



Evaluation Summaries

Evaluation: *Combating Forced Labour and Trafficking of Indonesian Migrant Workers 2006 - 2008*

Quick Facts

Countries: Indonesia (Hong Kong, Singapore, Malaysia)

Mid-Term Evaluation: December 2007

Mode of Evaluation: Independent

Technical Area: Migrant Labour

Evaluation Management: ILO Indonesia

Evaluation Team: Donna Leigh Holden

Project Start: September 2006

Project End: August 2008

Project Code: INS/06/M10/NOR

Donor: Norway USD 1.4 million

Key Words: Labour Migration, Migrant Worker, Domestic Worker, Forced Labour, Human Trafficking,

Background & Context

Summary of the project purpose, logic and structure

Indonesia is the second largest exporter of labour internationally. Labour migration represents a significant proportion of Indonesia's national income, with remittances constituting in excess of USD 2.9 billion annually¹ from an estimated 4 million documented Indonesian migrant workers². The poor regulatory environment and vulnerabilities such as poverty, lack of choice and poor education have resulted in citizens being unable to make informed choices regarding labour migration, nor to advocate for their rights and

¹ Ministry of Manpower and Transmigration statistics quoted in Jakarta Post 26.1.2006

² Further estimates of undocumented migrant workers are estimated to be 2 - 4 times higher than this - Project Proposal 2006.

protection. While the protection of migrant workers has been identified as a priority within successive Indonesian national development plans, progress towards the protection of migrant workers has proven insufficient to protect them from exploitation and abuse.

It is within this context that ILO and the Government of Indonesia began working together to improve the protection of migrant workers. The Combating Forced Labour and Trafficking of Indonesian Migrant Workers Project is a key step in this partnership. The Project aims to:

“Improve protection for Indonesian migrant workers both in Indonesia and within destination countries including Malaysia, Singapore and Hong Kong, and seeks to contribute to the development of a more effective migrant workers placement system which oversees the protection of migrant workers from pre-departure, throughout placement and upon return to Indonesia.”

by:

- ◆ Reducing migrant domestic workers' vulnerability to trafficking and forced labour practices by raising public awareness, and undertaking targeted advocacy and technical cooperation to promote policy and legislative protection measures for migrant domestic workers;
- ◆ Providing protection, outreach, livelihoods and reintegration services to migrant domestic workers who are vulnerable to or victims of trafficking and forced labour practices;
- ◆ Building capacity in government officials and other key stakeholders to increase their effectiveness in combating forced labour practices and trafficking in migrant domestic workers.

These aims are addressed through the implementation of five Strategic Components:

- ◆ Policy and Legislative Protection:
- ◆ Awareness Raising and Advocacy:
- ◆ Outreach, Protection, Livelihood Activities and Reintegration Services:
- ◆ Capacity Building of Key Stakeholders:
- ◆ Research, Data Collection and Dissemination Systems.

Present situation of project

The Project is into its 12th month of implementation. Despite some delays in the finalisation of bilateral partnership agreements and a funding shortfall, these have not had adverse impacts, and implementation is in line with the work plan and resource allocation.

At the time of project inception, the Government of Indonesia made significant structural change to the management and regulatory environment for labour migration with the establishment of a National Migration Board. While this has resulted in a lack of clarity regarding the roles and responsibilities of key government agencies, which are as yet unresolved and have some impact upon project delivery, this has also provided opportunities for ILO to have greater impact in the development of new laws and migration management reform.

The project is now entering its second year of implementation and will close in its current form in August 2008. However, given the extent of current government reform and the massive scope of change required, there is a clear need for ongoing technical and programming support in this field and the project is now undertaking consultations and analyses regarding future priorities and opportunities for engagement.

Purpose, scope and objectives of the evaluation

The purpose of the evaluation was to:

“Draw lessons learned from the implementation of the Project with a view to assess whether the Project goals and objectives are still relevant, and if so, take the findings of the evaluation into account in the development of a new proposal to the need for protection of migrant domestic workers in the project countries.”

In doing so the evaluation aimed to:

- ◆ review project achievements to date;
- ◆ review the extent to which the project is on target

- ◆ review the project’s efficiency, effectiveness and relevance in meeting the needs of its direct target group;
- ◆ assess if the project is likely to reach a state of maturity at the end of the current project phase so that activities may be sustained without further external financial and technical support;
- ◆ draw conclusions and make recommendations for the remainder of the project and future programming priorities.

Methodology of evaluation

The key activities of the evaluation included:

- ◆ a review of project and policy documents, publications and research reports;
- ◆ a 10 day field mission including:
 - meetings and interviews with ILO staff, government, donor and NGO counterparts;
 - site visits and interviews with government and NGO counterparts, migrant workers and communities;
- ◆ telephone interviews with counterparts in other parts of Indonesia, the regions and the regional donor representative;
- ◆ presentation and discussion of Midterm Evaluation findings with ILO officers;
- ◆ stakeholder consultation on the Midterm Evaluation Report.

Initial briefings were held with key ILO staff to confirm expectations and priorities for the evaluation. Interviews were, at the most part, conducted in the Counterparts location of work and undertaken by the Consultant in Indonesia language. Interviews were semi-structured so as to enable a free flow of discussion and for counterparts to have opportunities to raise and expand on issues of specific concern and/or interest.

Main Findings & Conclusions

The evaluation confirms that the Project design and implementational priorities are strongly aligned with the current context and support required by the Government of Indonesia in relation to strengthening the regulatory environment for labour migration, as well as the management of its national labour migration programme. Indeed, the Project’s is highly timely and it’s responsiveness to ongoing contextual change, is to be commended in light of the extent of change underway.

Despite early delays in Project inception and a funding shortfall, the Project has effectively delivered upon all key activities and is well progressed towards achieving its operational targets and goals. Relevant and accountable management mechanisms are in place and ILO has successfully recruited a competent team, with relevant technical skill and credibility and a strong rights orientation. This is supported by strong relationships between the Project team and stakeholders as well as the development of strategic partnerships and alliances with key agencies.

Project efforts and approaches are contributing to efforts to strengthen policy and governing arrangements. Technical support provided is of a high quality and approaches towards delivery are deemed by all stakeholders as being highly relevant to current needs and context, and contribute significantly to the strengthening of capacities for improved labour migration management and service delivery.

Delivery approaches focus upon sustainability and effectiveness and the project has had good success in supporting government Ministries to mobilise internal resources and embedding strategies and activities within their usual scope of responsibility and activity. One example of this is the Department of Foreign Affairs actions in integrating migrant worker and protection training (developed with ILO) within their standard training for foreign civil servants.

The project has also responded to requests from civil society agencies to pilot alternative livelihood programmes for migrant worker communities in order to expand choice and mitigate against poverty motivated and forced migrancy and labour. All agencies and migrant workers interviewed raised such efforts as being extremely relevant to their constituents needs and highlighted this as an area of emerging significant impact. This further highlights the potential for ILO to use its knowledge and experience to influence broader poverty alleviation programmes and advocate for these to identify migrant workers amongst their target groups.

The short-term nature of the Project and funding timeline is insufficient. The reform of Indonesia's migrant labour programme is a substantial task and the need for ongoing and sustained technical and programming support beyond the life of the current Project phase is clearly evident. Future programme planning and discussions with donors need to take a long-term view of this issue and negotiations

regarding duration and programming and resources required need to take this into account.

A number of emerging key priorities for future programming have been identified throughout the evaluation and these include a shifting focus upon strengthening service delivery to migrant workers at the local level in line with changes to the national regulatory environment, as well as the inclusion of recruitment agencies and local service providers within capacity building activities. A further strategic priority for any ensuing stage of the Project will be to consider how it may maximise its impact by sharing lessons and lessons-to-be-learned from the piloting of existing project initiatives and considering how the Project may extend its scope of influence to include a broader range of actors working with migrant labourers. Likewise, the Project, or any future Project could also actively seek to capture relevant knowledge from other sources and make these more available locally, nationally and internationally.

In summary, the Combating Forced Labour and Trafficking of Indonesian Migrant Workers Project has made a sound contribution to supporting efforts at labour migration reform currently being undertaken by the Government of Indonesia. It has encouraged joint planning and action between government and non-government agencies and strengthened the capacities of both to deliver more effective and protective services to Indonesian migrant workers. It has undertaken research and facilitated consultations which had supported evidence-based policy development and has supported the implementation of a range of pilot initiatives to address identified and emerging migrant worker needs. While these represent a considerable contribution to the sector, the process of reform is ongoing and there is a clearly identified need for ongoing and indeed a broadened scope of support to this area into the future.

Recommendations & Lessons Learned

Main recommendations and follow-up

These recommendations stemming from the evaluation do not highlight the need for significant change, redirection of programming priorities or improvement, but rather highlight areas of priority consideration in the final months of implementation and/or consideration in the design of any ensuing programme activity.

Key recommendations highlight:

- ◆ The need for ongoing and sustained technical and programming support for the reform of Indonesia's national labour migration programme and the protection of Indonesian migrant workers well beyond the current phase.
- ◆ The appropriateness and relevance of technical support for policy and regulatory review in the current context and the need to shift focus to support for the socialisation of policies at the provincial and district levels and a need for future focus upon strengthening local level service delivery for migrant workers;
- ◆ The need to provide ongoing support for local economic and small business development, alternative livelihoods and the more effective utilisation of migrant worker remittances in order to provide migrant worker communities with broader choice and harness opportunities for poverty alleviation;
- ◆ The potential role for ILO to take a stronger role in knowledge brokering and sharing of lessons learned amongst stakeholders in order to strengthen programming targeting migrant labourers;

A full set of the recommendations can be found within the report.

Important lessons learned

While, as a result of unforeseeable delays, the Project is in essence just completing its first year of implementation, it is not possible to measure clear, sustainable impact as a direct result of implementation at this stage. Indeed, whether **qualitative and sustainable** impact can be expected within a short timeframe of two years warrants overall questioning, particularly within the context of the scope and complexity of the work required.

Despite this, it is however, possible to gain an understanding of the key areas where it is anticipated the Project will have impact into the future and these include:

- ◆ technical support for changes to the national regulatory and legislative frameworks governing labour migration,
- ◆ support for the development of local ordinances, and
- ◆ improving the capacity for service providers to deliver alternative income generating activities which provide greater choice for migrant labourer communities.

The evaluation does highlight the need for an ongoing focus upon measuring the medium to long-term impact of programme interventions commenced during the past year. This includes the sustainability and quality of TOT training as well as more qualitative approaches towards measuring gender impacts. Careful attention in any ensuing programme should be made to ensure that current activities continue to be built upon and impact and sustainability measured.