

Terms of Reference

Development of a Strategic Framework (Roadmap) on Reintegration of Indonesian Migrant Workers

The ILO Country Office for Indonesia and Timor Leste is seeking proposal from interest institutions to support in developing strategic framework (roadmap) on reintegration of Indonesian migrant workers.

Background and purpose

Labour migration continues to be a significant contributor to Indonesia's economy and social fabric. Millions of Indonesians, especially women, seek employment abroad to improve their livelihoods and support their families. Their remittances contribute substantially to household income, local economies, and national development. However, the return and reintegration of migrant workers, particularly women migrants, remain complex challenges requiring structured, sustainable, and inclusive policy responses.

The ILO, in collaboration with the Ministry for Migrant Worker Protection (KP2MI/BP2MI), seeks to engage a qualified consultancy firm or research institution to develop a comprehensive national roadmap to strengthen social and economic reintegration mechanisms for returning migrant workers, especially women migrant workers.

National Legal Framework

According to Law No. 18/2017 on the Protection of Indonesian Migrant Workers:

"the State is obligated to improve the entire protection system for Indonesian migrant workers and their families which reflects the values of humanity and dignity as a nation before, during, and after working" (Preamble (e)).

Article 7 states that the protection of prospective migrant workers covers the full migration cycle, including return after employment. Articles 24–28 state various forms of post-employment protection, and Articles 39–42 define the roles and responsibilities of the Government, extending from village level up to the central government, in facilitating social and economic reintegration for returned migrant workers.¹

Reintegration therefore constitutes a legal obligation requiring coordinated action across levels of government.

Regional and International Normative Framework

At the regional level, the ASEAN Consensus on the Protection and Promotion of the Rights of Migrant Workers (2017) calls on countries of origin to

" develop a comprehensive reintegration programme for returned migrant workers and their families as well as an employment programme for returned migrant workers taking into account their skills obtained overseas" (Art 26).

¹ Wickramasekara, P. 2019. *Effective return and reintegration of migrant workers with special focus on ASEAN Member States*. ILO Regional Office for Asia and the Pacific.

The [ASEAN Guidelines on Effective Return and Reintegration](#) (2021) further emphasize that countries of origin should establish coordinated reintegration frameworks that promote sustainable livelihoods, social inclusion, access to services, and community-based support mechanisms. These guidelines stress that reintegration intersects with multiple policy areas and therefore requires multi-stakeholder coordination.

Global guidance reinforces these obligations. The [ILO Guidelines on Labour Market Reintegration of Return Migrant Workers](#) (2023) highlight that reintegration should be coordinated, rights-based, and responsive to economic, social, and psychosocial needs. Effective reintegration systems should include employment services, skills recognition, entrepreneurship support, social protection measures, and mechanisms to address stigma and discrimination.

In line with Principle 12 of the [ILO Multilateral Framework on Labour Migration](#) (2006), reintegration must be based on the needs of both men and women migrant workers, and an age-, gender-, and diversity-responsive approach should be mainstreamed throughout reintegration policies and programmes.

Policy Context and Implementation Challenges

Reintegration outcomes are shaped by economic conditions, labour market opportunities, social norms, and gender dynamics. Evidence suggests that many reintegration policies prioritize economic reinsertion or investment of returnees' savings but often fail to address the needs of migrants who have experienced abuse, exploitation, stigmatization, or discrimination. Failure to address these dimensions may result in social tensions and undermine sustainable reintegration outcomes.

For countries of origin such as Indonesia, reintegration challenges are frequently linked to limited institutional capacity and constrained human and financial resources. Effective reintegration policies therefore require strong institutional and coordination mechanisms supported by services addressing labour market integration, social protection, psychosocial support, and community cohesion. Monitoring and evaluation frameworks should incorporate both quantitative and qualitative indicators to assess long-term outcomes.

At the institutional level, sustainability of reintegration measures requires:

- Adequate information on return and reintegration opportunities
- Strengthened consensus among institutions on the benefits of reintegration
- Initiatives to address stigmatization and negative perceptions of returnees
- Enhanced psychosocial support
- Improved coordination and referral mechanisms
- Reintegration measures that benefit both returnees and host communities
- Comprehensive monitoring and evaluation systems

Reintegration is primarily realized at the community and local levels, where services must be accessible and where potential tensions between returnees and local populations may arise. Community engagement is therefore essential. District and village governments play a critical role in collecting data on returning migrants, identifying opportunities and constraints for reintegration, addressing social and psychological challenges through referral mechanisms, and supporting national authorities with localized evidence.

About the Roadmap

A reintegration roadmap is a strategic and operational framework that guides national and subnational authorities in supporting returning migrant workers to re-establish sustainable livelihoods, access

protection systems, and reintegrate socially and economically with dignity. Grounded in human rights and international labour standards, the Reintegration Roadmap should translate legal commitments into coordinated policy actions across relevant Ministries (including Ministry of Social Affairs, Ministry of Women Empowerment and Child Protection, Ministry of Village, Ministry of Indonesia Migrant Worker Protection; Ministry of Home Affairs and Ministry of Foreign Affairs); clarify institutional responsibilities, and identify priority investments to ensure that reintegration contributes to inclusive and resilient development.

Responding to the request of the Ministry for the Protection of Indonesian Migrant Workers (KP2MI) to collaborate on the development of a national reintegration roadmap, the ILO will support the preparation of a comprehensive framework.²

The roadmap will provide clear strategic directions covering:

- Economic empowerment, including employment, entrepreneurship, skills recognition, and sustainable livelihoods
- Social protection and social cohesion, with particular attention to psychosocial recovery and community reintegration
- Gender equality and the empowerment of women migrant workers
- Protection of children and other migrants in vulnerable situations
- Institutional coordination and governance across ministries, regional authorities, and village structures
- Integration of reintegration into national, regional, and village development plans and financing frameworks
- Monitoring, evaluation, and learning mechanisms to support evidence-based policy adjustments

It will also articulate a shared vision, mission, and guiding principles for reintegration; define stages from pre-return preparation through sustainable exit strategies; identify priority programmes and performance indicators; and propose coordination and financing arrangements to support effective implementation.

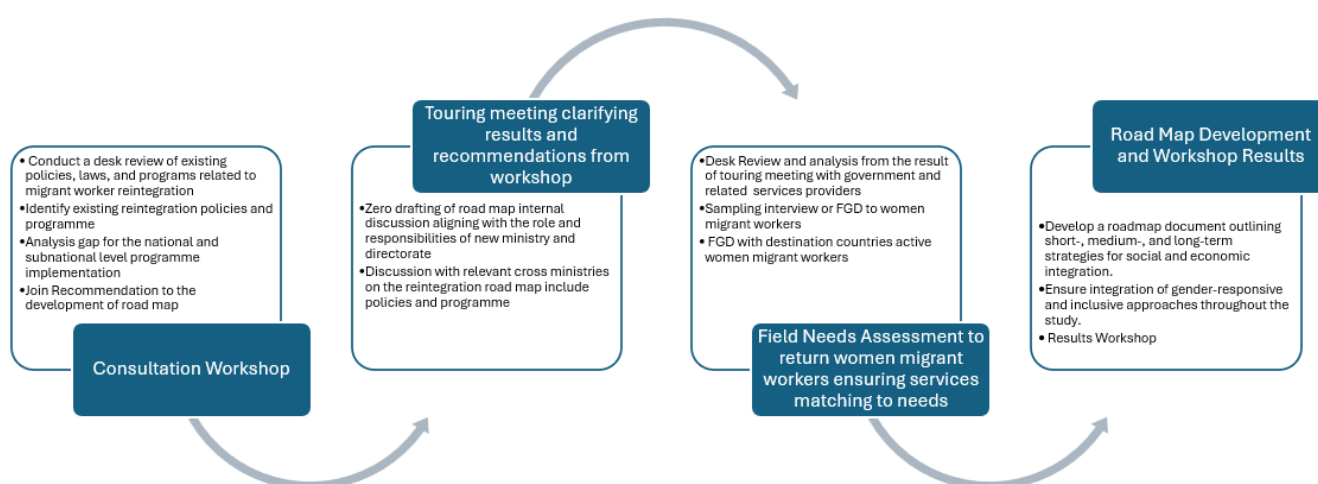
The activity is being supported through the PROTECT Project (Ensuring Decent Work and Reducing Vulnerabilities for Women and Children in the Context of Labour Migration in Southeast Asia) - a regional initiative (2024–2027) implemented by the International Labour Organization (ILO), UN Women, UNICEF, and UNODC, led by the ILO Regional Office for Asia and the Pacific and funded by the European Union. The project addresses legal, policy, and institutional gaps affecting women migrant workers and children in the context of labour migration, including gaps in the protection of fundamental principles and rights at work. It further aims to enhance access to safe, orderly, and regular migration pathways by addressing violence, exploitation, forced labour, trafficking in persons, and migrant smuggling. Consistent with the PROTECT programme's objectives, the Roadmap will promote a rights-based, gender-responsive, and inclusive approach across the migration cycle.

² Aligned with aligned with Law No. 18 of 2017, Presidential Regulation No. 130 of 2024, the National Medium-Term Development Plan 2025–2029, and relevant ministerial regulations on return, rehabilitation, and reintegration.

Methodology

The ILO and the Indonesian government (K2PMI) seek to develop a Reintegration Roadmap that will be developed through a structured, consultative, and evidence-based methodology summarized below:

Figure 1: Process to develop the Reintegration Roadmap



The roadmap will be developed through a participatory, evidence-based methodology that combines policy analysis, institutional assessment, stakeholder engagement, and field research. This approach will ensure that the framework reflects the lived realities of migrant workers, strengthens national ownership, and aligns with good international practices.

Inception phase

- Develop a detailed research proposal outlining the methodology, workplan, ethical safeguards, gender-responsive approaches, and data collection tools.
- Establish a common analytical framework in consultation with KP2MI and relevant stakeholders.

Desk review and regulatory analysis

- Conduct a comprehensive review of laws, policies, programmes, and administrative data related to reintegration.
- Analyse existing survey data on migrant workers, including returnees, deportees, and overstayers, to identify structural trends and priority gaps.

Mapping of reintegration issues

Undertake a multidimensional assessment covering:

- Economic participation and entrepreneurship opportunities
- Employment pathways and competency recognition
- Social and psychological wellbeing
- Family dynamics and childcare considerations
- Administrative barriers and access to essential services

- Gender disparities and the needs of vulnerable groups, including persons with disabilities

Stakeholder mapping and institutional analysis

- Identify roles and capacities of central and regional government institutions, village authorities, private sector actors, financial institutions, training providers, civil society organizations, and migrant worker networks.
- Assess coordination mechanisms and opportunities for cross-sectoral convergence.

National consultation and policy dialogue

- Organize a multi-stakeholder consultation workshop in Jakarta to validate early findings, clarify policy priorities, and strengthen institutional ownership.
- Conduct high-level meetings with line ministries ((including Ministry of Social Affairs, Ministry of Women Empowerment and Child Protection, Ministry of Village, Ministry of Indonesia Migrant Worker Protection; Ministry of Home Affairs and Ministry of Foreign Affairs) to align the roadmap with national development strategies and budgeting processes.

Field research and subnational engagement

- Carry out focus group discussions and in-depth interviews with returning migrant workers in selected districts or municipalities, jointly identified by KP2MI and the ILO.
- Capture community-level perspectives on reintegration barriers, service delivery gaps, and local innovation.
- Convene subnational workshops in at least 5 districts/municipalities to assess current practices and generate locally-grounded recommendations.

Roadmap development and validation

- Prepare a draft reintegration roadmap outlining strategic priorities, institutional arrangements, implementation pathways, and measurable indicators.
- Facilitate public consultation and a national validation workshop to ensure broad stakeholder consensus.

Institutionalization and capacity support

- Provide technical guidance to embed the roadmap into policy, planning, and programme frameworks.
- Support the institutionalization of village-based labour migration management systems, including strengthening data systems, referral pathways, service delivery mechanisms, and operational tools.

Across all phases, gender equality, child protection, disability inclusion, and non-discrimination will be systematically mainstreamed to ensure that reintegration policies respond effectively to the diverse needs of migrant workers and their families. The roadmap is intended not only as a planning document but as a framework that will support continuous policy learning through monitoring and evaluation of reintegration outcomes.

Scope of services, activities, timeline and deliverables

The ILO seeks to contract a qualified research institute or consultancy firm to undertake the full scope of technical, analytical, and operational tasks required to develop a Roadmap and support the institutionalization of village-based labour migration management systems.

The selected firm will be responsible for:

- Designing and conducting the research and analytical work
- Organizing and facilitating technical workshops and consultations
- Producing all required reports and knowledge outputs
- Providing technical assistance to the Ministry
- Ensuring high-quality documentation and reporting throughout the assignment

The firm is expected to deploy a multidisciplinary research team and demonstrate the operational capacity to manage logistics for national and subnational consultations.

Assignment duration: approximately 6 months, with implementation expected from March to September 2026.

Phases, Activities, and Deliverables

Phase	Activities	Timing	Deliverables
Phase 1: Inception and Design	• Conduct kick-off meetings with ILO and KP2MI/BP2MI (joint steering committee). • Develop a detailed research proposal, including methodology, workplan, timeline, ethical safeguards, and quality assurance mechanisms. • Undertake stakeholder mapping and propose a consultation strategy. • Design data collection tools ensuring gender-responsive and inclusive approaches. • Conduct a comprehensive desk review of relevant laws, policies, programmes, and administrative data related to reintegration. • Analyse existing datasets on migrant workers, including returnees, deportees, and overstayers, to identify structural trends, vulnerabilities, and priority policy gaps.	Month 1	Inception Report , including methodology, stakeholder mapping, consultation plan, and research tools.
Phase 2: National policy engagement and institutional alignment	• Organize a national multi-stakeholder consultation workshop in Jakarta to validate preliminary findings, clarify policy priorities, and strengthen institutional ownership. • Convene high-level meetings with line ministries ((including Ministry of Social Affairs, Ministry of Women Empowerment and Child Protection, Ministry of Village, Ministry of Indonesia Migrant Worker	Months 2–3	Meeting report from national consultation and meetings with line Ministries

	Protection; Ministry of Home Affairs and Ministry of Foreign Affairs) and relevant government bodies to align the roadmap with national development strategies, financing frameworks, and planning processes. • Undertake stakeholder mapping to identify the roles and capacities of central and regional institutions, village authorities, private sector actors, financial institutions, training providers, civil society organizations, and migrant worker networks. • Assess existing coordination mechanisms and opportunities for cross-sectoral convergence.		
Phase 3: Subnational consultation and data collection	• Conduct focus group discussions and in-depth interviews with returning migrant workers in selected five districts or municipalities, jointly identified by KP2MI and the ILO (a minimum of 30 returning workers in each district, ensuring representation of gender, sector, education level and country of destination). • Convene provincial or district workshops (including district Labour officers; social workers; village authorities; MRC staff; women's crisis centers and relevant service providers) to jointly assess current reintegration systems and generate locally grounded recommendations. • Document proceedings and synthesize recommendations emerging from consultations.	Months 3–4	Summary of field research
Phase 4: Roadmap formulation and national validation	• Draft a national roadmap aligned with Law No. 18/2017, national development priorities, and international labour standards. • Integrate cross-cutting themes including gender equality, disability inclusion, social cohesion, and protection of vulnerable groups. • Propose institutional arrangements, coordination mechanisms, financing considerations, and monitoring and evaluation indicators.	Month 4–5	Draft Reintegration Roadmap and Validated Final Roadmap.

	Organize a validation workshop to review and refine the roadmap with key stakeholders.		
Phase 5: Institutional embedding and implementation support	- Developing practical tools for village leadership for operationalizing the reintegration roadmap, such as a template SOP and/or policy instrument - Support the strengthening of data collection systems, referral pathways, and service delivery mechanisms.	Month 5-6	Development of template tools for village leadership

Responsibilities and roles of ILO and K2PMI

Institutional coordination and roles

The successful applicant will be expected to liaise closely with the Ministry for the Protection of Indonesian Migrant Workers (KP2MI/BP2MI) and the International Labour Organization (ILO) throughout the duration of the assignment. Close coordination is essential to ensure that the roadmap development is aligned with national priorities, international labour standards, and ongoing programme initiatives. All outputs will be developed in close collaboration with KP2MI/BP2MI and the ILO to promote ownership, policy uptake, and long-term sustainability.

To facilitate communication and decision-making, a small technical working group comprising KP2MI and ILO representatives will guide the assignment and support timely decision-making (as well as commitment to provide review of deliverables in a timely manner). However, the successful applicant will retain full responsibility for the timely delivery and quality of all outputs and where delays occur, the applicant will work with ILO to overcome any roadblocks.

The applicant will maintain regular communication with both institutions, participate in technical meetings, incorporate feedback into deliverables, and support joint consultation and validation processes.

Ministry for the Protection of Indonesian Migrant Workers (KP2MI/BP2MI)

The Ministry will:

- Provide overall policy guidance and strategic direction for the development of the reintegration roadmap.
- Ensure alignment of the study and roadmap with national priorities, Law No. 18/2017, and ministerial programmes.
- Subject to internal procedures and availability, provide existing and relevant data, reports, and documentation related to reintegration, Migrant Worker Resource Centres (MRCs), and Desa Migran Emas.
- Support the research team in accessing administrative data at national, district, and village levels.
- Lead the integration of recommendations into ministerial policies, programmes, and operational guidelines.
- Ensure follow-up actions to sustain and scale the village-based labour migration management system.

- Jointly organize and participate in meetings, workshops, and validation sessions.
- Review and provide feedback on draft reports, the roadmap, and technical assistance outputs.
- Support the institutionalization of the Desa Migran Emas model across targeted villages.
- Strengthen referral pathways, data systems, and service delivery mechanisms.
- Support the documentation of lessons learned and recommendations.

International Labour Organization (ILO)

The ILO will:

- Arrange technical consultations with relevant specialists and regional experts, as required.
- Arrange introduction to KP2MI/BP2MI (and provide strategic coordination support where necessary), as well as the other Ministries (via KP2MI).
- Arrange introduction to MRCs at district level (who can also help to facilitate subnational consultation and data collection)
- Manage the procurement, contracting, and performance monitoring of the selected consultancy firm or research institution.
- Provide overall technical supervision to ensure alignment with ILO standards and international good practices.
- Review and approve methodologies, tools, and key deliverables.
- Provide technical materials, reference frameworks, training modules, and global good practices.
- Ensure quality assurance across research, consultation processes, implementation, and reporting.
- Support capacity-building sessions for Ministry staff, district offices, and village authorities.
- Support the development and documentation of lessons learned and recommendations.

Qualifications and team composition

The ILO is seeking proposals from qualified organizations, specifically:

- Research institutes
- Consultancy firms
- Academic or policy research centers
- Consortia with demonstrated complementary expertise

Individual consultants will **not** be considered unless applying as part of an institutional team.

Institutional Requirements

The applicant organization must demonstrate:

- Proven experience delivering large-scale policy research or advisory assignments for governments, international organizations, or development partners.
- Strong operational capacity to organize workshops, stakeholder consultations, and validation meetings at national and subnational levels.

- Ability to manage end-to-end assignments, including technical work, logistics coordination, reporting, and quality assurance.
- Experience working in Indonesia or Southeast Asia and/or in labour migration and reintegration is strongly preferred.
- Demonstrate expertise in strong gender-responsive policy development and research.

Team Composition

The firm must propose a multidisciplinary research team responsible for both technical delivery and operational execution.

The team should collectively demonstrate:

Technical Expertise

- At least 15 years of institutional experience in labour migration, reintegration, social protection, employment policy, or related fields.
- Demonstrated expertise in policy analysis, institutional assessments, and comparative research.
- Strong knowledge of national laws, international labour standards, ASEAN frameworks, and rights-based approaches.

Research and Analytical Capacity

- Proven ability to design and implement mixed-method research.
- Experience conducting fieldwork and stakeholder consultations.
- Capacity to integrate gender-responsive, disability-inclusive, and socially inclusive approaches.

Operational and Facilitation Capacity

- Demonstrated experience organizing high-level technical workshops and multi-stakeholder consultations.
- Strong facilitation skills within government and tripartite contexts.
- Ability to produce high-quality technical reports and policy-oriented outputs in English.

Financial Proposal

Applicants must present a detailed budget demonstrating:

- Cost-effectiveness
- Value for money
- Alignment between resources and proposed methodology

Application process

Candidates intending to submit an expression of interest must supply the following information:

- Technical proposal
- Financial proposal
- Organizational profile and relevant publications
- CVs of proposed team members

Proposals will be evaluated according to:

- Technical expertise (40%)
- Methodological soundness (25%)
- Institutional capacity (20%)
- Value for money (financial proposal) (15%)

The deadline for submission of proposals is COB Wednesday **18 February 2026**. Please send your proposal with the subject header "Roadmap on Reintegration of Indonesian Migrant Workers" to sinthia@ilo.org and cc to surya@ilo.org.