

RESEARCH REPORT

# The Return Migration and Various Reintegration Programs for Low Skilled Migrant Workers in Indonesia

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**The SMERU Research Institute**

**Jakarta**

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The findings, views, and interpretations published in this report are those of the authors and should not be attributed to any of the agencies providing financial support to The SMERU Research Institute.

A significant part of the research in this publication uses interviews and focus group discussions. All relevant information is recorded and stored at the SMERU office.

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This report is a literature survey of theories on return migration. It also contains a map of reintegration programs that currently exist in Indonesia. Certainly, the map is far from exhaust taking into account the limitation of the study. Hence, further expansion of the map to cover programs implemented by stakeholders at the provincial and district level is recommended.

The research team is strongly indebted to our stakeholders, particularly to our interviewees from government agencies, NGOs and international donor agencies. They provided us with data and information and participated in our stakeholder consultation. In particular, our gratitude goes to:

- The National Development Planning Agency, Ministry of Manpower and Transmigration, BNP2TKI, Ministry of Social Affairs, Ministry of Women Empowerment and Child Protection, National commission of Anti Violence against Women and Children;
- Women Solidarity, Center for Indonesian Migrant Workers, Human Resource Development of South Korea.
- TIFA Foundation, International Labour Organization, International Organization for Migration.

We hope that this report will be useful for different parties interesting in designing and implementing programs related to the integration of the return migrant workers. Last but certainly not least, we sincerely wish that this small contribution can help improve the lives of the migrants who leave their beloved ones back home and struggle persistently overseas for the future of their families.

## **ABSTRACT**

### **The Return Migration and Various Reintegration Programs for Low Skilled Migrant Workers in Indonesia**

Palmira Permata Bachtiar and Dinar Dwi Prasetyo

The link between migration and development has been heavily placed on remittances. This is truly reflected in the Indonesian analogy of migrant workers as “remittances heroes” emphasizing the financial capital sent by the workers back home. This paper tries to enlarge the view of migrant workers to include all together: human, financial and social capitals. It starts with a discussion on return migration theories and put them in the context of Indonesia. Circular migration poses challenges as they do not guarantee sustainability of reintegration. At the same time but it raises the importance of having reintegration strategies in which safe migration measures could be intensively disseminated. We constructed a conceptual framework within which the return migration is viewed more comprehensively to address various social, economical and cultural impacts of migration. Based on a series of in depth interview and stakeholder consultation, we documented a range of reintegration programs. We found that regardless of its absence in policy framework, reintegration activities have been initiated at the field level by various stakeholders. These activities have so far been demand based, sporadic and not sufficient. We wrapped up the paper by underlining importance of inserting reintegration in the forthcoming law on protection of Indonesian migration workers.

Keywords: return migration, reintegration, circular migration, low skilled migrant workers.

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## LIST OF ABBREVIATIONS

ABAROLI	: American Bar Association Rule and Law Initiative
Asian CARAM	: Asian Coordination of Action Research on AIDS and Mobility
BKTKI	: <i>Fostering Indonesian Migrant Workers Family</i>
BNP2TKI	: National Agency for the Placement and Protection of Indonesian Migrant Workers
BP3TKI	: Hall for the Placement and Protection of Indonesian Migrant Workers Services
CBO	: community based organization
CIMW	: Center for Indonesian Migrant Workers
HRD Korea	: Human Resource Development Service of Korea
ILO	: International Labor Organization
IOM	: International Organization for Migration
JSDF	: Japan Sustainable Development Fund
KTK	: Violence Victims
NE	: Neoclassical economics
NELM	: New Economics Of Labor Migration
NGO	: Non-Governmental Organization
PAP	: Pre-Departure Briefing
PM	: Migrant Workers
PMB	: Troubled Migrant Workers
PKK	: Family Welfare Movement
PPP	: Productive Labor-Intensive Activity
PSKTK-PM	: Social Protection for Violence Victims and Migrant Workers
RPJMN	: National Medium-Term Development Plan
RPTC	: Protection Home and Trauma Center
SBMI	: Indonesia Migrant Laborers Union
SKPD	: Regional Working Unit
SP	: Women's Solidarity for Human Rights
TKI	: Indonesian Migrant Workers
TKS	: Undergraduates Manpower Utilization
TTG	: Effective Technology
UEP	: Productive Economy Venture
UKM	: Small and Medium Enterprises
UNFPA	: United Nation Population Fund
WUB	: New Entrepreneurship



# I. INTRODUCTION

## 1.1 Background

In major sending country like Indonesia, return migration is not a new phenomenon. Every day almost one thousand people come back home from working overseas.<sup>1</sup> In fact, any outmigration has been followed by return migration as it has been an integral part of overseas employment contract of about 2-3 years. King (2000:8) defined return migration as “a process whereby people return to their country or place of origin after a significant period in another country or region”

Migration literature, however, has not given prominence to return migration. Instead, strong recognition is placed on the outmigration and its poverty reduction impact. IOM (2005: 15) emphasized that “the most direct link between migration and poverty reduction is through remittances”. Remittance is indeed an important issue. For developing country like Indonesia, such remittances constitute the significant source of foreign exchange earnings. Remittances become, therefore, a relatively attractive source of foreign earning.<sup>2</sup> So important is the remittances that Indonesian analogy of migrant workers as “remittances heroes” emphasizing the importance of capital sent by the workers back home.

However, remittances alone are not the only important link of migration and development. Gains from migration are also possible through the return migration. The migrant workers themselves are, more importantly, the human capital who bringing with them the financial capital, such as savings, and the social capital, in terms of the network and diaspora. Development theories of 1950s and 1960s viewed that return migrants do not only bring new ideas and business skills and therefore they were expected to contribute to modernization of the developing countries (de Haas, 2010)

Unfortunately, exploration on positive contribution of return migrants to development is still limited, partly due to the fact that overseas migrants in most developing countries like Indonesia are dominated by low skilled domestic workers.<sup>3</sup> Meanwhile the literature on return migration is more focused on high skilled emigrants. For example Dustman *et al* (2010) strongly argue that return migration is a way to lessen brain drain. With high proportion of return migrants, the aggregate output and per capita output are more likely to increase which implies the case of brain gain.

This gives the impression as if the concepts of return migration are irrelevant in the context where Indonesian migrant labours are dominated by those with low skills. Yet, many cases demonstrate how low skilled migrants turn to be successful entrepreneurs due to their

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<sup>1</sup>In average, annual number of return migrants between 2006-2013 is about 374,809 people or about 1,027 people per day (BNP2TKI, 2014).

<sup>2</sup>Bank of Indonesia (2014) recorded an increase of worker remittances from US\$7.1 billion in 2012 to US\$7.4 billion in 2013. This reflects a higher average wages per workers because there exists a decrease in numbers of Indonesian migrant workers employed overseas as a consequence of moratorium to the Middle Eastern countries such as Saudi Arabia, Kuwait, Syria and Jordan.

<sup>3</sup>Willoughby and Henderson (2009:12); IOM (2001:7) doubted that the returning workers of low skilled, such as construction laborers, gardeners, taxi drivers, domestic workers, entertainment workers can have significant impact on the development of their country of origin.

experience, particularly mastering the foreign language.<sup>4</sup> The return migrants with their dexterity and capability of being an agent of change in their villages can play important role in social and economic development at the local level.

However, on the other extreme, it must not be ignored that low skilled migrants who usually handle the so called 3D (dirty, difficult, dangerous) type of work are vulnerable to abuse and exploitation. In general, they encounter problems ranging from being sick to being laid off arbitrarily (table 1)

**Table 1. Problems Facing the Migrant Workers in 8 Major Airports (2010-2013)**

Problems related to migrants	Problems related to employers	Other problems
Being sick	Problematic employer	Insufficient documents
Having accident	Passed away employer	Contract inconsistent with work
Being abused, sexually harassed, or rape		Unpaid salary
Being pregnant		No communication allowed
Incapable to work		Being laid off arbitrarily

Source: BNP2TKI (2014a: 29)

## 1.2 Problem statement

The above background highlighted the fact that there is a knowledge gap on return migration of low skilled workers. For developing countries like Indonesia, there are many cases where the migrants have to come home with problems that require immediate help and support. Statistics collected from 8 major airports showed that not less than 17% of return migrants in 2013 experience problems during their overseas contract (BNP2TKI, 2014). This means one out of six return migrants in 2013 encounter various problems (table 2).

**Table 2. Migration and return migration profile of Indonesia (2006-2013)**

	Deployed migrants	Return migrants	Return migrants with problems
2006*)	680,000	323,585	53,843
2007*)	696,746	290,910	54,527
2008*)	644,731	343,229	45,626
2009*)	632,172	353,501	44,369
2010	575,804	539,169	95,060
2011	586,802	494,266	72,194
2012	494,609	393,720	47,620
2013	512,168	260,093	44,087

Source: BNP2TKI (2014b); BNP2TKI (2014a: 23-25)

Note: \*) return migrants only from Selapajang airport

<sup>4</sup>The National Agency for Placement and Protection of Migrant Workers has a series of publication on 100 successful migrants. In 2012, it published volume 3 (Hapipi, 2012)

However, on the other side of the coin, among the rest of 83% migrants without problems, there exist migrants who come home with some hundred million Rupiahs savings. These “successful” return migrants demonstrate possible development potentials at the local level if working overseas adds the value of their assets: human capital, financial capital, and social capital. As an example, table 1 gives illustration of how much earning a migrant get from working abroad. With better management, this amount of money is significant enough not only for the families but also the development at the local level.

**Table 3. Official wage of a migrant worker in 2013 (without overtime)**

Salary/month	Hong Kong	Singapore	Taiwan (re-entry)	Korea (G to G)
Foreign currency	4,010 (HKD)	520 (SGD)	19,047 (NTD)	950,000 (KRW)
IDR equivalent	6,015,000	4,992,000	7,428,330	11,000,000

Source: BNP2TKI (2014a: 20)

It is therefore important for the migration stakeholders, particularly the government, to be prepared with reintegration program so that both types of return migrants -- the success and the problem ones -- are well handled so that the development impact of the return migrations can be fully enhanced. Simultaneously, reintegration program is also in line with the policy of the Ministry of Manpower and Transmigration that in 2017 there will be no more domestic workers to be sent for working overseas.<sup>5</sup> Having a better reintegration program would definitely help smoothen the implementation of this policy.

### 1.3 Objectives and Methodology

This paper has the following objectives. First, it draws attention and provides better understanding on the importance of linking the return migration and development. It does so by reviewing the return migration theories that depict the answer to the question on why migrants return to their country of origin. Second, it constructs a conceptual framework for mapping reintegration measures. Finally, it documents a wide range of practices government -- conducted by Non Government Organizations, and donor agencies -- that promote successful reintegration.

This qualitative study started in December 2013. It employed method of literature survey on return migration theories and on exploring concepts of reintegration. Having completed constructing the conceptual framework on the reintegration program, we conducted in depth interview with stakeholders in Jakarta from January 2014 to May 2014. In this stakeholder engagement, we collected data and information regarding the implemented reintegration programs.

Additionally, this researcher made best use of some field notes and findings from previous qualitative research of IDRC-PIDS in 2009-2011 in which SMERU participated. This qualitative research took place in East Java, namely in Kabupaten Blitar and Ponorogo and in

<sup>5</sup>The specific roadmap of this policy could not be assessed publicly. Ministry of Manpower and Transmigration started to reduce the deployment of female migrants working in domestic sphere (informal contract) since January 2013 and it wishes that by 2017 Indonesia has stopped sending housemaids. Instead, the deployment will be focused on formal contract where social security is paid by the employers and the salary is transferred to bank account of the worker (Antara, 2013)

West Nusa Tenggara, which were in Kabupaten Lombok Barat and Lombok Tengah.<sup>6</sup> The methods used in this research is in-depth interview with relevant stakeholders at the district level to the village level and focus group discussion with migrant workers, being separated by gender.

#### **1.4 Structure of the paper**

This report is organized as follows. Chapter 2 provides an overview of theories of return migration and factors influencing the decision to return. It also establishes the transmission in which the return migration could bring about development of the origin country. Chapter 3 discusses policy framework and contextual situation regarding reintegration in Indonesia. Chapter 4 provides a detailed overview of the available reintegration programs in Indonesia. Chapter 5 summarises key findings and the policy relevance.

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<sup>6</sup>International Migrant Workers in a Decentralized Indonesia: A Review of Local Regulations on Migrant Workers

## II. RETURN MIGRATION AND DEVELOPMENT: A LITERATURE SURVEY

Using United Nations Statistics Division (UNSD) definition of return migrants, Velisarova (2009) differentiated five types of return migrants.<sup>7</sup> These are: (i) a movement from one country to another and back; (ii) a movement from one country to another in frequent times, like in circular migration; (iii) a return to the country of ancestors after more than one generations; (iv) a movement of highly qualified people after working or studying abroad; and (v) a movement of retired people to spend the rest of their life back home.

These types of return migration are derived from the theories of migration itself. Constant and Massey (2002) echoed that the interpretation of return migration is given different by different migration theories. Five prominent theories that depict motives of return migration will be explored to explain motives in which the migrants decide to go back home (Cassarino, 2004).

### 2.1 Neoclassical Economics and New Economics of Labour Migration

Neoclassical economics (NE) views labour as rational agents who leave the country basically to maximize their income and career opportunity. NE migration is modeled as one trip emigration where a migrant depart the country permanently. Because of this, NE believes that those who return are simply the ones who couldn't make it in the new country. In other words, NE has negative view on the return migration.

Quoting Todaro (1969), Cassarino (2004: 2) said that before leaving the migrants ideally assess not only the wage differential between their origin and the destination country but also the possibility of finding job in the destination country. Hence, neoclassical believes that the return migration exists because of imperfect information about condition at the destination country and the migrant do not get what expected.

Different from NE whose unit of analysis is at the individual level, the new economics of labor migration (NELM) looks at migration at the household level who struggle to overcome the crisis in the absence of credit and insurance market. De Haas *et al* (2009) echoed that the livelihood strategy used is sending the most appropriate household member to emigrate and come back as the mission accomplished. This is another different aspect of NELM compared to NE. NELM model regard the migration as two-way trip, and that the return migration is a consequence of successful achievement of the plan. In this respect, NELM has a more positive view on the return migration.

However, since returnees are viewed simply as 'foreign-income bearer', both NE and NELM only emphasize economic aspect of return migration. The use of various capitals, human, financial, and social capitals, back home are out of their attention (Cassarino, 2004: 4). In addition, both theories focus only on what happen in the destination country, and not in the origin one. De Haas *et al* (2009) said that NE perceives individual calculation on income and expenditure at the destination country which makes it illogical to maintain connection with people back home as it only increases costs of working abroad. Instead, it is only logical to

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<sup>7</sup>According to UNSD (1998) return migrants are "persons returning to their country of citizenship after having been international migrants (whether short term or long-term) in another country and who are intending to stay in their own country for at least a year."

keep relationship with people in the receiving country as it will reduce costs working there. This gap – f.e. discussion on how various capitals are used in the origin country – is address in the structural approach.

## 2.2 The Structural approach

Castles and Miller (2009) quoted by van der Heijden (2011: 14) grouped the structural approach in the category of economic theories, together with NE and NELM. The structural approach is derived from Marxist political economy and dependency theory in which migration is seen as a confirmation of ‘unequal relations between the industrial core and underdeveloped peripheries’.

In terms of return migration, the structural approach is inconclusive about the returnees. Different from both NE and NELM with definite model of return migration, in the structural approach, the returnees could be seen as the failure or the success, depending on the context. The returnees decide to go back home because of their personal experience abroad as well as the social and institutional situation in the origin country. Structural approach focuses on the impact of the returns on the origin country. The analysis of the structural approach takes place at the macro level, not at the individual and household level, like NE and NELM. Its focus is on the use of human and financial capital at the home country. The capacity of the returnees to build the home country, however, is strongly influenced by the power relation, values and tradition (Cassarino, 2004: 5). In general, the structural approach sees the impacts of the return migration on development of their home country in a pessimistic position.

One of the most important scholars of structural approach is Francesco Cerase. In his article focusing on the return of Italian immigrants from the USA in the 1960s and 1970s, Cerase (1974) made four types of reasons for their return. The first two types are immigrants who take blue collar jobs in the destination countries. The first type encounters difficulties in their new situation and suffers from ‘prejudice’ and ‘stereotype’ (idem: 249). This type is unable to solve their problems leading to return to their village. The return of this type is called ‘the return of failure’. Upon return, this type is still do whatever job available and unable to buy land.

The immigrants of second type are able to overcome their problems and manage to achieve economic gains and accumulate savings. However, their mindset is unchanged: to acquire a plot of land back home (idem: 254). Different from the first type who can only work for one or two years, the second type manage to work up to fifteen years in total with some break when they spend time back home. The return of this type is called ‘the return of conservatism’, the return of those with the plan of buying land back home. They used to be landless but with the savings they collected, they are able to realize their personal dreams. This type mostly returns in their productive life.

The third type is the return of retirement (idem: 257). The immigrants in this type return when they grow sick and need for security but unable to build family ties abroad. They believe that ‘America is not a land for old people’. They view their return in a more positive way as they are satisfied with their decision of their return.

The fourth type is the return of immigrants who believe that they could be an agent of change with their new skills and accumulated savings. This type is called ‘the return of innovation’ (idem: 258). The immigrants in this type aspire to be the innovators. Unfortunately, their

aspiration will not likely to be realized for two reasons: the economy of their village or town; and the power relation and vested interest of various classes which prevent such innovation that potentially change the status quo.

Bartram *et al.* (2014: 121-122) brought up Cerase's four types of returnees and classified them into only three types: (i) the failure and the retirement who they said belong together as one type; (ii) the conservatism who is reluctant to integrate and whose original mindset still the same upon his return; (iii) the innovation who gain modern 'values and practices' and desire to realize them back home (but eventually fail to do so).

Similarly, King (1986) sees three reasons of return. Reason one is the forced return which experienced by the ones out of work or those whose family back home needs them. Reason two is 'the nostalgia' or the failure return; and reason three is the return due to 'a better situation at home'.

In all above categories, there is always a group whose return is motivated by positive aspiration to build their home countries. However in the same spirit with Cerase (1974), Gmelch (1980) pessimistically says that when the returnees do not find their expectations match with the reality in the country of origin, they will have difficulties in reintegration. This might lead to a new migration and in such situation the sustainability of the return is a big question.

Cassarino (2004:7) concluded that the structural approach assumes little connection takes place between the destination and the origin countries creating 'structural dichotomy' between the two. This assumption was resolved in the next two approaches: the transnational and social network approaches.

### **2.3 Social network approach**

Castles and Miller (2009) quoted by van der Heijden (2011: 14) said that social network sees migration as a much more scatter and circular system where all sorts of connections tie different groups and stages together. The network approach is 'much more diffuse'. This is different with the economic theories that view migration in 'a cycle' with definite stages of when and where it starts and when and where it ends.

Social network theory has common characteristic with NELM in terms of the roles of family and community in migration decision. Social and financial capitals which are crucial for migration are provided by family and community. Social networks ensure the process of migration safer for the migrants.

Social network believes that migration will sustain itself as 'each act of migration alters the social context within which subsequent migration decisions are made, typically in ways that make additional movements more likely'. Social network operates like 'the concept of 'cumulative causation'. Because of this, the return migrants can potentially become social actors that sustain links with the destination countries. However, Casarino (2004: 10) argued that the links are not related to attributes, such as diaspora. Rather, the links are built upon migration experience itself.

Different from the economic theories, for example the structural approach, that focus only on economic aspect, the social network believes that the motivation of return is also shaped by

social and institutional opportunity back home which is collected prior to the decision to return (Cassarino, 2004: 11). In the case where social capital and social structure are inadequate, the presence of social and economic network will make it possible for the returnees to organize successful return.

## **2.4 The transnational approach**

Transnationalism is derived from social network theory, but argues that linkages go way beyond the micro level and informal link are sustained by elements of kin and ethnicity, the so called diaspora (Castles & Miller, 2009: 31). The transnational perspective then deals with the institutional and economic connections – the influential factors for migration mobility – at the international level. In fact, both transnationalism and social network approach corrects the assumption of structural approach that divide the world into dichotomy between core (modern host country) and periphery (traditional home country) whose linkage is limited.

Quoting Keohane and Nye, Cassarino (2004: 7) says that transnational became more popular with the rise of world politic paradigm at the international relation. So, transnational actors include those working at the Multinational Corporations and the International NGOs. Having more relevance in a globalization context where mobility is no longer an impediment, transnational approach argues that the transnational migrant develop double identities due to strong social and economic links with their host and home countries.

Unlike other economic theories, the transnational approach hardly constitutes an end of migration cycle. Instead, it sees return migration as a part of the whole migration story -- a certain stage in migration cycle -- and not as the final stop of the migration system of social and economic relationships and exchanges. The meaning of return is even less clear in transnationalism than in social network approach. In social network approach, the returnees rely on information about context of opportunity from their informal linkages prior to return. In transnational approach, the migrants ensure effectiveness of their return by regularly and periodically visit their home countries.

## **2.5 Return Migration in the Context of Indonesia**

Having surveyed the literature on theories of return migration, we want to discuss which concept best suited the Indonesian case. Knowledge gap is obvious on return migration of low skilled workers. Instead, majority of literature is about skilled workers (IOM, 2001, Wickramasekara, 2003; Wiesbrock, 2008). Discussion also deals with return migration from conflict areas such as the Middle East, for example van der Heijden (2011) or return migration from the view of the permanent migration (King and Christou, 2009). Because of these, establishing a specific context for Indonesia is a must.

Some aspects of NELM, social network approach are appropriate to explain return migration phenomenon in the case of Indonesia. Migration is a household decision rather than individual one, migration is undertaken as a response to crisis, and return migration is expected upon achievement of those strategic goals.

The presence of network explains much of the continuation of emigration from migrant source areas in Indonesia. Bachtiar (2011) wrote that increasing restrictions, for example moratorium, did little to stop migration, but rather reinforced the reliance on family migration



through networks. The phenomenon of increasing destination countries in the last seven years is an indication of more intensive social network. As an illustration, in 1994-1998, the destination countries only included 6 countries of Asia and 2 countries of Middle East. By 2006, the number increased to 22 destination countries and an addition of 34 new destinations was seen starting from 2007.

**Box 1**  
**Middle East, Malaysia vs. East Asia: Segmented Destination Countries**

The choice of selection countries seems to be fixed for decades. Female migrant workers from West Javanese, West Nusa Tenggara, and the northern part of East Java leave for Middle Eastern countries. Those from East Nusa Tenggara and Lampung go to Malaysia. Meanwhile female workers from Central Java and the southern part of East Java choose to go to East Asia.

Parents are important determinant of destination countries, particularly for young female migrants. For married women, written permit from their husband is a must. In areas with Moeslem majority, parents and husband do not allow women to work in East Asian countries. A respondent interviewed said, he was afraid that his daughter would not be allowed to say a prayers five times a day, like what she did back home. He was also concerned about possibility of eating pork and non-halal food in countries like Singapore and Taiwan.

Malaysia and Saudi Arabia stand out as the most popular destination countries. Malaysia is not very far and the migrants do not have to learn foreign language. Migrants like Saudi Arabia for religious reason of undertaking the Hajj pilgrim which is very prestigious in the village.

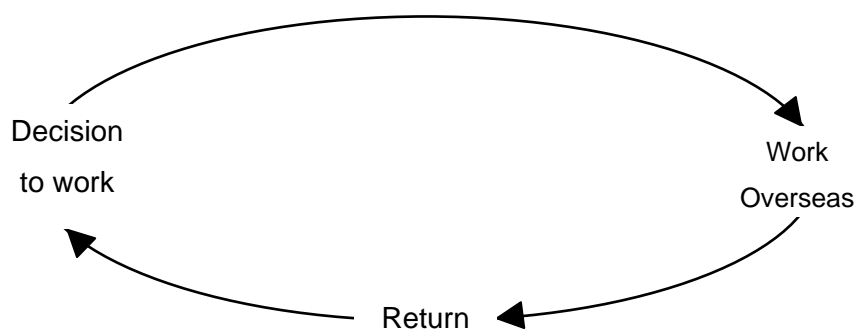
*Source:* Interview with "Rocky" (male, 27 October 2010)

The process of migration has been simply a community matter in which the return migrants bring along their relatives or friends to the host countries. These return migrants were asked by their employers to recruit more workers. This is particularly true for the nearest destination countries such as Malaysia and Brunei, Thus, each and every migrant has been relying on such network for decades. In line with what Massey's (1990) theory of cumulative causation: migration sustains itself by creating more migration. Other network involves middlemen and private recruitment agents, even travel agents. They are responsible for intensifying the perpetuation of migration flows. In general, the role played by the middlemen is far from negligible. With all these linkages and connections, people's mobility does not stand alone but instead an integral part of the migration process.

There are cases where the structural view is also relevant in the case of Indonesia. Colton (1993) argued that the returnees do not change traditional values back home; instead they tend to intensify them. Colton's argument comes from her study on Yemeni return migrants from Saudi Arabia. She said, the returnees cannot ignore the fact that the tradition and social relationship. In turn, these impede ability for the returnees to become Cerase's type of innovation which is particularly true for migrants originated from the rural areas. Cassarino (2004) said migrants from cities with more proper infrastructure and more developed industries have more opportunities to be innovative. Moreover, Byron and Codon (1996) studied Caribbean return migrants from Britain and France. They concluded that returnees tend to have conspicuous consumption patterns to adjust their expectations to the behaviors of local societies. Their savings are invested in the building of big houses and in the purchase of luxury cars, and not in agricultural machinery.

The case study by Colton (1993) as well as Byron and Codon (1996) are valid for Indonesia where majority of the migrants come from villages. Although majority of return migrants are able to increase the livelihood of their family, their ability to act as agents of change who are

successful in bringing new ideas from overseas and modernize their villages. In most migrant source areas, the villages were noticeable with mushrooming of newly built modern houses belonging to the returnees.<sup>8</sup> Despite becoming modern from physical aspect, the values in most of these villages remain intact: strong patriarchy and traditional values.<sup>9</sup> Villagers with strong orientation towards material goods have not been corrected with trend towards education. Eventually, this consumption patterns reproduce and breed the need to re-emigrate: the seed of circular migration. With circular migration, the return is a must and the re-emigration is most likely to happen.



**Figure 1. Circular Migration**

## 2.6 Migration and Return Migration Framework of Indonesia

Like any sending countries of migrant workers, Indonesia has a system of deployment. As this paper is about emigration with economic motive, the forced migration will not be covered here.<sup>10</sup> The economic motive migrants can still be sub-grouped into the permanent and temporary ones. We will focus our attention on temporary migrants which is commonly known as overseas contract workers. The length of their contract ranges between 2 to 3 years; some has possibility of extension without return, while others have to return before signing a new contract.

Indonesian emigration package can be categorized into three big groups. The first group is so-called informal sector or so-called Private to Private (P to P): the scheme in which the employer is individual. The domestic workers are in this group. They are often not covered by labour and industrial relations laws in the destination countries, except for Hong Kong. At the same time, the workers work and live in the employer's home where enforcement and monitoring of labour law are more difficult. In such private residence, domestic workers are more defenseless to exploitative labour practices, physical and psychological abuse and withholding of their wages.

<sup>8</sup>Focused Group Discussion with male migrants in Kabupaten Blitar (23 June 2010), Kabupaten Ponorogo (30 June 2010), Kabupaten Lombok Barat (23 October 2010), Kabupaten Lombok Tengah (30 October 2010)

<sup>9</sup>In one religiously strict village of West Nusa Tenggara, the mullah even prohibited the midwife from taking care of a returnee with unwanted pregnancy. According to him, this will be effective to avoid rising number of pre-marital sexual relationship during working overseas (interview note from research in 2010 in Kabupaten West Lombok)

<sup>10</sup>Forced migrants leave their countries to escape persecution, conflict, repression, natural and human-made disasters, ecological degradation, or other situations that endanger their lives, freedom or livelihood" (IOM: United Nations 2000).

The second group is the formal sector: the scheme in which the employer is non-individual. This group can be sub-categorized into: (i) workers whose employers are company; and (ii) workers whose employer is the government of the host country, commonly known as Government to Government (G to G).<sup>11</sup> The G to G scheme is only available for Korea. Workers heading for Korea, are well known for having high wage. Hence, they are able to bring home quite some of financial capital.

**Box 2**  
**Korean Migrant Workers and Reintegration Program**

Migrant workers in Korea can get wage not less than Rp11 million per month. This estimate income is calculated without overtime wage which most migrant certainly has. In one year their income is bigger than Rp 132 million. So, with contract of 3 years and maximum extension of 2 years, a migrant can go home with Rp660 million in their pockets.

A migrant once said, "I am confused what I am going to do with that much money?" He surely knew how to consume or use it up. But what he meant is that he wondered which investment opportunities yield best result for the money he gained in 5 years time.

*Source:* interview with BNP2TKI (23 June 2014)

With the above explanation, the return of Indonesian migrants is far from voluntary and the return is a must by law. However, it is no longer a secret that there is tendency to overstay knowing that they can be deported without paying airfare.<sup>12</sup> This brings us to one important but usually negligible group which is the irregular migrants.<sup>13</sup>

According to Wickramasekera (2002:22),

‘the irregular or unlawful (im)migrant worker is a person who (a) has not been granted an authorization of the State on whose territory he or she is present that is required by law in respect of entry, stay or employment, or (b) who has failed to comply with the conditions to which his or her entry, stay or employment is subject’

Irregular migrants include those with overstay visa, be it regular migrants, or students and tourists who are engaged in employment; regular migrants who escaping from their employers. The trafficked people for sex industry are also within the definition of irregular migrants. Women and children as the victims of trafficking find themselves in extremely vulnerable positions. They work in conditions similar to slavery in entertainment industry or the sweatshops which involve serious health exposure, including HIV/AIDS. In general, the irregular migrants rarely have access to protection and support owing to their legal status.

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<sup>11</sup>Indonesia used to have the sub-category of so-called Government to Private where Government of Indonesia signed the contract with company or International NGO. Under this scheme, GoI sent midwives to Timor Leste and the employers were the WHO. Also, in the past, there was an MOU between GoI and the American company in Penang (Interview with BNP2TKI official, male, 23 May 2014)

<sup>12</sup>Interview with NGO staff in Central Lombok (female, 29 October 2010)

<sup>13</sup>Law No. 39/2004 regarding Placement and Protection of Indonesian Migrant Workers does not account for their existence and therefore the state is not responsible of their protection

### Box 3

#### Regular migration does not necessarily mean safe migration

At the surface, the regular migration might give the impression as if it is automatically safe migration. This is not always true. When the migrants are of low education whose awareness level is low, leaving all the migration process in the hands of unscrupulous private recruitment agency or middlemen would result in the migrants being in the very vulnerable position. Even worse, they could be the object of human trafficking.

For regular migration to be equal with safe migration, it takes the migrants to have at least certain level of education, aware of the opportunity as well as the risk of migration, and good governance of international migration with strict supervision of the private recruitment agencies and intensive dissemination of information about which of the recruitment agencies are honest and dishonest, the importance of having authentic documents.

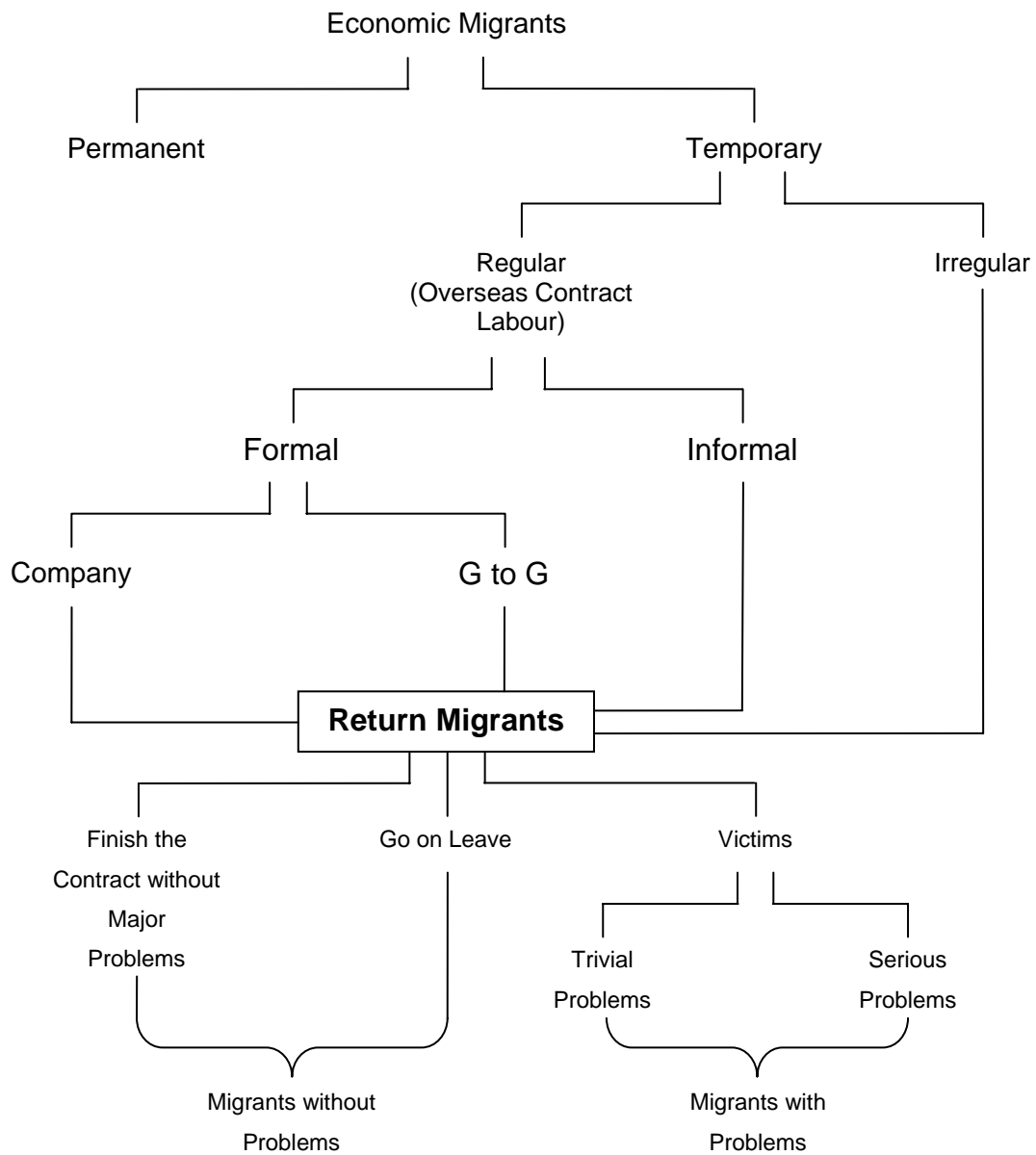
Ndiaye (2012) defined safe migration as a regular migration system which is 'transparent and accessible' so that the illegal recruitment agents and working informally where trafficking is more likely will no longer a good option for vulnerable migrant workers. If regular migration is too expensive or too 'time consuming', the workers will prefer to migration irregularly.

Due to its nature, the accurate data of irregular migrants is far from available. Quoting ILO's estimate, Tirtosudarmo (2009: 25) echoed that its best guess of the irregular migrants amounts to two to four times higher than the regular ones. He went on saying high rate of irregular migration obviously reflect the state failure in managing the emigration.

Most migrants acknowledged their decision to work overseas irregularly was due to the fact that regular migration was too costly and its procedure took too long that the migrants could not afford. The male irregular migrants who worked in Malaysia, for example, admitted that they could get higher salary compared with the regular ones even though the risk of being detained is also higher<sup>14</sup>

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<sup>14</sup>Focused Group Discussion Minutes with male migrants in Ponorogo (30 June 2010); Interview with NGO staff in Central Lombok (female, 29 October 2010)



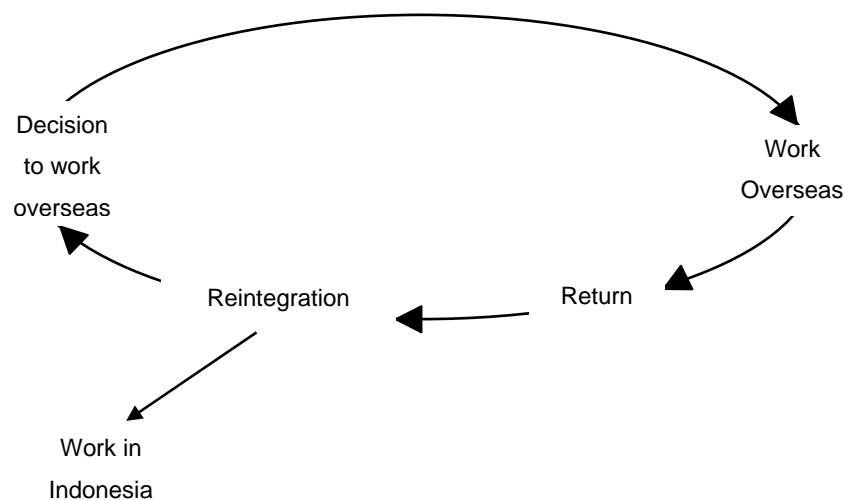
**Figure 2. Migration and Return Migration in the context of Indonesia**

### III. RELEVANCE OF REINTEGRATION PROGRAM FOR RETURN MIGRANTS

The low skilled return migrants from Indonesia reveal various experiences upon return. Majority of the migrants are able to complete their contract and do not report problems. However, that does not mean the migration outcomes will always be beneficial. With the exception of migrants from East Asia, many of the rest are still disappointed at their migration experience as they could not manage to mobilize savings to improve their family livelihood or worse being indebted to money lenders. Also, quite a number of the return migrants become victims of abuse and extortion, not only abroad but also at the airport upon return.

At the same time, many migrants find significant social environment change after two to three years of absence. Meanwhile there exists cultural difference between their home town and the host countries in which the returnees are also affected. Many returnees find it difficult in adjusting themselves to fit with the environments back home. Long absence has also affected family bonding or community relations.

Moreover, many return migrants from poor community do not get job immediately. This may destabilize their socio-economic condition. Inadequate employments opportunities, unsustainable living condition while facing economic hardships and can lead to re-migration. A number of returnees continue to keep the options of working overseas.



**Figure 3. Circular Migration with Reintegration Programs**

However, with comprehensive reintegration, the return migrants can contribute to social economic development because returnees are able to use skills they earned abroad for self-employment and have potentials to employ non-family members as well. Moreover, if returnees can secure their own livelihood, potential for re-migration will decrease, and more importantly risks of irregular migration will also decrease. In this respect, reintegration efforts should be seen as an important factor of development.

#### **Box 4. Successful Migrant Workers**

Lina Marlina has been working for ten years as a house maid in Singapore. At the same time, she owns a beauty salon in her village in Central Java. She also supplies firewood to other small business and bought a car to support her business. For daily operation, she appointed her sister to handle the business.

How can Lina be that successful? While working in Singapore, she and other 50 migrant workers attended the entrepreneur class once a week. This class was given by an NGO so called Media Transformation Ministry Ltd (MTM) in collaboration with University of Ciputra Entrepreneurship Center (UCEC) and Martha Tilaar.

Richa Susanti is, indeed, a successful return migrant. While in Hong Kong, she used her spare time to follow a distant learning program from University of Ciputra Entrepreneur Online (UCEO). She used internet connection from her cellular phone to get access to the lessons. She had to study with flashlight so that her employers would not know what she did. They would not like the idea that she studied until late as she would wake up late and tired.

She also followed a three-month training given by Universitas Ciputra Entrepreneurship Center (UCEC). Since then she started online business selling casual and muslim clothing. She made best use of her network in social media, including facebook. In doing this online business, Richa got assistance from UCEO. When Richa returned back home, she expanded her parent's restaurant to give catering to workers.

Source: BNP2TKI (2012), <http://www.bnp2tki.go.id/berita-mainmenu-231/6174-lina-marlina--kisah-manis-tki-sukses-di-singapura.html>, [online, 13 July 2014];

Indopos (2014) <http://www.indopos.co.id/2014/02/belajar-di-sela-sela-kerja-kini-sukses-usaha-kuliner.html> [online, 13 July 2014]

### **3.1 Potential Benefits Brought by the Return Migrants**

International migration theories highlight the potentials for return migrants to be actors of change. With skills and experience abroad they can participate in development at the local level. However, this potential can only be materialized with the support of reintegration programs. Casarino (2004:1) wrote the importance of 'preparedness by mobilizing resources', namely human capital, financial, and social capitals.

#### **Human capital**

Ammassari and Black (2001) mentioned pessimistic view about new skills gain from overseas work for those engaged in low grade position in industry, for example operators of mass-production machines.

However, Smoliner *et al* (2012: 43) underlined that the migrants were able to improve their skills upon return. This is true not only for high skills and students with Slovak nationals who went to UK but also for low skilled workers with routine jobs. The study also found that the migrants their present status and income are improved due to their overseas experience. Again this is applicable to low skilled migrants. Thus, even short term staying abroad has potentials for economic benefit back home.

In general, previous literature has not been exploring the experiences of return migrants in re-entry to labour market. It is still interesting to identify whether the returnees are able to access formal jobs or are they locked in informal ones. Also, to what extent they can apply and benefit from the skills and experience they gained from their former jobs abroad.

## **Financial capital**

As mentioned before, the impact of return migration in relation to development has been heavily explored in terms of financial capital. This includes remittances sent to family while the working overseas and the savings kept by the migrants and brought home upon return.<sup>15</sup>

Similar with remittances, savings are one of the potentials, not only for consumption, but also for investment in housing, education, healthcare, as well as seed capital for business development and further employment generation at the local level. Russel (1992) quoted by (Ammassari and Black, 2001: 27) said that savings of the return migrants are important contributors to 'multiplier effects' which can lead to increased growth. Houses constructed by the migrants upon return are not necessarily conspicuous consumption. They can uplift the social status of the migrants and can give better access to financial resources such as loans.

Although some problems might arise from savings as it can lead to decrease in competitiveness of export and increase in import (ILO, 2004), it is clear that in the context of developing countries, savings can always play a positive role in development. However, the return migrants have to be given appropriate information about possible productive investment. This aspect deserves adequate attention from policymakers so as to realize their full potential.

## **Social capital**

One important capital usually neglected when discussing about resources a migrant possibly has is social capital. Social capital is wealth potentially derived from social relations (Ammassari and Black, 2001: 29). Social capital is built upon the components of 'mutual obligations and expectation, norms of reciprocity, trust, and solidarity'.

Willoughby and Henderson (2009:8) stated that the importance of social capital is rarely acknowledged although the accumulation and the application of human and financial capital transfer would not be possible in the absence of social capital. They urged that social network ensure successful investment in the home country as well as continued relationship with the host country. Networks both in the origin and destination country facilitate economic transactions between nations while the migrant is abroad. Thus, these networks are of great value prior to and during migration cycle, and upon return. Quoting Iredale (2003), Willoughby and Henderson (2009:9) argued that the presence of such networks account for the fact that migration is also possible option even for the poorest.

Ammassari and Black (2001: 29-30) clearly differentiated between social capital and social capital transfer. The first is 'the extent of participation in network and the resources derived from such participation'. Meanwhile the latter is 'the competence that people acquire in building and nurturing interpersonal relations and social ties in varied socio-economic, cultural and political contexts'. Such competence includes 'language, skills, the ability to interact and work with people of different cultures, and the familiarity with norms, customs and values'.

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<sup>15</sup>Some scholars, for example Ammassari and Black (2001) strictly differentiate between remittances and savings.



### **3.2 Return Migrants and Labour Market**

Bringing different forms of capital with them, the return migrants can participate in labour market: self employment as well wage employment. From self employment, the business can potentially grow to generate further employment. Meanwhile, other migrants might need certification of their skills and language proficiency so that they can be more competitive in entering wage employment.

Previous literature on re-entry of returnees to wage employment in the case of low skilled returnees has been limited. In Egypt, McCormick and Wahba (2001) demonstrated that higher skilled returnees to Egypt have higher probability for wage employment over self-employment. This is also true for Pakistan as they command higher wages in the labour market (Ilahi, 1999).

Furthermore, if the self-employment is differentiated between own-account business owners - who do not hire non-household labour -- and entrepreneurs who hire paid labour from outside household, then lower skilled shows higher tendency to set up own-account business while those with secondary or tertiary education are the ones who have the ability and/or means to establish entrepreneurs. This is the main finding from the study conducted by Piracha and Vadean (2010) using Albanian data.

### **3.3 Social cost of migration<sup>16</sup>**

Labour migration does not only bring about different forms of capital. It also results in social costs in terms of fractured families and communities. These are by no means insignificant and unfortunately, the effects are almost never gender-neutral. Men migrate overseas leaving their wives to become the household heads. More often than not, these left behind wives do not receive any news from their husbands for years, let alone the receipt of remittances. In extreme cases, the husbands bring their new wives with them upon their return. On the other hand, when the mothers migrate, they leave more serious consequences for the families, particularly for the children. The fathers are not prepared to assume the responsibilities of the mothers giving rise to the problems of neglect, drop out of school, health and even abuse.

### **3.4 Conceptual Framework for Comprehensive Reintegration Programs**

Conceptual framework on comprehensive reintegration programs is constructed based on three major conditions of the migrant workers upon return and in the context of Indonesia. The first group is the migrants who are able to complete their job contract without any problem. These migrants do not encounter difficulties to claim their rights with any party overseas. The second group is the migrants who are the victims of abuse physically and psychologically abuse. Additionally, migrants might face employment related problems with the employers or the insurance company. The third are the migrants – both the “successful” ones and the victims – who run into problems with their family back home. There are quite some cases where the female migrants get rejected by the community when they return pregnant or bring offspring of former relationship.

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<sup>16</sup>Focused Group Discussion with female migrants in Kabupaten Blitar (23 June 2010), Kabupaten Ponorogo (30 June 2010), Kabupaten Lombok Barat (23 October 2010), Kabupaten Lombok Tengah (30 October 2010)

Comprehensive reintegration encompassing social, economic and cultural programs are designed to address the specific needs of each group. “Successful” returnees are empowered with access to self employment and wage employment. Self employment starts with being own account workers without hiring non-household employees. However, as the business grows the possibility is open to be entrepreneurs who hires paid non-household employees. In other words, the returnees could contribute to generate employment at the local level. Contribution of the returnees to creating employment opportunity is possible owing to human, financial, and social capital that the returnees gained from working abroad. This is also true for wage employment. The returnees can exploit different forms of capital to compete in formal labour market. Many Korean companies are interested in hiring the Indonesian returnees from Korea who master Korean language and are familiar with culture, and work ethic of Korea.

Reintegration for self employment program should at least consist of three main components: (i) awareness and interest building; (ii) skills training; (iii) access to finance. The first component aims at information dissemination about self employment, such as what to prepare if one is willing to start business at home, and how to save money. The awareness and interest building is to be given prior to migration. The skill training includes business managerial as well as technical production. Last but not least, access to finance is given so that the returnees can get support from financial intermediaries at the local level.

Meanwhile, reintegration for wage employment is started with assistance to get certification of language proficiency and skill competence. Furthermore, a regular job fair should be held linking the foreign companies and the returnees.

Reintegration for victims of physical and psychological abuse, victims of human trafficking is more complex. The victims should get appropriate medical treatment at the hospital as well as further healing process from trauma center. These victims as well as other migrants facing unfair employment condition such as unpaid wage, lack of medical insurance coverage while working abroad should also be assisted in claiming their rights from the employers or the insurance companies.

It is also important to act upon reintegration for the returnees with family and community related problems. Programs such as counseling and mediation will help the migrants to reconcile and get solution to these social and even cultural problems.

Follow up actions within reintegration measures are: (i) mediation for the returnees with family related problems; (ii) litigation and legal assistance for victims of abuse and those who need to claim their rights; (iii) policy advocacy aiming at improving the governance of international migration.

Eventually, having finished the therapy and treatment and, hence, getting through with the social and cultural problems, the return migrants can continue to get economic assistance just like the “successful’ migrants.

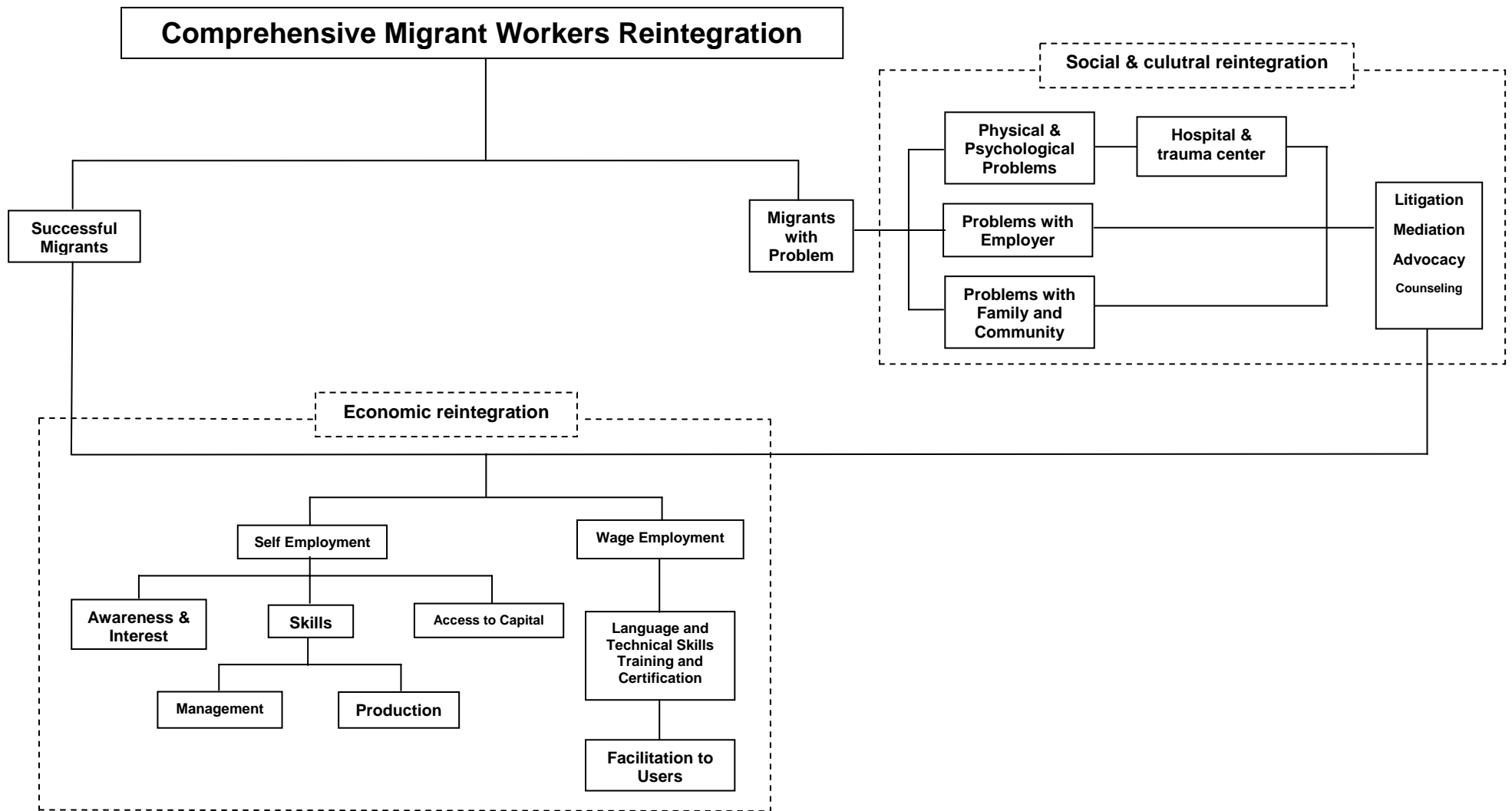


Figure 4. Comprehensive Reintegration Framework

## IV. MAPPING OF REINTEGRATION INITIATIVES BY VARIOUS STAKEHOLDERS

The reintegration strategies that we proposed in previous chapter is the ideal framework Indonesia should use in handling return migrants and enabling them to make best use of the capitals they bring home. The framework is derived from theories as well as the assessment of the existing reintegration programs carried out by four main parties: government agencies, NGOs, business communities, and donor institutions.

At the initial stage, we identified at least eleven stakeholders as the key informants at the national level. Those stakeholders represent both program outlined in the framework and four main parties mentioned above. We found out that only one stakeholder could isolate their program to target the return migrants. Also, majority of stakeholders understood the main characteristics of circular migration where the returnees could decide to continue re-migrating. Taking this into consideration, their reintegration programs do not particularly target the returnees, but also prospective migrants, their families, and even the migrant communities. Thus, although the program is intended to reach the return migrants, in practice they cover broader than just the returnees. Also, majority of the stakeholders focus on one specific reintegration aspect but cover social, cultural, as well as economic.

Differences and similarities are clear in some existing programs. One particular program might be planned and implemented one program involving various parties. At the same time, some programs might also be interconnected as the sub programs are executed by various stakeholders. Some programs concentrate on more than one aspect of reintegration allowing us to map not only the program but also the sub programs.

Based on the mapping activities, we found that majority of the stakeholders implement economic reintegration focusing on self employment. Skills improvement is implemented by seven stakeholders. Each stakeholder might emphasize production skills or managerial skills in their programs. Meanwhile raising awareness and interest is introduced by five stakeholders in their programs. In this sub program, BNP2TKI, for example, start both of its regular programs (financial literacy and development of migrant source villages) with raising awareness and interest of the migrants that they have to opportunities to have their own business once they return from overseas. Moreover, there are five stakeholders whose programs focus more on increasing access to capital. In this sub program, the Ministry of Manpower and Transmigration give seed capital with operational schemes through two programs: Undergraduate Manpower Utilization and Labour Intensive Program.

Furthermore, social and cultural reintegration is also addressed differently by at different stakeholders. Six stakeholders have their own approaches and concepts in giving assistance to return migrants facing social and cultural programs, but majority apply preventive approach by strengthening capacity of the community while the rest apply curative approach through giving assistance and mediation.

Majority of programs handle physical and psychological problems facing the return migrants. This is also included in general program such as advocacy and community strengthening. Meanwhile, the Ministry of Social Affairs provides shelter for protection and trauma healing specifically for migrants with physical and psychological problems.

Meanwhile the return migrants with economic related problems are assisted by three stakeholders. Their programs in addressing this issue are not regular. Rather, they are temporal program that reactively responded to the request of the return migrants. These economic related problems are faced by migrants who are heavily indebted or migrants whose insurance claims have not been settled by the company.

One of the focuses which are given little attention is economic reintegration that gives the return migrants access to wage employment. Only one stakeholder addresses this issue, namely Human Resources Development Services (HRD) of Korea. The HRD Korea gives certification to the return migrants in terms of language skills. It, however, does not provide certification on technical skills.

In this mapping, we know range of problems that require further attention by exploring the existing programs which have been provided by various stakeholders. We know that through social and cultural reintegration, the shelter for physical and psychological healing is still lacking. Efforts to tackle return migrants' problems with family and community systematically is not sufficient. Meanwhile assistance for economic reintegration in which the human capital brought by the return migrants could be made best use of is focused more on creating entrepreneurs. Potentials to participate in wage employment have not been well taped although we also know that not all of the return migrants have the interest and talent to be entrepreneurs.

Above all, we recognize that this mapping activity is still far from exhaustive. There are still other programs both at the national and regional levels that have not been included here. However, with the framework we provided, future exploration and inclusion would be possible.

## 4.1. Government

### ❖ The Ministry of Social Affairs

Directorate of PSKTK-PM (Social Protection for Violence Victims and Migrant Workers)  
Office Complex of the Ministry of Social Affairs, the Republic of Indonesia  
Building A 3<sup>rd</sup> Floor  
Jalan Salemba Raya No. 28, Jakarta

The Ministry of Social Affairs (MOSA) through the Directorate of Social Protection for Violence Victims and Migrant Workers (PSKTK-PM) has been carrying out two programs in its efforts to reintegrate return migrants with problems. The PSKTK-PM Directorate was established in 2001 after the revival of the Social Affairs with the responsibilities of conducting policy formulation and implementation, preparing norms, standards, procedures and criteria as technical and evaluation guidance for violence victims, including migrant workers. In addition to that, Directorate of PSKTK-PM is also a member of coordination team responsible for organizing the repatriation of migrants with problems, in particular those deported from Malaysia.<sup>17</sup>

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<sup>17</sup>Regulation of the President of the Republic of Indonesia No. 45 Year 2013 about Coordination for the Repatriation of Indonesian Migrant Workers

## **Profile of Reintegration Program**

### **Programs Conducted**

The program that has been carried out by the MOSA is domestic or transnational repatriation of migrants with problems from the arrival point to their province of origin. Special circumstances apply here are (i) natural disasters, plagues, wars in the destination countries; and (ii) massive deportation from the destination countries; (iii) the destination countries do not protect the migrants. The deportation usually happens when the respective migrants do not have work permit and/or legal documents

The costs for repatriation come from national budget in accordance with the responsibilities and functions of each of the ministries/institutions. In this case, the MOSA is responsible for repatriation costs which include transportation, food, clothing, and allowances of migrants with problems from the arrival point to their home province. The repatriation from the home province to the residence of the migrants becomes the responsibility of their respective regional government.

There are two reintegration programs for migrants with problems organized by the MOSA, in which they are carried out within one program channel. Those programs are:

(i) Shelter for protection and trauma healing (RPTC, Rumah Perlindungan dan Trauma Center). The form of protection developed by the Directorate of PSKTK-PM is by giving service of bio-psychosocial therapy and trauma healing through RPTC before the victims return to their families. The Protection Home is an institution that was established in 2006 aiming at providing a place and giving initial protection assistance to victims before being referred to other institutions that are considered able to give more proper services. The Trauma center is an institution that becomes the center of suppression (alleviation or removal) of traumatic condition experienced by the victims or their families as a result of violent acts. The services in the RPTC are given by professional team that consists of social workers, counselors for migrant workers, psychologists, doctors, nurses, religious leaders, and legal force. After victims are pronounced to have recovered and be able to socially function again, then services in the RPTC are terminated. The termination is done in the form of reintegration of the victims to their families through counseling from the social workers. Reintegration is carried out whenever the family addresses' have been found and the families are ready to accept the victims to live with them again.

(ii) Productive Economy Activities (Usaha Ekonomi Produktif, UEP). Another form of protection given by this directorate is UEP which is carried out after the services following recovery from the RPTC. UEP is a series of activities that aims at increasing the access to economic resource of the victims. Having followed the UEP program, the victims are expected to be able work productively, to have their own business, and increase their welfare. The stages of the UEP program include (i) verification of economic activities of the migrants with problems; (ii) coaching on economic and technical guidance; (iii) provision of seed capital for economic activities practices of Rp3 million (equivalent to USD250); and (iv) monitoring of economic ventures.

### **Program Goals**

The objectives of the RPTC and the UEP are: (i) to provide protection and psychosocial services to the victims of violence; (ii) to give access to information and advocacy services,

social protection, psychosocial recovery, and reintegration; (iii) to accelerate the recovery of social condition of the victims; (iv) to change the mindset of the victims of violence and the PM (migrant workers), and; (v) to give motivation and raise awareness that welfare can only be achieved through self efforts (MOSA, 2012).

## **Parties Involved**

So far, the RPTC has not been working alone in carrying out its responsibilities. Some parties are involved in technical-related activities, such as making referral of the victims, fetching the return migrant with problem upon arrival, making the record and documentation of the victims in case they face legal charges, etc. Other stakeholders involved in the RPTC services are PT. DAMRI, PT. PELNI, the Ministry of Health, the IOM, and social affairs offices at the regional areas. Since the MOSA is also a member of the National Task Force of Prevention against and Tackling of Human Trafficking Criminal Act which are chaired by the Coordinating Ministry for People's Welfare, the implementation of RPTC is indirectly supported by the Ministry of Women Empowerment and Child Protection, the Ministry of Foreign Affairs, and the Ministry of Home Affairs.

## **Profile of Program Targets**

The RPTC accepts all victims of violence, from within the country as well as the overseas. It gives priority to the victims who are come from lower-middle class. The problems accommodated by the RPTC range from being exploited, being unpaid, being abandoned, or expelled, or being victims of fraud and extortion. The victims can also be physically or sexually abused by the employers or by the private recruitment agencies or even by fellow migrants resulting in psychological, social and psychosocial trauma. The RPTC does not accept all troubled migrant workers from all age groups.

Meanwhile, the UEP is intended for former victims of violence as well as for prospective migrants eligible to pass the poverty criteria. The UEP targets return migrants at their productive age, namely between 18 and 55 years old. Those below 18 years old will be returned to their respective parents/caretakers.

## **Program Area Coverage**

Currently, the Social Affairs Ministry has two units of RPTCs: one is located in Jakarta and the other one in Tanjung Pinang. In other regions, the RPTCs are run using funding from provinces. Since not all regional governments have an RPTC, the ones without RPTC usually work together with the NGOs related to victims of violence. In year 2012, the MOSA provided some funds to 6 provinces (Riau, Palembang, NTB, NTT, Bau-Bau, and Gorontalo) to establish an independent RPTC.

### **❖ The National Agency for the Placement and Protection of Indonesian Migrant Workers**

Jalan. MT. Haryono Kav. 52  
Jakarta

The National Agency for the Placement and Protection of Indonesian Migrant Workers (BNP2TKI) is a Non-Ministerial Government Institution in Indonesia that has the function of implementing policies in the field of placement and protection for Indonesian Migrant Workers overseas in a coordinated and integrated manner. The members of this agency

include representatives of relevant government offices, and this agency is directly responsible to the president. Based on the Presidential regulation No.81/2006, the main duties of the BNP2TKI are: (i) conducting placement based on written agreement between the Indonesian Government and the Government of the destination countries to ensure legal status of the migrants in the destination countries; (ii) providing services, coordinating, and conducting monitoring over: documents; final pre-departure briefing (PAP); problems settlement; funding sources; departure to repatriation; quality enhancement of the prospective migrants; information; quality of the private recruitment agencies, and welfare improvement of the migrants and their families.

## **Profile of Reintegration Program**

### **Program Conducted**

Being one of the main actors in the management of migrants, BNP2TKI has been implementing several activities concerning return migrants: some are regular dan some irregular ones. The irregular activities include (i) coaching activity for therapy and healing to return migrants with problems in Kabupaten Parepare, South Sulawesi. This activity was guided by key source persons from relevant offices, including the banking industry; (ii) entrepreneurship education activity for 30 return migrants in Kabupaten Bantul, the province of Yogyakarta from October 5 to 7, 2013, which was held with the cooperation of PT Indofood that aimed at giving training to return migrants so that they are able to recognize and to directly carry out practices on entrepreneurship. During the education period, the return migrants were trained to make foods from flour as its main ingredient based on seven recipes. These are among others noodles, bread, *mantou* bread, and several kinds of cookies.

The regular program held by the BNP2TKI is the empowerment for return migrants post employment empowerment program that includes financial literacy activity in order to make use of remittance for productive activity, entrepreneurship technical coaching, and is followed-up with the development of migrant source village, such as Wonosobo, Bantul, Garut, and Banjar. There are five focuses emphasized in the financial literacy activity in order to make use of the remittance for productive activities, which are: (i) disseminate information on how to manage remittances; (ii) urge the importance of having savings as an effort to reach financial goal upon return; (ii) provide basic knowledge related to loans as well as information regarding options to loan sources from the banking or other financial institutions which are relatively safe, comfortable, and responsible; (iv) disseminate information on sending remittances and on how to manage remittances properly; and (v) urge the importance of insurance in reducing financial risks before, during, and after the employment period (BNP2TKI, 2011).

### **Program Goals**

The goal of financial education for return migrants, prospective migrants and their families is to enable them to manage the remittances appropriately, along with the management of productive activities in their places of origin. The entrepreneurship technical coaching for return migrants is aimed at enabling them to do business independently and be able to develop their business. The development of migrant source village, which become the venue of the program, the pioneer in developing its region, in order to improve the community's welfare by making use of the potential of the natural resources available in each respective region.



## **Parties Involved**

The programs delivered by the BNP2TKI have been conducted together with several parties, among others the Bank of Indonesia, NGOs such as TIFA Foundation, Donor Institutions such as the Australian Aid, the Japan Sustainable Development Fund (JSDF), the World Bank, the IOM, and private institution (Indofood). The BNP2TKI also works together with relevant offices in the regional area, as well as with banking institutions. Because the programs and activities conducted are varied, the scheme of the cooperation and coordination with each of the respective parties is also varied. The funding of the programs is also varied, some originate from the budget of the BNP2TKI, some are from the Donor Institutions, depending on the cooperation scheme.

## **Profile of Program Targets**

The targets of the reintegration programs are return migrants, both with and without problems. In addition, the programs are also directed to migrant families and prospective migrants. The programs do not target migrants with specific age and gender. For four years (2010-2013), BNP2TKI had empowered as many as 11,792 return migrants. The empowerment of the return migrants—in form of technical coaching activities and financial education—is a program of the National Medium-Term Development Plan (RPJMN) 2010-2014, a second stage of the implementation of the National Long-Term Development Plan (RPJPN) 2005-2025 which is stipulated in the Law No.17/2007. Meanwhile, in year 2014, the BNP2TKI directed TKI empowerment program to 4,500 people with a target of 2,300 people attending the financial education program and 2,200 people in the entrepreneurship technical coaching (BNP2TKI 2013).

## **Area Coverage**

The programs and activities conducted by the BNP2TKI have been covering all regions in Indonesia, particularly those in the work area of the provincial BP3TKI, which are Aceh, North Sumatra, Riau, South Sumatra, Riau Islands, Jakarta, West Kalimantan, West Java, Central Java, Yogyakarta, East Java, Banten, East Kalimantan, South Kalimantan, NTB (West Nusa Tenggara), NTT (East Nusa Tenggara), Bali, North Sulawesi, West Sumatra, and Lampung. The BNP2TKI programs and activities are also carried out at central level by inviting return migrants from regional areas.

### **❖ The Ministry of Women Empowerment and Child Protection**

Menara Merdeka, 9<sup>th</sup> Floor  
Jalan. Budi Kemuliaan  
Jakarta Pusat

The Ministry of Women Empowerment and Child Protection (the PP and PA Ministry) especially the Deputy of Women Protection Sector, in which case, Assistant to Deputy of Women Worker Protection has three strategies in the efforts to solve problems concerning migrant workers in Indonesia, which are prevention, handling, and empowerment. Out of the three strategies, the PP and PA Ministry has several programs, such as policy preparation as well as its socialization and advocacy, policy implementation facilitation, module creation, etc. However, the program that is sustainably carried out and directly leads to a form of empowerment of the migrants, return migrants, and their families is the Fostering the Families of Migrant Worker Program (Bina Keluarga TKI, BKTKI). Based on the Regulation of the Minister of PP and PA No. 20/2010, the BKTKI program is an effort made by the

Government, the Regional Government, community, and the business world, by empowering the economy, maintaining harmony, and protecting the children of the migrants, in order to ensure family cohesiveness and welfare.

## **Profile of Reintegration Program**

### **Activities Conducted and Their Goals**

The BKTKI Program has been implemented since year 2010 and has continued ever since. The birth of this program was because of the initiative of the PP and PA Ministry in order to look into the root of problems facing migrants. In its study in several provinces, the PP and PA Ministry views that the migrants and their families in the migrant source areas encounter the following problems: (i) management of remittances; (ii) family cohesion; (iii) children left behind who do not receive sufficient care. These findings were conveyed by the PP and PA Minister to the President in the Cabinet Meeting at Tampak Siring Palace, Bali in Year 2009. The President then issued the Instruction No. 03/2010 about Equitable Development Program. In the Presidential Instruction, the PP and PA Ministry received the mandate to carry out a program that could solve the problems found earlier. The PP and PA then formed the BKTKI Program, which was installed in the PP and PA State Ministerial Regulation No.20/2010 about General Guidelines to BKTKI and Technical Manual for implementing the BKTKI Program.

As for the stages in the implementation of BKTKI Program, they are as follows: (1) rallying commitment and understanding through advocacy and socialization for all stakeholders; (2) forming task force at District Level with the District Head Decree whose members are government offices, private sector, NGOs, and other community elements (involvement of sub-district heads, village heads, along with their instruments); (3) having task force facilitate the formation of BK-TKI groups at sub-district/village/urban village;(4) having task force carry out activities in order to empower the economy of families, improve family security and fulfill children's rights; and (5) monitoring and evaluating.

The formulation of the work plan is done by the PP and PA Ministry with relevant ministries such as the Manpower and Transmigration Ministry, the Cooperatives Small and Medium Enterprises (UKM) Ministry, and the Religious Affairs Ministry to discuss steps to take after the task force in the regional areas are formed. This is like what was done on May 24,2014 the other day; these three ministries formed a work plan, in which result stated that starting that year, there would be new mentored groups formed in Ngawi, Magetan, West Lombok, and Central Lombok. In the first year, there would be groups formed in target areas by the PP and PA Ministry. In the second year, the Manpower and Transmigration Ministry would give trainings on economy and coaching on entrepreneurship to those groups. Later, in the third year, the UKM Ministry would give capital as well as counseling for the already formed business groups.

The program advocacy as well as the formation of task force at regional government level aims at creating a means to rally the regional government support for this program. Thus, the sustainability of the program can be guaranteed or even be replicated by other regions, at least among regions within one province. The formation of mentored groups in target areas cannot be separated from the role of the regional government and other elements that belong to the task force. The task force provides data about the condition of the migrants and the potentials that are available in their places of origin, and it then chooses a region directly, up to village

level, deciding which one deserves to receive treatment. In the selected village, based on the number of migrant families, mentored groups will be formed.

Treatment given is directed towards the focuses of economic empowerment, coaching on family security, and on children rearing pattern. In terms of economic empowerment focus, the mentored groups are given trainings and coaching on economic and entrepreneurship fields by the Manpower and Transmigration Ministry with an objective that each of the families of the migrants can be an independent family economically. Later on, the already formed business will be given capital by the UKM Ministry. In the family security focus, the groups will be coached by the people from the Religious Affairs Ministry and by the local religious leaders to improve the spiritual and mental health of the migrants and their families. This kind of coaching aims at reducing the risks of having family problems arising from family head being migrant worker. The religious approach is considered most suitable to prevent things that disturb the harmony of the family, such as divorce and affairs that often happen in TKI families. The focus on child rearing pattern coaching is delivered by the PP and PA Ministry itself, to be exact the office of the Deputy Minister for Child Protection and the Office of the Deputy Minister for Child Growth and Development. This coaching aims at guarding the rights of children, such as the rights to education and nutritious intake.

### **Parties Involved**

The parties involved in the BKTKI Program, in addition to the Manpower and Transmigration Ministry, the UKM Ministry, the Religious Affairs Ministry, are the Social Services Ministry, the BNP2TKI, and several NGOs in the regional areas that are concerned with migrant issues. One of the NGOs that has been most active is the Indonesia Migrant Laborers Union (SBMI) of Kabupaten Wonosobo and Kabupaten Lombok Timur branches. Meanwhile, the funding of the program originates from each of the ministerial budgets as well as from the APBD of the Regional Working Unit (SKPD) in each region, in accordance with the assigned area for each of the work focuses. For example, the funding of the program advocacy, Task force formation, and mentored group formation is from the PP and PA Ministry; the business capital funding is from the UKM Ministry or UKM Offices in the regional areas; meanwhile the funding for entrepreneurship training and mentoring is from the Manpower and Transmigration Ministry or the Manpower Offices in the regional areas.

### **Profile of Program Targets**

The BKTKI Program targets migrant families in migrant source areas, both families of migrant as well as those of return migrants. There is no treatment difference in terms of regular or irregular migrants. People who are interested in becoming the participants of this program should be at least 18 years old, because they are considered mature enough to receive coaching. In this program, female returnees or female family members are prioritized. In every village, there are groups formed with members of a maximum of 20 people per group.

### **Area Coverage**

Since 2010, this program has been conducted in 22 districts/municipalities out of around 140 districts/municipalities of migrant source areas. The selection of the initial 22 regions was based on the number of TKI in these respective regions. This program will continually be carried out both on the initiative of the central government in this case the PP-PA Ministry and on that of the regional government (provinces and districts/municipalities). The 22 areas are as follows:

- |                              |                           |
|------------------------------|---------------------------|
| 1. Kabupaten Lampung Selatan | 12. Kabupaten Belu        |
| 2. Kabupaten Wonosobo        | 13. Kabupaten Indramayu   |
| 3. Kabupaten Banyumas        | 14. Kabupaten Sukabumi    |
| 4. Kabupaten Cilacap         | 15. Kota Cirebon          |
| 5. Kabupaten Kendal          | 16. Kota Serang           |
| 6. Kabupaten Brebes          | 17. Kabupaten Tulungagung |
| 7. Kabupaten Lombok Timur    | 18. Kota Malang           |
| 8. Kabupaten Sumbawa         | 19. Kabupaten Blitar      |
| 9. Kota Gowa                 | 20. Kabupaten Banyuwangi  |
| 10. Kabupaten Sinjai         | 21. Kabupaten Buleleng    |
| 11. Kabupaten Bulukumba      | 22. Kabupaten Konawe      |

### ❖ **The Manpower and Transmigration Ministry**

The Directorate General of Placement Development  
Office of the Manpower and Transmigration Ministry, Building B 4<sup>th</sup> Floor.  
TMP Kalibata No. 17 - Jalan Jendral Gatot Subroto Kav. 51, Jakarta

The Manpower and Transmigration Ministry with its function as the regulator and executor in the field of manpower, through the Directorate General of Domestic Employment Placement Development has the responsibility to formulate and implement policy and technical standardization in the field of labor market development, domestic employment development and placement. This Directorate General was established on the initiative of the Manpower and Transmigration Ministry through the Regulation of the Manpower and Transmigration Minister No. PER. 12/MEN/VIII/2010, which referred to the Presidential Regulation No. 47/ 2009.

### **Profile of Reintegration Program**

#### **Program Conducted**

The Directorate General of Placement development has several regular programs in order to reduce unemployment rate in various regions of Indonesia. These programs were designed to target the migrant source areas instead of the return migrants and migrant community per se. These regular programs include:

- (i) Undergraduates manpower Utilization (TKS). In this program, the undergraduates that have the potential and high motivation to serve the people are recruited, trained and then assigned for two years to become mentors for community business groups that are participants of the job opportunity expansion programs, such as labor-intensive program, effective technology application program, and entrepreneurship activities that are directly developed by the Manpower and Transmigration Ministry.
- (ii) Productive Labor-Intensive Activity (PPP), New Entrepreneurship (WUB), and Effective Technology (ITG). These three activities are carried out in one program package, namely Labour Intensive Program. These activities are conducted to empower the community according to their needs with certain priorities and criteria that are adapted to the regional economic condition. The productive labor-intensive activity will be continued with the establishment of economic entrepreneurship groups that are expected to continually

develop and formalized in the form of cooperatives or economic ventures. For the business that requires technology application inside, then trainings on technology applications that are appropriate with the business and local area condition will be given. Through this TTG application then the business' added value can increase and generate more business profit. The TTG consists of trainings on equipment and equipment assistance, technology prescription, as well as chemical substances that can increase business productivity.

### **Program Goals**

The goals of the implementation of the programs are, (i) empowering community in order to develop economy of the people through activities that have productive business characteristic by utilizing the potential of the Natural Resources, Human resources, and Technology; (ii) Creating new business actors that can create independent job opportunities, and new employment for job seekers in poverty pockets, and;(iii) increasing the productivity of business ventures that have been or being established.

### **Parties Involved**

In the implementation of these programs, the Manpower and Transmigration Ministry coordinates with several relevant ministries, particularly those that deal with migrant issues, such as the PPPA Ministry and the UKM Ministry in the BKTKI Program, as well as the BNP2TKI, and the regional government. In addition, the Manpower and Transmigration Ministry is also open to cooperation with the communities and NGOs that are concerned with poverty alleviation and empowerment issues.

### **Target Profile**

The targets of the programs in general are the unemployed and the half-employed, as well as those who have small business ventures but require assistance. Gender composition is not a requirement in these programs. There is no age limitation prerequisite in this program, except for the undergraduate manpower empowerment program that requires undergraduates to become mentors.

### **Area Coverage**

This program is actually directed to all parts of Indonesia, especially those identified as poverty and migrant source areas, such as West Lombok, Ngawi and Magetan.

#### **❖ The National commission on Violence against Women**

Jalan. Latuharhari No. 4B, Jakarta  
Ph: 021-3903963 | Fax: 021-3903922  
Email: [redaksi@komnasperempuan.or.id](mailto:redaksi@komnasperempuan.or.id)

The National Commission on Anti-Violence against Women (Komnas Perempuan) was founded in year 1998 based on the Presidential Regulation No.181/1998 that was later renewed by the Presidential Regulation No.65/2005. The *Komnas Perempuan* is a National Institution for Human Rights that has independent characteristic. According to the regulation, the *Komnas Perempuan* was established with goals to: (i) spread understanding of all forms of violence against women that occur in Indonesia; (ii) develop enabling condition for

elimination of all forms of violence against women in Indonesia, and; (ii) improve efforts to prevent and handle all forms of violence against women and women rights protection.

The *Komnas Perempuan* views that violence against women is the embodiment historical inequality in power relationship between men and women and is a structural obstacle for the realization of social justice, peace and sustainable self-development. Violence against women has been a phenomenon for a long time, even though every period of time showed its own uniqueness following the social, political, economic, and cultural condition applied at the time. (*Komnas Perempuan*, 2014).

## **Profile of Reintegration Program**

### **Program Conducted**

The *Komnas Perempuan* has been involved in the handling of the issues of migrants with problem, in which most of them are women. There are several programs and activities organized by the *Komnas Perempuan* which are related to the issues, both temporal and regular. The temporal activities are among others: (i) administrative support to refer migrants with problems, such as those who are abused, raped, or passed away, to the Foreign Affairs Ministry, the Manpower and Transmigration Ministry, and the BNP2TKI; (ii) advocacy to the government for improvement of placement and protection policy; (iii) handling of the post-repatriation by the BNP2TKI. One of these activities was conducted in December 2013 following massive repatriation from Saudi Arabia. The *Komnas Perempuan* saw that repatriation from the government has not been sufficient to guarantee the sustainability of the life of TKI in their places of origin.

Meanwhile, the regular program conducted between the periods of 2011-2014 was “Enhancement of Migrant Workers Recovery System” Program. This program was carried out to improve the handling of the migrants with problems which were still sporadic, not comprehensive, and not based on the victims’ perspective. In this program, there are seven activities carried out, namely: (i) information and counseling provision; (ii) legal case handling and assistance at every migration stage; (iii) health service, especially that of reproductive health, including HIV and AIDS; (iv) trauma handling; (v) provision of facilities for migrant workers with disabilities; (vi) social reintegration, family and community acceptance, and; (vii) economic empowerment

Before being implemented in target location, the program has to go through program designing stages, which are : (i) initial mapping; problems and programs and migrant recovery policy, at national and local level (provinces and districts) including having dialogs with victims; (ii) joint documentation of problems and cases of migrant workers; (iii) formulation of recovery concept and mechanism; (iv) formulation of academic script as well as designs of regulation and laws on recovery, and; (v) policy advocacy for the regional government and the DPRD together with the community and partner organizations.

### **Program Goals**

The Recovery System Development program for Migrant Workers has three goals that it wants to reach, which are: (i) providing recovery mechanism for migrant workers that become the victims of violence, and human rights violation; (ii) ensuring guarantee and legal umbrella for the running of the recovery mechanism, and; (iii) establishing service network, including civilians, the government, and victims, that is responsive to the handling of cases of and

counseling for migrant workers, and; (iv) providing victims and their families with information about the recovery system and services for migrant workers that become the victims of violence.

### **Parties Involved**

The *Komnas Perempuan* has been conducted programs and activities within the issues of female migrants that involve relevant governmental institutions such as the BNP2TKI, the Manpower and Transmigration Ministry, the Foreign Affairs Ministry, and also non-governmental institutions such as the TIFA Foundation. Particularly for the Recovery System Development for Migrant Workers Program, the *Komnas Perempuan* involves the local governments, *Sanggar Suara Perempuan Soe* (South Central Timor), the Chair of PKK (Family Welfare Movement), and the local NGOs. This program has received funding support from the United Nation Population Fund (UNFPA).

### **Target Profile**

The temporal activities that are conducted by the *Komnas Perempuan* are targeting all female migrants who experienced violence and human right violation. There is no age requirement in the handling of the problems of migrants with problems. Meanwhile, the Recovery System Development for Migrant Workers Program targets prospective female migrants and their families who become victims of violence, human trafficking, and other human right violations. The program is directed, individually as well as collectively, to those suffer from damages, including physical and mental wounds; emotional suffering, economic loss or substantial destruction against their fundamental rights, through acts of or ignorance towards human rights violation.

### **Area Coverage**

The activities to handle female migrants with problems were conducted by the *Komnas Perempuan* in all regions in Indonesia. Meanwhile, since 2011-2014 the Recovery System Development for Migrant Workers Program was only carried out in Kabupaten Timor Tengah Selatan: a kabupaten which is considered to have serious problems in human rights violation against female migrants.

## **4.2. Non-governmental Organizations**

### **❖ Women's Solidarity for Human Rights**

National Secretariat

Jalan Siaga II RT.002 RW.005 No.36, Pasar Minggu, Jakarta

Ph: 021-79183108, 79181260, 7987976 | Fax: 021-7981479

Email: [soliper@centrin.net.id](mailto:soliper@centrin.net.id)

The Women's Solidarity for Human Rights (SP) is an organization that focuses on efforts to protect women in Indonesia. Since majority of the migrants are women, they become targets group of the SP activities. SP has around 700 active members all over Indonesia with around 10 communities (branches) in various regions. Out of ten SP communities, there are five communities located in migrant source areas and therefore they focus on migrant issues. Besides working with the communities, SP also has two Migrant-Laborer communities in Karawang and Cianjur which are formed from numerous organizational activities conducted by SP.

## **Profile of Reintegration Program**

### **Program Conducted**

Just like other NGOs, the Women's Solidarity for Human Rights focuses on programs and activities such as: (i) community organizing through capacity strengthening and enhancement of SP activists to do the works that encourage protection for Migrant Laborers and their families; (ii) advocacy that aims at encouraging improvement of government regulation in the field of manpower, particularly that concerning migrant workers; (iii) campaigns that aim at providing and raising public support on major issues about migrants, and; (iv) legal assistance and counseling for migrants to get their rights.

### **Program Goals**

The major goals of the implementation of the programs and activities conducted by SP within the focus of women Reintegration are: (i) building feminist movement based on female migrants (including prospective and return migrants) as well as their families to fight against gender inequality and poverty; (ii) encouraging female migrants to face vulnerability to unsafe migration process, human trafficking, as well as HIV/AIDS and being able to build consolidation among SP communities and their members, (ii) encouraging the emergence of leaders of migrant laborers that are capable and active in promoting migrant laborers' protection; (iv) encouraging changes in the government policy and program at various levels as an instrument of protection assurance for migrant laborers and their family members, and; (v) growing public support at local, national, regional, and international levels to collaborate to protect female migrants from human trafficking, HIV/AIDS (Women's Solidarity for Human Rights, 2013)

### **Party Involved**

To encourage advocacy of the rights of migrant laborers and their family members, SP oftentimes work together with a network at local, national, regional, and international levels. SP works together with *Yayasan Pulih* and *Rumah Sakit Polri* to refer migrants with problem that need certain assistance, especially that of psychology recovery. SP also frequently coordinates with the IOM, the Foreign Affairs Ministry, the BNP2TKI, and the Manpower and Transmigration Ministry in handling legal cases facing the migrants.

From the funding side, SP has several principles, among others that: SP cannot receive fund from debts (international financial institution), as well as from companies that commit violence and rights violation especially that of women's and from companies as well as parties that harm the environment. SP has joined Asian CARAM (Coordination of Action Research on AIDS and Mobility), which is a network that is concerned with the health issue of the international migrant laborers. SP also receives funding from ABAROLI's (The American Bar Association Rule and Law Initiative) international development program that promotes the development of legal institution and sustainable community by establishing collaboration with several countries and from Global Fund for Women that undeniably supports women organization and activities.



## Target Profile

In accordance with the organization's basic idea, SP always targets the female migrants: prospective, return migrants, and their families. There is no age requirement to join the programs conducted.

## Area Coverage

The programs and activities are conducted all over Indonesia. However, SP usually makes use of its extension in regional areas (communities), such as: *SP Bungong Jeumpa Aceh* (Banda Aceh), *SP Palembang* (South Sumatra), *SP Kinasih* (Yogyakarta), *SP Jabotabek* (Jakarta), *SP Anging Mammiri – Makasar* (South Sulawesi), *SP Kendari* (South East Sulawesi), *SP Palu* (Central Sulawesi), *SP Sumbawa* (West Nusa Tenggara), *SP Mataram* (West Nusa Tenggara), *SP Sintuwu Raya Poso* (Central Sulawesi). Thus, the programs and activities that it has have been conducted in those work areas. Especially for migrant laborer issues, SP's work areas are among others: Makassar, Palu, Kendari, Mataram, Sumbawa, Lampung, Karawang, and Cianjur.

### ❖ The Center for Indonesian Migrant Workers

Jalan. Bumi Raya V No. 45  
Duren Sawit, Jakarta Timur 13044  
Ph: 021-86600229, 86615199  
Fax: 021- 86615199  
Email: cimw@cbn.net.id; pmkhkbpjkt@gmail.com

The Center for Indonesian Migrant Workers (CIMW).is an organization under the Urban Community Mission (PMK) of HKBP Jakarta. The CIMW is an organization that shows concern to migrant issues that are excluded from the development process. This program has been implemented for almost 32 years with a focus on community-based society development at migrant source areas. The CIMW focuses on efforts to develop rural community, farmers, laborers, fishermen, and merchants. Today, through its activities, the CIMW encourages the migrant community to access assistance from the central government. The CIMW is supported by activists, communication workers, and pro-bono advocates. The CIMW membership is open and non-discriminative, so that it will be a democratic organization that is not affiliated with political parties, government institutions, military, and discriminative organization.

## Profile of Reintegration Program

### Program Conducted

There are several activities that are conducted by the CIMW. Firstly, training, in this focus, the CIMW conducts activities such as: (i) trainings for paralegal, (ii) trainings on HIV AIDS and Human Trafficking, (iii) trainings on business, economy, and finance (iv) capacity building. The modules for the trainings are made by the CIMW itself. Secondly, advocacy, in this focus, CIMW establishes a crisis center with trauma healing (counseling) and legal counseling for migrants with problems, such as unpaid wages by the employers, etc.

In its program implementation, the CIMW focuses more on community building concept with a goal to provide social preparation and empower community so that it will be more independent in overcoming problems that it faces. To activate a community, the CIMW in average needs one month for all activity stages available. Up to present, the CIMW keeps

monitoring the development of the community that has been established. The monitoring is done by directly contacting the mentors in various regions. In addition, the CIMW also conducts routine visits to numerous regions in need.

The CIMW also initiated the establishment of the IMWU (Indonesian Migrant Workers Union) or Indonesian migrant worker alliance in Hong Kong. In addition, the CIMW, also initiated the establishment of cooperation among dioceses in Tanjung Selor, Flores, and Sandakan, Malaysia. These three dioceses are expected to be able to coordinate to give protection to migrants who are members of church congregation.

### **Program Goals**

The CIMW's great purpose is to conduct reintegration programs, so that the return migrants are able to overcome their problems independently, as well as to organize themselves in fighting for justice and welfare.

### **Parties Involved**

The involvement of other parties in the programs as well as activities conducted by the CIMW is very limited. The CIMW has been moving alone and rarely cooperates with the government as well as other NGOs. Meanwhile, the CIMW's coordination with the regional governments is done by facilitating meetings between regional governments and the community that aims at introducing the regional governments' programs to the community. This activity is usually conducted at the initial stage of a program implementation in the form of open public discussions.

Even though it does not involve a great number of other parties in implementing its programs, the CIMW owns a work network that is quite wide overseas both with the government( embassy and general consulate), as well as with similar NGOs in Malaysia, Hong Kong, Taiwan, and Korea.

### **Profile of Program Targets**

The CIMW also chooses the form of community empowerment in groups or community at TKI pockets. This is because the CIMW considers empowerment in groups is more effective in reaching the objectives desired (decided). The CIMW moves and starts community empowerment when it is requested by a certain community. Usually, troubled TKI that have been helped by the CIMW, are asked to be coached in matters of economic empowerment. Therefore, there is no requirement about gender and age as long as they are in need of an empowerment program

### **Area Coverage**

All this time, the CIMW focuses on areas that are considered as poverty pockets and migrant source areas. However, the CIMW is not able to cover all parts of Indonesia. Instead, it conducts the program based on request from the respective communities. The areas that have become the places of CIMW activities are Ponorogo, Madiun, Blitar, Sukabumi, Karawang, Indramayu, Batubara, Deli Serdang, Percut (North Sumatra).

In all regions that have been empowered, the CIMW sees characteristics of each of the regions, among others: (i) Batubara, North Sumatra, the case of human trafficking entering

Malaysia illegally (ii) Cintatayan, Sukabumi, the case of women migrant workers who became rape victims of their employers that resulted in the birth of mixed middle eastern-Indonesian offspring.

### 4.3. Private Institutions

#### ❖ The Human Resource Development Service of Korea

Wisma Korindo 9<sup>th</sup> Floor  
Jalan MT. Haryono Kav. 62, Jakarta  
Ph: 021-7918-6012, 6014 | Fax: 021-7918-3618

The Human Resource Development Service of Korea (HRD Korea) is an organization of the government of South Korea that manages the field of employment development nationally, as well as internationally. The Korean HRD plays a role in managing the national human resources, cooperating with the business community in the area of sustainable competency development, workers' qualification management, overseas (migrant) workers' management and counselling, international cooperation, as well as skill promotion and competition in employment sector. The Korean HRD, working together with the BNP2TKI, has become the main actor in the placement of migrants in South Korea. The Korean HRD manages the delivery of the preliminary selection of the workers, the awarding of employment contract, up to protection during the employment in South Korea.

#### Profile of Reintegration Program

##### Program Conducted

The Korean HRD takes the initiative to conduct an event for the placement of Korean return migrants in Korean companies in Indonesia. There are two reasons behind this activity. Firstly, there are many Korean companies in Indonesia that experience difficulty in communicating with their employees who do not speak Korean; hence those companies want workers that are fluent in Korean. Secondly, there are many return migrants from Korea who are still jobless in Indonesia.

Since 2012, the Korean HRD in Indonesia has been conducting free training program for six weeks for Korean return migrants. The Korean return migrants who are interested can come directly to the training location in *Graba Insan Cita Depok* building or for future participants who live outside Depok, the application form and the documents needed can be sent via post. The Korean HRD has been organizing this training twice with a number of 120 participants in year 2012 and 90 participants in 2013. For six weeks, the participants (return migrants from Korea) are given trainings containing subjects on computer, Korean, Quality Control, and Office Administration. In addition, participants are also provided with course books, accommodation during the training, consumption, and dormitory to stay during the training. At the end of the training, a kind of job fair is held participated by around 30 Korean companies in Indonesia; thus return migrants that become the training participants can directly apply for a job at those companies.

The return migrants from Korea who do not have the chance to join the training but want to work for Korean companies in Indonesia, can contact the Korean HRD. If the criteria meet the needs of the Korean companies in Indonesia, the Korean HRD will recommend the respective return migrants to Korean companies in Indonesia that need them.

## **Program Goals**

The training and recruitment programs conducted by the Korean HRD aim at becoming the media or intermediary between the Korean companies in Indonesia and the return migrants from Korea who want to work for Korean companies in Indonesia. The return migrants from Korea who do not have any job in Indonesia are expected to be able to work in the respective Korean companies with their work experience in Korea, which hopefully helps overcome communication problems at those companies. The return migrants accepted at Korean companies are expected to work as office workers, translators, and also middle manager (supervisors, foremen, group leaders)

## **Parties Involved**

In the implementation of the training and recruitment program, the Korean HRD works together with several parties, among others: the Korean Embassy, Seoul *Kyunghee* Technical College, *Graba Insan Cita* Training Centre, and the BNP2TKI. The cooperation with the BNP2TKI is limited only to program publication, to have the program posted on the official website of the BNP2TKI. Meanwhile, in the organizing of the job fair, the Korean HRD works together with the Korean Shoes Industry Association, the Korean Garment Industry Association, Inni-Bz Group, and the Korea Trade-Investment Promotion Agency.

## **Profile of Program Targets**

This program is eligible for return migrants from Korea who never lived without legal documents in Korea, and who are not applying to work in Korea again. Thus, the program is not eligible to those who are waiting for their re-entry working visa as well as those who are preparing themselves to take special Computer Based Test for Employment Permit System. The return migrants with a record of working without proper documents are not allowed to join this training and cannot be employed by the Korean companies in Indonesia. There is no gender prerequisite in this program. Young return migrants are prioritized in the selection process of this program.

After running for two years, there have been 210 return migrants from Korea who joined this program, Out of 120 participants in year 2012, as many as 118 people passed and those who were employed by Korean companies in Indonesia were as many as 39 people; meanwhile in year 2013 the number of participants that passed was 89 out of 90 participants and those who were employed were as many as 46 people.

## **Area Coverage**

This program does not limit the places of origin of the return migrants as long as they meet the requirements. The return migrants coming from all over Indonesia can participate in this program.

#### 4.4. Donor Institutions

##### ❖ TIFA Foundation

Jalan Jaya Mandala II No. 14E  
Menteng Dalam, Jakarta  
Ph: 021-8292776 | Fax : 021-83783648  
Email: public@tifafoundation.org

The TIFA Foundation is a grant giver organization that works to promote open society by playing an active role in strengthening the civilian community in Indonesia. The foundation that was established at the end of year 2000 keeps sharpening its focus to guard the democracy process in Indonesia. After encouraging the democracy transition and democracy consolidation in the previous years, since year 2012, TIFA Foundation has dedicated itself to put forward quality democracy in Indonesia.

#### Profile of Reintegration Program

##### Program Conducted

As an organization that is concerned with efforts to strengthen civil community, the TIFA Foundation has a big program that focuses on efforts of empowerment and strengthening of prospective migrants, return migrants, and their families. That program is conducted through community based organization (CBO) scheme or community-based empowerment and organizing. CBO involves local partners/NGOs that are specially trained by TIFA Foundation to become paralegal (legal counsel) and also parafinance (financial counsel). The existence of CBO has been considered to have an additional value because it is closer to the local community. Through CBO, the protection and handling of migrants' problems will suit the existing local policy more. The monitoring of CBO's performance in this program is done directly by TIFA Foundation. However, it is still through coordination with the local partners.

The abovementioned programs are titled "Poverty Alleviation through Safe Migration" which is conducted between 2012 and 2014 and "Empowerment of Migrant Workers and their families at Their Places of Origins" between year 2010 and 2013. Both programs have different sources of funding and region focuses. These two programs have several activities components, which are:

(i) *access to finance* This activity is in the form of training on financial management and entrepreneurship which are given by the parafinance. The training on financial management is given to the prospective migrants, return migrants, and their families. The prospective migrants and their families are expected to be able to prepare immigration well before departure. Meanwhile, the return migrants and their family are more directed to being able to manage household finance wisely (smart spending) and to avoid consumptive behavior. In the entrepreneurship counseling, the return migrants are given mentoring to start a business, as well access to information about credits that can be used to support it. Each of the activities has different focuses, but they complement one another because of their related characteristic. Therefore, both are implemented simultaneously in one package.

(ii) *access to justice* This activity includes policy advocacy at local level and counseling for return migrants with problems. The basic idea of this activity is on how to fill the regulation gap in the national policy. For example, in Regulation No.39/2004, the mediation process is not elaborated further. The TIFA Foundation fills that gap by encouraging the role of the local government in the decentralization of migrants' protection. One of which is through case

handling, by making standard operational procedures for case handling in local area. In the making of this SOP, TIFA often conducts discussion with the BNP2TKI, the BP3TKI, the Manpower Office, and the village actors in East Nusa Tenggara (NTT) and West Nusa Tenggara (NTB). The expected goal to reach with the making of the SOP is maximizing the roles of relevant apparatus in the village and sub district to accelerate the completion of a case. On the other hand, the procedures of reporting the case and duration of the case will be clear. This is important to reduce cost of handling the problems. Legal counseling such as advice and guidance for migrants with problems will be given by paralegal available inside every mentored community. This includes the provision of information on how to take care of work insurance, and to demands for rights. The handling of a case at village level is expected to run more effectively because the ease of access for migrants with problem can be more guaranteed.

Still related to access to justice activity, particularly regarding the implementation of Poverty Alleviation through Safe Migration between 2012 and 2014, the TIFA Foundation also develops a special website to evaluate the performance of PPTKIS (recruitment agency). The website's address is [www.pantaupjkti.buruhmigran.or.id](http://www.pantaupjkti.buruhmigran.or.id). The migrants can complete a questionnaire about the performance of PPTKIS. To ensure that the migrants submit true information and that they do not violate the legal aspects under Law of Information and Electronic Transaction, a filter is established in which the migrants have to fill in identification, passport number, and etc. This website is planned to launch in June 2014. After 500 reviews (questionnaires) are received, the overall data will be processed and analyzed. The results will be conveyed to the government.

(iii) *adoption of model*. Slightly related to the policy advocacy activity at local level, the component of model adoption activity encourages a bigger role of the local government, for example by the making of local regulation as the local instrument for protection. One of the local regulations that has been formulated is the village regulation in one of the mentored villages in NTB. The existence of this village regulation has significantly helped the village apparatus to protect their people by managing the inflow and outflow of the migrants in their respective villages. For example, the village regulation prohibits mothers who are still breastfeeding, couples who just got married, and mothers who have toddlers to work overseas. This village regulation is considered as an instrument of protection at the community level.

## **Program Goals**

To outline, the goal of the programs and activities conducted by the TIFA Foundation is to build critical power and people's activeness in groups in order to fight for their rights as citizens. In terms of finance and economy, the migrant community is expected to be independent so that they can reduce their probability of returning to working overseas. Meanwhile, in regards to legal justice, community is expected to be able to have their rights in accordance with the applied legal regulation. Through this program, the TIFA Foundation also aims at reducing the legal loophole and gap that happens in this country by directly bringing protection closer to the people at village level.

## **Parties Involved**

In its program and activities, the TIFA Foundation besides taking the role of the grant maker also becomes the activity executor. The funding of the programs and activities are by DFAT for "Poverty Alleviation through Safe Migration" program between year 2012 and 2014.

Meanwhile, with a work area having a different program, “Empowerment of the Migrant Workers and their Families at their Place of Origin”, between year 2010 and 2013, the fund was from the World Bank and the Japan Sustainable Development Fund (JSDF).

In its program implementation, the TIFA Foundation often involves outside parties, both from the government circle such as the BNP2TKI, the Manpower and Transmigration Ministry, Bappenas, the Foreign Affairs Ministry, the local Manpower Office, as well as the NGO circle, such as ADBMI (East Lombok), *Koslata* (Mataram), *Delsos Larantuka* (Flores), *Rumah Perempuan* (Kupang) and PPSE Atambua (Atambua).

### **Profile of Program Targets**

In the programs and activities conducted by TIFA Foundation, there are criteria that have to be fulfilled by the migrants who wish to be involved. In the activities, the migrants that can be involved are return migrants who own a business, families as well as prospective migrants. In the implementation of this program, it is mandated that the involvement of women must be at least 30%. However, in reality so far, women’s involvement has been more than 50%.

### **Area Coverage**

The work area of TIFA Foundation actually covers all regions in Indonesia. However, for these programs and activities, the work area is divided to two according to the funding sources of the programs and activities. Under the funding of DFAT, TIFA Foundation conducts a program in 10 villages in East Lombok, Mataram, Flores, Kupang, and Atambua which are the migrant source areas. Meanwhile, under the funding of the World Bank and the Japan Sustainable Development Fund (JSDF), the programs and activities are conducted in 90 villages in Cilacap, Indramayu, and Banyuwangi (TIFA Foundation, 2013)

#### **❖ The International Labor Organization**

ILO Jakarta Office  
Menara Thamrin Lantai 22  
Jalan M.H. Thamrin Kav. 3, Jakarta  
Ph: 021-3913112

Established in 1919, the International Labor Organization (ILO) is responsible for promoting the rights at the workplace, encourages the creation of decent work, enhance social protection and strengthen dialogue on work-related issues. The ILO is the only agency of the United Nations that bring together governments, employers and workers in “tripartite social dialogue” to prepare policies and device programs on labor and manpower. (ILO, 2013)

Currently, the ILO is focusing on encouraging and giving counseling to 10 members of ASEAN countries in order that they can develop a good system and mechanism for migrant workers within the ASEAN region. Thus, the ILO assists in the management and manpower data division from each of the countries, to exchange and to get benefits from the available data. The ILO also helped the formulation of complaint mechanism concerning migrant workers that can be used in ASEAN countries. This is because there is quite frequent interaction among ASEAN countries in terms of migrant workers deployment.

## **Profile of Reintegration Program**

### **Program Conducted**

So far, the ILO has often been involved in the delivering of various reintegration programs and activities. However, ILO does not directly deliver those programs and activities, but instead involves NGOs in local regions (local partners) and also the government (national partner) that are concerned about migrant issues in Indonesia. The program that has been delivered by the ILO, for example: (i) advocacy and counseling for the improvement of policies on migrant labor and workers in domestic sector; (ii) global campaign on national ratification of the ILO Convention No.189; (iii) enhancement of community and government awareness over issues of migrant workers through media and social campaign, and ; (iv) improvement of the capacity of migrant workers, their families, NGOs and the government for the betterment of migrant workers system.

The programs that directly target the migrants, return migrants, and their families are programs of capacity enhancement. In this focus, there are several activities, among others: (i) financial training, and; (ii) economic empowerment. In financial training, the ILO and NGO partners frequently deliver financial literacy for migrants; return migrants, and their families. This activity intends to enable each migrant community to make use of the remittance received from working overseas for things that are more productive and possess economic value. In economic empowerment, the ILO encourages and facilitates the delivery of entrepreneurship training activity for each migrant community. The concept called *start your own business* has a manual and standard operational procedures that were formulated by the ILO in Geneva.

Outside empowerment program, the ILO also once involved indirectly in the provision of physical facility, which is the building of shelters for TKI in Batam, which was initiated by the local NGO partner. In that shelter, various types of therapy, treatment, and training for return migrants are provided.

### **Program Goals**

There are three major goals that have been supported by the ILO in implementing its programs and activities, among others: (i) combating discrimination and exploitation against TKI, especially those against domestic workers, both in Indonesia as well as in destination countries; (ii) promoting TKI empowerment and protection by establishing partnership with various stakeholders, and; (iii) assisting efforts of the government to strengthen protection for TKI as well as to fight against forced labor and human trafficking.

### **Parties Involved**

As mentioned earlier, the ILO involves many local partners and national partner in its programs and activities. From the NGO element, the ILO has involved the central and regional SBMI (Indonesian Migrant Workers Union), *Migran CARE*, Workers Union, and *Kopbumi* (Consortium of Advocates of Indonesian Migrant Workers). The ILO also often works together with the government circle, such as the Manpower and Transmigration Ministry, the BNP2TKI, the Agency for the Service, Placement and Protection of Indonesian Migrant Workers (BP3TKI) in regional areas, and the Foreign Affairs Ministry.



## Profile of Program Targets

The programs and activities supported by the ILO all this time target migrants, return migrants, and their families. The ILO itself never prerequisites gender proportion and age limitation in each of the program focuses, but this can always be done by the local and national partners that are involved.

## Program Area Coverage

All this time, the programs and activities organized by the ILO cover all parts of Indonesia. However, there are several regions that have been decided to be the ILO's work locus, among others, Lampung, Central Java, West Java, and East Java.

### ❖ The International Organization for Migration

IOM Indonesia  
Sampoerna Strategic Square North Tower Floor 12A  
Jalan. Jend. Sudirman Kav. 45 – 46, Jakarta  
Ph: 021-5750914 | Fax: 021-5750801

Established in 1951, the International Organization for Migration (IOM) is an intergovernmental organization that focuses on issues of international migration and works together with the governments, inter-governments, or non-governmental partners. With 155 member countries, 12 supervisory countries, and offices in 100 countries, the IOM dedicates to promote humane and orderly migration for the interest of all parties. This is achieved by providing services and guidance to the governments and migrants. The IOM works to help guarantee migration management that is humane and orderly, to promote international cooperation in the issues of migration, to assist in the search of practical solution to migration issues, and to provide humanistic counseling for migrants who need it, including refugees and people banished from their home countries (IOM, 2013)

## Profile of Reintegration Program

### Program Conducted

The IOM is a donor institution that has made great contribution through various programs and activities that are conducted together with the government as well as NGOs. In particular, the IOM is often involved in governments efforts towards a more sustainable migration law enforcement, and counseling for the migrants who become the victims of human trafficking, through therapy, treatment, direct loan provision program as well as reintegration coaching for victims of human trafficking which is done internally and externally (IOM, 2013). There are three regular programs conducted by the IOM in efforts to reintegrate return migrants, among others:

(i) facilitation in the involvement of human trafficking victims in formal and informal education. The IOM plays a role in referring the victims of human trafficking to the government in order to give assistance and access to the victims in formal or informal education. This is because there are many of the victims of human trafficking that are still of school age.

(ii) income generating utilities. In this movement, the IOM works more frequently with partner NGOs spread in various parts of the region. Since 2005, approximately there are 80

NGOs in Indonesia that have been active in initiating and guiding the efforts on economic empowerment. This assistance is usually not in the form of money, but instead in the form of goods in order that business sustainability can be guaranteed. The IOM also emphasizes more on efforts to empower economy in groups, so that the mechanism of monitoring and control can be easily carried out and the sense of belonging of the members can be guaranteed as well. The results from the economic empowerment carried out in groups are also more effective than that carried out individually.

(iii) vocational training activity. The IOM facilitates trainings for individuals and groups according to the field desired by the community.

### **Program Goals**

There are three goals that the IOM wants to reach in the implementation of the program and activities it organizes, which are that: (i) the victims of human trafficking, who are still at school age can get equal rights to education just like other citizens, so that their future can be guaranteed; (ii) return migrants in the community can be independent economically; thus this can prevent them from returning to work overseas, and; (iii) the migrants who are victims of human trafficking have skills in the field of their interest, in order that they are more ready to enter the domestic job market.

### **Parties Involved**

In delivering its programs and activities, the IOM frequently works together with the local NGOs and also the government. The NGOs that have been involved are among others the SBMI, *Forum Warga Buruh Migran* of Cirebon, *Garda Buruh Migran*, and *Advokasi Buruh Migran* in East Lombok. Meanwhile, the government institutions that have been involved are among others the BNP2TKI, the Manpower and Transmigration Ministry, the Foreign Affairs Ministry, and the National Education Ministry.

### **Profile of Program Targets**

The IOM gives assistance to victims of human trafficking whenever it receives referral from both individuals and NGOs. In providing its assistance, the IOM does not prerequisite certain criteria for the individuals or communities it supports. As long as the concerned party is the victim of human trafficking, the IOM will provide assistance. Until year 2013, there are around 5,000 individuals that have been referred to the IOM by partner NGOs. However, only around 3,780 victims have been assisted. Around 70% of the number is the victims of worker trafficking and forced labor, occurring within the country and overseas. Meanwhile, 90% of these workers are women and around 24% is under-aged children, most of whom are girls. (IOM, 2013)

### **Area Coverage**

The programs and activities conducted by the IOM target all victims of human trafficking in Indonesia without limitation to certain regions. All victims of human trafficking from any region will be given assistance; for the regions that are quite from the location of the IOM in Jakarta, in order to get referral, cooperation with local partners is required. So far, referrals that come to the IOM have been mainly from Java, Sumatera, NTT, and NTB; thus, the programs and activities are directed to those regions.

## V. CONCLUSION AND POLICY RELEVANCE

From the literature review, we found that return migration has not been intensively discussed in migration development nexus. Furthermore, exploration on return migration focuses only on the reality of the developed countries covering the skilled migrants or the permanent migrants who return voluntarily. For developing countries like Indonesia, the return migration is far from voluntary as the migrants are almost all contract overseas workers with low skills. Further studies are necessary to fill in wide gap of knowledge in the area of return migration of this type.

We found that there is no one-size-fits-all theory for return migration in Indonesia. From our review, it is clear that the relevant theories explaining the context of Indonesian return migration is the combination of New Economic Labour Migration and social network approach. In this context, the migration pattern is circular where the return is certain and so is the re-migration. This background poses challenges in designing reintegration programs. The programs might not be sustainable as the returnees might decide to re-migrate.

However, this does not reduce the relevance of having reintegration programs. For one thing, reintegration in the context of circular migration serves as the option to re-migration. This means, it can potentially unchain the cycle of ever-lasting migration. For another thing, reintegration is a package in which safe migration measures should be intensively disseminated giving more information to the migrants so that they re-migrate more safely in the next migration cycle. This is extremely important for low skilled migrants. Thus, reintegration can serve as an instrument to reduce the rate of forced migration while developing the economic, social, and cultural potentials of the return migrants who want to stay put.

Many returnees, particularly the victims of emigration and those having family-related problems encounter difficulties in reintegration because the reintegration is simply non-existent in the policy framework. They exist as initiatives of individual organization and hence, they are understandably sporadic and insufficient. The returnees also face difficulties participating in labour market either for self employment (own account workers or entrepreneurs seeking for investment opportunities) or formal wage employment. Because of this, the returnees cannot see other alternatives of livelihood but re-migration.

Strategies and initiatives for comprehensive reintegration should be present before the migrants even leave their home countries so that the migrants are well prepared about what they are going to do after the end of the migration cycle. This serves as precondition in which the migrants do their best in mobilizing human, financial, and social capitals. The comprehensive reintegration strategies and initiatives have to be incorporated into development planning, particularly for migrant source districts.

However, reintegration initiatives are not exclusively the task of the government. Non state actors, such as non-government organizations, the international donor agencies, and private sectors should work together for more significant impacts. Cooperation among various stakeholders that implement different forms of reintegration initiatives would be highly recommended. At the same time a growing number of self-help groups, savings groups and cooperatives in migrant source villages are of great potentials to implement the reintegration projects. To ensure full participation of the returnees and their families, these reintegration initiatives are best conducted at the village levels.

From stakeholder consultation we found that reintegration initiatives have been held not exclusively for the returnees but also for their family members as well as the prospective migrants. This is so because in migrant source villages, almost all families ever involve in migration. They had migration experience and are probably will re-migrate in the future. This finding, again, confirms the relevance of reintegration program in the context of circular migration.

It is now clear that the reintegration of the return migrant workers must be a national policy concern and should be incorporated in the revised version of the forthcoming law on protection of Indonesia migrant workers. At the same time, the Ministry of Manpower and Transmigration has launched the roadmap in which the government vows to achieve zero informal migrant workers by 2017. Hence, clear measures should exist where migrants can see non-migration livelihood possibilities.

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