision making in solving a problem (Grindle, 1980). Policies are born from needs and problems that must be faced. When an actor's role and responsibilities are clearly defined, an ideal model will be achieved in solving a problem. In a policy there are directions and prohibitions that guarantee the implementation of a directed process as expected (Desrinelti et al., 2021). In dealing with refugee issues in Indonesia, the handling referred to in Presidential Regulation Number 125 of 2016 in article 4 includes: a). Invention; b). Shelter; c) Security; and d) Immigration Control.

Based on the explanation above, researchers focus on problems in handling actors in refugee shelters in Bintan Regency. The explanation of actors in handling refugee shelters is listed in chapter III in Presidential Regulation Number 125 of 2016 as follows:

**Table 1. Duties of Actors in Shelters**

|  |  |  |
| --- | --- | --- |
| No | Actor | Duties and responsibilities |
| 1 | Immigration Detention Center | Immigration detention centers as immigration supervisors who carry out duties in shelters and outside shelters, destination countries, voluntary repatriation and deportation |
| 2 | Local government | The regional government determines temporary shelters by utilizing regional assets and establishing the rules and regulations listed in articles 25 and 26. |
| 3 | United Nations High Commissioner for Refugees | Granting refugee status and facilitating |
| 4 | International Organization for Migration | International organizations in the immigration sector facilitate shelter and basic needs for refugees as referred to in chapter III article 26 paragraph 3. |
| 5 | POLRI | As stated in article 31, POLRI is tasked with providing security for refugees. |

Based on the table above, regarding handling in refugee shelters, there are several actors involved in this handling. The author is interested in exploring more deeply the role of each of these actors in a paper in the form of a thesis with the title policy networks in the implementation of handling in refugee shelters in Bintan. The formulation of this research problem is how is the network between actors in handling refugee shelters in Bintan?

Literature reviews are considered important to understand the research knowledge base in a field of science (Almasri et al., 2021). Although there are several methods suggested, this research uses a bibliometric analysis approach from journal articles and books related to refugee policy. Bibliometric tools such as Vosviewer are used to find out connections and identify regions/countries, authors, articles and keywords (Li & Xu, 2022). Researchers took data with the help of the Scopus database, which was carried out on June 12 2023 to identify publications that refer to (Refugee Policy), whose advantages are superior to other databases.

These bibliometric analysis studies are conducted to build and advance a field in a new way (Donthu et al., 2021). Therefore, researchers limited the journals referring to 2020-2023 and found 4,628 journals or articles. Meanwhile, the minimum threshold is 5 citations, to achieve significant citations. After classifying the most relevant journals, there were 126.



Figure 1. Journals based on keywords 2020-2023

Source: Vosviewer, 2023

Based on mapped data through Vosviewer that Still Not yet someone is discussing it policy refugees related with handling actor, then study This can become renewal in study knowledge related administration with policy refugees on the islands excited to get it give contribution study related policy refugees. Although Still Not yet someone is discussing it about policy refugee for 3 (three) years last, however matter This can become opportunity for other researchers for develop trend study next. Study this also works made source inspiration for researcher other related fields with bibliometrics. Based on conclusion above, then study This refers to renewal and becoming attention in field administration public. Because of research about policy refugees Still Not yet someone is discussing it.

**RESEARCH METHOD**

The research method chosen by the researcher is qualitative, which produces narratives and descriptions of the phenomena being studied. The researcher used this method as a tool to organize problem fragments in this research. The research was conducted at several agencies, such as the National Unity and Political Agency of the Riau Islands Province, the Central Immigration Detention Center, the *United Nations High Commissioner for Refugees* and *the International Organization for Migration* in Tanjungpinang as well as the refugee shelter in Bintan. Meanwhile, the research will be carried out in July and August. The focus of this research is to analyze and understand the dynamics between government actors and non-government actors in handling refugees in shelters in Bintan. Researcher gather primary sources obtained from agency informant governments and organizations government, then source secondary obtained from news, documents, regulations president, and letters decision unit task areas in the Regency Bintan.

**RESULTS AND DISCUSSION**

Discussion This will explain about results study about networking policy in implementation handling in place shelter refugees in Bintan . As for the results existing research obtained from interviews, observations as well as studies bibliography, that is as following :

1. **Actor**

Development 20th century, a lot insight that does renewal to importance actor. In formulation policy, actor determine size network that will built. Characteristics actor will influence representation Because originate from different *background*. In handling in place shelter refugees in the District Bintan consists from actor government and non- government. Actor government involved namely the Unitary Body Nation and Politic, Detention Central Immigration, and Police Sector Gunung Kijang. As for actors from non-governmental parties involved that is *United High Commissioner for Refugees* (UNHCR) and *International Organization for Migration* (IOM). Whole actor on listed based on Regulation President Number 125 of 2016 Concerning Handling Refugee Abroad.

Characteristics networking in handling in place shelter refugees in Bintan shaped *Bureaucratic Network*, relationships This dominated by rules and instructions government, where government role as agent (Behnke, 2019).

1. **Function**

Part of dimensions networking furthermore is function. According to (Van Waarden, 1992) function will make bridge perspective actors and networks. Function actor will explain what to do actor in handling in place refugees in the District Bintan as following :

1. Regional Government

Government area responsible For determine place shelter determined by the Regent / Mayor as stated in Article 24 in Regulation President 125 of 2016 Concerning Handling Refugee Abroad. Responsibility government area through the Unitary Body Nation and Politics as *Leading Actor* in handling in place shelter refugees own role utilise goods owned by area and coordinate with actor others.

*Bhadra Resort* chosen become place shelter in 2018, due to location This Enough Far from density population. This is what makes it bhadra chosen as place shelter refugees in Bintan with amount The refugees consisted of 353 people from Afghanistan 273 people; Sudan 48 people; Somalia 26 people; Pakistan 6 people and refugees independent totaling 15 people. Mentioned in regulation president that establishment of rules in place shelter by appointed officials. Order This is the one who coordinates the refugees follow regulation area local.

Rules adopted from Detention Central Immigration to Now become rules in order situation refugees in place shelter in Bintan No give rise to problem with society. The informant also gave information that Still there is the differences in regulations in Indonesia that make the actors difficult straighten up rule in the field.

**Formation task force**

In 2019 the district Bintan emit letter formation unit task handling refugees in Bintan. Previously the actors were mentioned in regulation president number 125 of 2016 concerning handling refugees overseas experience difficulty coordinate related handling refugees in the area. Formation task force This considered good by all informant in study this , that regency Bintan is good task force in accordance presidential decree and become *pilot project* For task forces area others.

1. Detention Immigration

Understanding from Detention Immigration according to Regulation President Number 125 of 2016 Concerning Handling Refugee Overseas do supervision immigration to refugees. Authority supervision immigration covers found it refugees, shelter ,departure to a third country ,repatriation voluntary and deportation . Refugee will do must report to House detention immigration For get stamp on card identity special refugees. House Detention Central Immigration does supervision to *Community House* whose working area is CH Bhadra, CH Kolekta Batam and Non- Detention Accommodation Sekupang Batam every One month once . In activity the done stamping on card identity special refugees and other related matters handling refugees.

1. Police

The role of the police in handling refugees abroad as security for refugees from abroad who violates the rules or regulation legislation in the Unitary State Republic of Indonesia and processed with applicable provisions. The police should too creates a sense of security for environment around in place shelter

1. *United Nations High Commissioner For Refugees* (UNHCR)

Organization established by the Security Council United Nations This have authority give determination of refugee status. Besides it's also an organization This give protection to refugees and provide solution long term. There is three solution provided from UNHCR namely: 1). Departed to third countries; 2). Return voluntary /Return to country of origin; 3) settled to place shelter.

1. *International Organization Migration* (IOM)

Organization International present For concentrate on the field appropriate migration with right basic human. IOM also became intermediary For facilitate fulfillment right base refugees as stated in Chapter 26 Paragraph 5 Inside Regulation President Number 125 of 2016 includes:

1. Provision of clean water;
2. Fulfillment need eating, drinking and clothing;
3. Health and hygiene services; And
4. Facilities;

In handling refugees in place pardon, IOM became very important actor to refugees. Of course, because IOM facilitates it life refugees.

1. **Structure**

Dimension section furthermore There is structure that becomes part the most important thing is to be able to explain situation from networking policy. In dimensions This researcher explain shared structure two namely formal and informal. Structure in handling in place refugees in the district Bintan explained with table under this:

**2. Table Dimensions Structure**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **No** | **Actor** | **Type membership** | **Condition connection** | **Type coordination** |
| 1 | Unitary Body Nation And Politics Regency Bintan | Must | cooperative | Consultative |
| 2 | House Detention Central Immigration | Must | cooperative | Consultative |
| 3 | Police | Must | cooperative | Consultative |
| 4 | United nations high commissioner for refugees | Must | cooperative | Consultative |
| 5 | International organization migration | Must | cooperative | Consultative |

Source: Processed Researcher Data , 2023

The informal structure in question researcher in study This such as , formation group layers of refugees. This proven moment researcher want to interview Afghan refugees, visible they all reject For interviewed. Researcher try analyze what to be the reason is that the programs provided by IOM are not sought after by refugees. This informal structure become reason that function actor in networking hampered Because exists attitude given to actor executor.

1. **Institutional**

Institutional This is mutual things relate with dimensions structure in networking (Van Waarden,1992). Effort institutional in handling refugees abroad is done based on Regulation President Number 125 of 2016 Concerning Handling Refugee Abroad in Chapter III Accommodation. Although unit task This No become obligation in the Regulation President, however through the Circular Letter of the Minister of Home Affairs Number 300/2307/SJ and Number 300/2308/SJ About Formation Unit Task Handling Refugees Abroad (KOMNASHAM RI, 2022)

Formed unit assignments in Bintan also require time For study and adjustment, until Finally Handling refugees in the District Bintan arranged through a Regent's Decree Bintan Number 542/XII/2019 Concerning Formation Unit Task Handling Refugee Abroad in the Regency Area Bintan. Formation task force in the Regency Bintan become *Pilot Project* For motivating areas that have not own unit task. Although become good start For area Bintan , but the rules circulating in Indonesia are still Not yet have standard operational the same procedures (SOP). As a result from differences in regulations the make jealousy and differences corner look from refugees.

1. **Rules of Conduct**

Dimension section This interpreted as rules that act in handling in place shelter refugees in the district Bintan . Implementation handling in place shelter refugees in Bintan, become answer from A problem refugees in Indonesia. With exists involvement of each actor so will give different interests. Difference This based Because exists background behind different institutions and organizations. Because there is an exchange process information, is A method For reach the same goal. Exchange information usually nature formal and informal meetings.

On exchange information between frequent actor done walk with good. However still there is findings problem in the field that makes the actors must look for solution soon. Although so conflict the No give influence big to response actor.

1. **Power**

*Power relations* see strength connection power found exchange resources. fulfillment need actor, as well structure spear come back (Van Waarden, 1992) On relationships power of each actor know the task, will but Still there is lack in Regulation President Number 125 of 2016 Concerning Handling Refugee Overseas place shelter. About problems in Bintan, division in operate task actor Still Not yet get accurate answer For findings problem like use vehicle motorized. That thing because No There is governing rules about abuse perpetrated by refugees.

1. **Actor Strategy**

Dimensions in study This can influence actor with method negotiate, coordinate, and perform meeting coordination. Actor strategy in implementation handling in place shelter refugees in Bintan has held in a way optimal by the actors involved, so For can make meeting or meeting coordination become effective solution For solution problem in the field.

**CONCLUSIONS AND RECOMMENDATIONS**

Networking policy in implementation handling refugees in place shelter in Bintan, actor involved have a very big role that already set in the Regulation President Number 125 of 2016 Concerning Handling Refugee Abroad and confirmed return through Circular Letters of the Minister of Home Affairs Number 300/2307/SJ and 300/2308/SJ concerning Formation Unit Task Handling Refugee Abroad.

Actors involved in implementation handling This dominated by the government regions and organizations international management migration that is *International Organization for Migration* (IOM). Therefore that's networking policy have characteristics *bureaucratic network* which is guidance and instructions in implementation This owned by the government. On implementation in handling refugees in place shelter in Bintan, each actor know his task. However tasks and functions described in the Regulation President Number 125 of 2016 Concerning Handling Refugee Overseas still not optimal for actors uphold regulation in the area. Lack of harmony between unit task national and regional influences action actor in answer problem in the field. concluded a number of thing that can be used as the next related suggestion with the same topic. As for practical advice is 1). Need enhancement supervision in enforce on- site rules and regulations shelter refugees; 2). Implementation from Regulation President Number 125 of 2016 Concerning Handling Refugee Abroad is necessary done improvement for all actor can operate tasks, such as programs during refugees is at in place shelter; 3). Built network beween government area with actor other in unit task handling refugees in Bintan still required commitment all actor in increase treatment at *the Community House* and carry out coordination with unit task national so you can issue regulatory SOPs in place the same shelter in Indonesia.

Meanwhile, academic advice is 1). There is weakness from results analysis bibliometrics researchers discussing about policy refugees Still Not yet There is related networking policy in the field knowledge administration; 2). By academic importance discuss policy refugees abroad in Indonesia is expected can do change in regulation president number 125 of 2016 which is still Lots Not yet answer findings problem in the area ; 3). Push studies next For more deepen and lead to renewal regulation president number 125 of 2016 and provides responsive solutions such as lack of explanation related budget in handling refugees regional, unification perception of order refugees in Indonesia, enforcement Then cross to refugees, encouraging empowerment programs existing refugees \_ in place shelter.

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