



# Evaluation Summary



International  
Labour  
Office

Evaluation Unit

## Combating Forced Labour and Trafficking of Indonesian Migrant Workers (CFLTIMW) Project, Phase II Final Evaluation

### Quick Facts

**Countries:** *Indonesia*

**Final Evaluation:** *May 2012*

**Mode of Evaluation:** *Independent*

**Technical Area:** *Forced Labour*

**Evaluation Management:** *DWT-CO-Jakarta  
and DECLARATION*

**Evaluation Team:** *Mike Freeman*

**Project End:** *May 2012*

**Project Code:** *INS/08/02/NAD*

**Donor:** *Norway: \$2.67 million*

**Keywords:** *Forced labour, human trafficking,  
Domestic Workers. Migrant Workers,  
Legislation, Regulation. Outreach and Support  
Services. Capacity Building. Awareness Raising.  
Economic Empowerment. Gender Tools.  
Gender Based Violence. HIV/AIDS*

### Background and Context

The project - Combating Forced Labour and Trafficking of Indonesian Migrant Workers (CFLTIMW) Project, Phase II contributed to the following development objectives:

- reduce 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;

- provide protection, outreach, livelihoods and reintegration services to migrant domestic workers who are vulnerable to or victims of trafficking and forced labour practices; and
- build capacity in government officials and other key stakeholders to increase their effectiveness in combating forced labour practices and trafficking in migrant domestic workers.

The component structure and project objectives were:

- Policy and legislative protection: Objective: Strengthened policy and regulatory frameworks and implementation mechanisms for the protection of domestic workers against trafficking and forced labour;
- Awareness raising and advocacy: Objective: Improved awareness of decision-makers, migrant workers and their families, and the public;
- Outreach, protection, livelihood activities and reintegration services: Objective: Strengthened outreach, organizing, assistance, reintegration and economic empowerment services for migrant domestic workers and their families;
- Capacity-building of key stakeholders: Objective: Strengthened capacity of key stakeholders; and

- Research/data collection and dissemination systems: Objective: Improved documentation and data collection and dissemination systems.

CFLTIMW Phase II was designed to work in an integrated manner to help address issues facing migrant workers from Indonesia, as a sending country, throughout the cycle of their migration for work: in Indonesia before and during recruitment and training; deployment and employment overseas; and return to Indonesia.

The primary focus of the project has been on migrant domestic workers. The project has focused on what happens to them and the support required for them in Malaysia, Singapore and Hong Kong as receiving countries. The project also recognises synergies with the situations of Indonesian migrant domestic workers in Gulf Countries, who in a wider sense are also expected to be beneficiaries. The project has been managed through the ILO Jakarta Office in conjunction with Indonesian Government agencies involved in the areas of migrant workers, and with NGO and trade union partners in Indonesia, Singapore, Malaysia and Hong Kong.

Technical backstopping has been provided through ILO's Regional Office for Asia and the Pacific. Present situation of project. The CFLTIMW Project Phase II is a 3.5 year, \$2.679million project, being implemented through the ILO Jakarta Office and funded by the Royal Government of Norway. Originally intended to run for three years, it commenced in September 2008 and completed in March 2012 after a five month no-cost extension. It has benefited from work undertaken through two tranches of PAF funding for Gender Based Violence and HIV/AIDS related developments and from funds provided through a RBSA funded regional project on developing gender policy and tools.

**Purpose, scope and clients of the evaluation.**

The purpose of the evaluation was: "To assess the project objective, design, strategy, results

and impact within the wider context of relevant Indonesian national and local policy and programme frameworks and stakeholder configurations. The evaluation will furthermore draw lessons from the implementation of the project and identify opportunities and priorities for future action, also with respect to up-scaling project action and mainstreaming migration and forced labour/trafficking concerns into the Indonesian development framework, strengthening the migration-development nexus.

To the extent that the project objectives are found to remain relevant, the evaluation results will feed into the objectives, design, strategy and planned output of a new project proposal".

The clients of this evaluation are national and regional stakeholders, the donor and the ILO and in regards to the use of supplementary funding, UNAIDS and the ILO members who have volunteered funds. The evaluation reviews the entire project period from November 2008-March 2012, and also reviews the impact of supplementary funds Regular Budget Supplementary Account (RBSA) and UNAIDS Programme Acceleration Funds (PAF). It covers all project countries - Indonesia, Hong Kong, Malaysia and Singapore.

**Methodology of evaluation**

The evaluation utilises the standard ILO framework and the major criteria utilised within the ILO framework (and as included in the TOR for this evaluation) are:

- Validity of design
- Efficiency
- Effectiveness
- Impact
- Relevance and strategic fit
- Effectiveness of management arrangements; and Sustainability

The evaluator has had the benefit of extensive documentation from ILO including strategic documentation and conventions, the project design, previous evaluations and a selection of

project progress and financial reports. He has also had access to Government of Indonesia materials on medium term plans and to the strategic plan of the Ministry of Manpower and Transmigration as well as to information on related ILO projects in Indonesia. The evaluator has not had access to materials from the Governments of Malaysia, Singapore and Hong Kong.

Interviews during this evaluation all commenced with the simple question "what changes has this project helped your group or organisation to bring about?" The evaluator considers this to be the most useful starting point for a final evaluation. Each interview provided the opportunity for respondents to state how they have interacted with the project and with ILO and the roles that they have played as partners. They were asked to state achievements as well as challenges that remain.

The scope of the evaluation has been, to the extent possible with limited time, all project activities during the second phase of CFLTIMW (including supplementary funded projects), with a major focus on activities among government and civil society partners in Indonesia, and with the evaluator able to meet main partners in Jakarta.

All provincial activities are covered by the evaluation, but with the evaluator only able to meet a selection of partners in the province of West Java. A further focus has been the inclusion of a limited number of telephone interviews with civil society partners in Malaysia, Singapore and Hong Kong. Given that this evaluation has coincided with project completion at the end of March 2012, the drawing out of lessons from this project and pointers for future ILO activities targeting migrant domestic workers from Indonesia and their families and communities, has been a special focus area.

## **Recommendations & Lessons Learned**

The following are the ten major recommendations formulated as a result of this evaluation:

1. **Scaling up:** The way forward within Indonesia for the future of rights based rules and support systems for Indonesian migrant workers is undoubtedly to help Indonesia meet the challenges of massive scale up so that benefits can be afforded to millions of individuals in the future. This will involve helping Indonesia to maintain focus on regulations and most importantly adherence to and policing of them, at the same time as seeking budgetary support for vastly expanded programs of training and local support, with a major focus on making linkages between local legislative efforts (and policing) and practical local government budgetary support. (Addressed to ILO Jakarta and ROAP for immediate consideration)
2. **Emerging partnerships:** ILO to seek to widen its partner base for future work related to migrant workers to include other strategic high level government agencies. (Addressed to ILO Jakarta and ROAP for immediate consideration)
3. **"Projectization":** ILO should seek to adopt a more flexible funding strategy that would see contributions from a range of funders, including a wider range of bilateral development assistance donors, the corporate world and possibly large scale civil society organisations. This should aim to have a system of overlapping funding periods/tranches. (Addressed to ILO Jakarta and ROAP for immediate consideration)
4. **Work in destination countries:** ILO should now build upon the successes it has helped the Ministry of Foreign Affairs and its civil society partners in destination countries to achieve in regard to advocacy and services for Indonesian migrant workers in the destination countries. This is clearly linked to regional efforts by ILO (in South East Asia and wider afield) to

advocate to destination governments. (Addressed to ROAP and ILO Jakarta)

5. Involvement of social partners and other civil society organisations: With significant and valuable experience of fostering the involvement of social partners and other civil society organisations (including NGOs, migrant worker associations and community based organisations) in the second phase of the project, ILO should now focus future efforts on improving the sustainability of work that these organisations undertake. This will need to include, as an absolute necessity, supporting them to find new and alternative sources of funding on a long-term basis. (Addressed to ROAP and ILO Jakarta)

6. Involvement of the private sector: Financial institutions in Indonesia should be further investigated as future project partners. (Addressed to ILO Jakarta)

7. Public and official awareness: While, ILO should scale down its own efforts on and resources applied to public and official awareness in Indonesia regarding migrant worker issues (having achieved significant results to date) it should concentrate fully on helping partners utilise their own resources for this in the future. However, ILO should continue to develop approaches to awareness on gender based violence and HIV/AIDS as these affect migrant workers, as results in this area have only recently been drawn together. ILO should continue to support Indonesia's leading role in lobbying for legislation and systems for migrant worker rights and protections in destination countries. (Addressed to ILO Jakarta and ROAP)

8. Design Issues: Future project designs should focus more clearly on a) logical connections between the goal, development objectives and project objectives; b) the principle of sufficiency so that achievements at all levels can be more assured to produce achievements at the next level up (activities to outputs to project objectives and development objectives/goal); c) the definition of indicators at the higher levels of project logic focusing on changes that the project aims to help stakeholders achieve; d) more adequate stakeholder analysis; and e) attempts to predict risks and define their management. (Addressed to ROAP and ILO Jakarta)

9. Measuring change: Regular annual or semi-annual structured stakeholder discussions should be used to maintain a watch on changes projects are aiming to support and to develop and utilise an understanding of the lessons being learned as they arise. Reliance on a large number of surveys and the provision of internal documentation by stakeholders is unrealistic and should unless absolutely necessary be discontinued. (Addressed to ILO Jakarta)

10. Training analyses and evaluation: Future training and capacity building efforts should utilise systematic training needs analysis, by closely examining the specific needs of participating organisations, even if the training offered is derived from internationally developed modules. They should also utilise training evaluation methodologies, which at minimum should systematically record the results of post training evaluations. (Addressed to ILO Jakarta)