

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



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SMERU RESEARCH REPORT

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for Low-Skilled Migrant Workers in Indonesia**

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We hope that this report will be useful for different parties interested in designing and implementing programs related to the reintegration of 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 loved ones back home and struggle overseas for the future of their families.

ABSTRACT

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 is largely considered to be limited to remittances. This is reflected in the Indonesian analogy of migrant workers as “remittance heroes,” emphasizing the financial capital sent by workers back home. This paper tries to enlarge the conceptualization of migrant workers to include all forms of human, financial and social capital. It starts with a discussion on return migration theories and considers them in the context of Indonesia. Circular migration poses a challenge as it does not guarantee the sustainability of reintegration. At the same time it raises the importance of reintegration strategies in which safe migration measures could be extensively implemented. We construct a conceptual framework within which return migration is framed more comprehensively, to address the various social, economic and cultural impacts of migration. Based on a series of in-depth interviews and stakeholder consultation, we document a range of reintegration programs. We find that regardless of their absence in policy frameworks, reintegration activities have been initiated in practical ways by various stakeholders. These activities have so far been demand based, sporadic and insufficient. We conclude the paper by underlining the 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>Bina Keluarga Tenaga Kerja Indonesia</i>	Fostering Indonesian Migrant Workers' Families
BNP2TKI	<i>Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia</i>	National Agency for the Placement and Protection of Indonesian Migrant Workers
BP3TKI	<i>Balai Pelayanan Penempatan dan Perlindungan Tenaga Kerja Indonesia</i>	Service Center 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 Labour Organization
IOM		International Organization for Migration
JSDF		Japan Sustainable Development Fund
Kemensos		Ministry of Social Affairs
NE		neoclassical economics
NELM		New Economics of Labor Migration
NGO		Nongovernmental Organization
PKK	<i>Pembinaan Kesejahteraan Keluarga</i>	Family Welfare Movement
PP-PA	<i>Kementerian Pemberdayaan Perempuan dan Perlindungan Anak</i>	Ministry for Women's Empowerment and Child Protection
PSKTK-PM	<i>Direktorat Perlindungan Sosial Korban Tindak Kekerasan dan Pekerja Migran</i>	Directorate for the Social Protection of Violence Victims and Migrant Workers
RPJMN	<i>Rencana Pembangunan Jangka Menengah Nasional</i>	National Medium-Term Development Plan
RPTC	<i>Rumah Perlindungan dan Trauma Center</i>	Protection Home and Trauma Center
SBMI	<i>Serikat Buruh Migran Indonesia</i>	Indonesia Migrant Laborers Union
SKPD	<i>satuan kerja perangkat daerah</i>	regional working unit
SP	<i>Solidaritas Perempuan</i>	Women's Solidarity for Human Rights

TKS	<i>tenaga kerja sarjana</i>	undergraduate labor utilization
TTG	<i>teknologi tepat guna</i>	effective technology
UEP	<i>usaha ekonomi produktif</i>	productive economic venture
UKM	<i>usaha kecil dan menengah</i>	small and medium enterprises
UNFPA		United Nations Population Fund

EXECUTIVE SUMMARY

Introduction

The development impact of migration has been widely recognized in terms of the potential of remittances in reducing poverty. However, this is not the only benefit of migration. Return migration also offers positive contributions despite limited coverage in migration literature. Besides, existing literature focuses more on developed countries where the return of high-skilled migrants will result in brain gain. Otherwise, it covers the voluntary return of permanent migrants. This is different from the context of Indonesia, where migration is dominated by low-skilled workers with two or three year contracts and, thus, are certain to return.

Many scholars are not convinced that the return of these low skilled workers can have a significant impact on the development of the origin country. However, successful return migrants—particularly those from East Asia—demonstrate development potential at the local level. They are able to come home with a lot of savings. Working overseas, therefore, adds value in terms of their human, financial, and social capital.

It is therefore important for migration stakeholders, particularly governments, to be prepared with reintegration programs so that both types of return migrants—the successful and those experiencing problems—are handled well so that the development impact can be maximized.

This paper has three objectives. First, it draws attention to and provides a better understanding of the importance of linking the processes of return migration and development. It does so by reviewing return migration theories that attempt to explain 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—conducted by nongovernmental organizations, and donor agencies—that promote successful reintegration in Indonesia.

Findings

Comprehensive Reintegration Framework for Migrant Workers

A conceptual framework of comprehensive reintegration programs is constructed based on three major situations faced by migrant workers upon return, in the context of Indonesia. The first group consists of the migrants who are able to complete their contract without any problems. The second group consists of the migrants who are the victims of physical and psychological abuse. Additionally, migrants in this group might face employment related problems with employers or insurance companies. The third group constitutes the migrants—both the “successful” ones and the victims—who run into problems with their family back home.

Comprehensive reintegration encompassing social, economic, and cultural programs should be designed to address the specific needs of each migrant group. Returnees without problems overseas should be empowered with access to self-employment and waged employment opportunities. Self-employment starts with own-account work without hiring nonhousehold employees, but when successful can lead to employment for others and in this way, returnees could contribute to the generation of employment opportunities at the local level. The contribution of the returnees to the creation of employment opportunities is made possible by the human,

financial, and social capital that the returnees gain from working abroad. This is also true for waged employment. Returnees can exploit different forms of capital to compete in the formal labor market. Many Korean companies are interested in hiring Indonesian returnees from Korea who have mastered the Korean language and are familiar with the culture and work ethic of Korea.

Reintegration for self-employment programs should consist of at least three main components: awareness raising and interest building, skills training, and access to finance. Meanwhile, reintegration for waged employment should start with the provision of assistance to obtain certification in language proficiency and skill competence. Furthermore, a regular job fair should be held linking foreign companies and the returnees.

Reintegration for victims of physical and psychological abuse and victims of human trafficking is more complex. The victims should receive appropriate medical treatment at hospital as well as further treatment from a trauma center. These victims, as well as other migrants facing unfair employment conditions such as unpaid wages or denial of medical insurance, should also be assisted in claiming their rights from employers or the insurance companies. It is also important to act upon the problem of reintegration for returnees facing family and community related problems. Programs such as counseling and mediation will help migrants reconcile and resolve these social and cultural problems.

Existing Reintegration Programs

Based on the mapping exercise, we found that the majority of stakeholders implement economic reintegration focusing on self-employment. Skills improvement is implemented by seven stakeholders. Stakeholders might emphasize production skills or managerial skills in their programs. Meanwhile, raising awareness and building interest in economic opportunities is introduced by five stakeholders. The National Agency for the Placement and Protection of Indonesian Migrant Workers (BNP2TKI), for example, starts both of its regular programs with awareness raising among the migrants so that they have the opportunity to start their own businesses once they return from overseas. Moreover, there are five stakeholders whose programs focus on increasing access to capital. In its subprogram, the Ministry of Labor gives seed capital to finance operational costs in two programs: Undergraduate Labor Utilization and the Labor Intensive Program.

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

The majority of programs deal with the physical and psychological problems facing return migrants. This is also included in general programs 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. The returned migrants with economic problems are assisted by three stakeholders. Their programs to address this issue are not conducted regularly. Rather, they are temporary programs in response to requests by return migrants.

One of the themes given little attention is economic reintegration that gives the return migrants access to waged employment. Only one stakeholder addresses this issue, namely Human Resources Development Services (HRD) of Korea, which offers language proficiency certification to returned migrants. However, it does not provide certification of technical skills.

Recommendations

No one-size-fits-all theory for return migration in Indonesia. The most relevant theory explaining the context of Indonesian return migration is a combination of New Economic Labor Migration theory and the social network approach. In this context, the migration pattern is seen as circular, where the return is certain and so is the re-migration. This poses challenges to the design of reintegration programs; the programs might not be sustainable as the returnees might decide to re-migrate.

However, this does not reduce the relevance of reintegration programs. For one thing, reintegration in the context of circular migration serves as an alternative option to re-migration. This means, it can potentially break the cycle of ever-lasting migration. Further, reintegration is a format in which safe migration measures can be extensively disseminated, giving more information to the migrants so that they re-migrate safely in the next migration cycle.

Many returnees, particularly those experiencing problems overseas as well as those having family-related problems, encounter difficulties in reintegration because reintegration is simply nonexistent in policy frameworks. Reintegration is facilitated by the initiatives of individual organizations and hence, it is understandably sporadic and insufficient.

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

I. INTRODUCTION

1.1 Background

For major sending countries like Indonesia, return migration is not a new phenomenon. Every day almost one thousand people come back home from working overseas.¹ In fact, any out-migration is followed by return migration; an integral part of the legal context of overseas employment is that contracts last about 2–3 years. King 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” (2000: 8).

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

However, remittances alone are not the only important link between migration and development. Gains from migration are also evident in the process of return migration. The migrant workers themselves are, importantly, human capital who bring with them financial capital such as savings and social capital, in terms of their foreign and diasporic networks. Development theories of the 1950s and 1960s asserted that return migrants brought new ideas and business skills and therefore they were expected to contribute to modernization of the developing countries (de Haas, 2010).

Unfortunately, exploration of the positive contribution of return migrants to development is still limited, partly due to the fact that overseas migration in most developing countries like Indonesia are dominated by low-skilled domestic workers.³ Meanwhile the literature on return migration is more focused on high-skilled migrants. For example, Dustmann, Itzhak, and Weiss (2011) argued that return migration is a way to lessen ‘brain drain’. For a high proportion of return migrants, the aggregate and per capita output is more likely to increase, which implies a process of ‘brain gain’.

This gives the impression that the concepts of return migration are irrelevant in a context where Indonesian labor migration is dominated by those with low skill levels. Yet, many cases demonstrate how low-skilled migrants become successful entrepreneurs due to their experience, particularly in mastering a foreign language (Hapiji, 2012). Return migrants, with their capacity to become agents of change in their villages, can play an important role in socioeconomic development at the local level.

¹On average, annual number of return migrants between 2006–2013 is about 374,809 people or about 1,027 people per day (BNP2TKI, 2014b).

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

³Willoughby and Henderson (2009:12); IOM (2001:7) doubted that the return of low-skilled workers, such as construction laborers, gardeners, taxi drivers, domestic workers, and entertainment workers could have a significant impact on the development of their country of origin.

However, at the other extreme, it must not be forgotten that low-skilled migrants who usually engage in the so-called 3D (dirty, difficult, and dangerous) types of work are vulnerable to abuse and exploitation. In general, they encounter problems ranging from illness to arbitrary dismissal. (Table 1).

Table 1. Problems Facing Migrant Workers in Eight Major Airports (2010-2013)

Problems related to migrants	Problems related to employers	Other problems
Illness	Problematic employer	Insufficient legal documents
Workplace accidents	Death of employer	Contract inconsistent with work
Abuse, sexual harassment, or rape		Unpaid wages
Pregnancy		Restrictions on communication
Incapable of meeting job requirements		Arbitrary dismissal

Source: BNP2TKI (2014b: 29).

1.2 Problem Statement

The above background highlighted the fact that there is a knowledge gap on the return migration of low-skilled workers. For developing countries like Indonesia, there are many cases where migrants return home with problems that require immediate help and support. Statistics collected from eight major airports showed that no less than 17 percent of return migrants in 2013 experienced problems during their overseas contract (BNP2TKI, 2014). This means that one out of six return migrants in 2013 encountered 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 (2014a); BNP2TKI (2014b: 23–25).

*Return migrants only from Selapajang airport.

However, this leaves 83% of migrants without problems, who come home with hundreds of million rupiah in savings. These “successful” return migrants demonstrate possible development potential at the local level if working overseas adds value to their assets: human capital, financial capital, and social capital. As an example, Table 3 illustrates how much a migrant may earn working abroad. With good management, this amount of money is significant enough not only for their families but also for community 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 (2014b: 20).

It is therefore important for migration stakeholders, particularly the government, to be prepared with reintegration programs so that both types of return migrants—the successful and those experiencing problems—are handled well so that the development impact can be maximized. Simultaneously, reintegration programs are also in line with the policy of the Ministry of Labor, according to which no domestic workers will be sent overseas from 2017.⁴ Having a better reintegration program would definitely help to ease the implementation of this policy.

1.3 Objectives and Methodology

This paper has three objectives. First, it draws attention to and provides a better understanding of the importance of linking the processes of return migration and development. It does so by reviewing return migration theories that attempt to explain 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—conducted by nongovernmental organizations (NGOs), and donor agencies—that promote successful reintegration.

The qualitative aspect of this study started in December 2013. It was preceded by a literature survey on return migration theories and an exploration of concepts of reintegration. Having completed the conceptual framework on reintegration programs, we conducted in-depth interviews 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, the researchers made best use of existing field notes and findings from previous qualitative research conducted by the International Development Research Centre and the Philippine Institute for Development Studies (IDRC-PIDS) in 2009–2011 in which SMERU also participated. This qualitative research took place in East Java, namely in Kabupaten Blitar and Ponorogo and in West Nusa Tenggara, specifically in Kabupaten Lombok Barat and Lombok Tengah.⁵ The method used in that research project was in-depth interviews with relevant stakeholders from the *kabupaten* (district) level through to the village level, and focus group discussions with migrant workers, separated by gender.

This report combines a literature survey of theories on return migration, and also maps out the reintegration programs that currently exist in Indonesia. Certainly, the list is far from exhaustive, taking into account the limitations of the study. Therefore, further expansion of the map to cover programs implemented by stakeholders at the provincial and district level is recommended.

⁴The specific roadmap of this policy could not be assessed publicly. The Ministry of Labor started to reduce the deployment of female migrants working in domestic sphere (informal contracts) since January 2013 and it hopes that by 2017 Indonesia will have stopped sending domestic workers. Instead, deployments will only occur where a formal contract is made, social security is paid by the employers, and the salary is transferred to the bank account of the worker (NakerNews, 2013).

⁵The research project was entitled “International Migrant Workers in a Decentralized Indonesia: A Review of Local Regulations on Migrant Workers”

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 process by which return migration can bring about the development of the origin country. Chapter 3 discusses policy frameworks and the context of reintegration in Indonesia. Chapter 4 provides a detailed overview of the available reintegration programs in Indonesia. Chapter 5 summarizes key findings and discusses the relevance of these findings for policy.

II. RETURN MIGRATION AND DEVELOPMENT: A LITERATURE SURVEY

In a broad-based approach, quoting King (1978: 175), three types of return migration was put forward by King (1986: 5). These types were based on the level of development of countries involved.

Firstly, there are movements of people between countries of roughly equal standards of living and levels of economic development, but with varying demands and opportunities for labor demands and opportunities for labor (e.g., British migration to and from North America and Australia). A second type involves movements of “developed country” migrants back from less developed, often colonial or former colonial territories (e.g., French from Algeria, Belgians from the Congo, British from Kenya, Portugese from Angola, etc.). The third situation, and numerically by far the most important, is the return migration of workers and their families from the more developed industrial countries to the labor supply countries (e.g., West Indians from Britain, Puerto Ricans from the USA, Turks from West Germany, etc.)

The rest of this report, however, will use typology which is drawn from the United Nations Statistics Division’s (UNSD) definition of return migrants. Velizarova (2009: 154) differentiated five types of return migration.⁶ These are: (i) a movement from one country to another and back; (ii) frequent movement from one country to another, as in circular migration; (iii) a return to a country of ancestry after more than one generation; (iv) the return of highly qualified people after working or studying abroad, and (v) the return of retirees intending to spend the rest of their life back home.

2.1 Return Migration Theories

Constant and Massey (2002) suggested that interpretations of return migration differ depending on their theoretical orientation. Five prominent theories that depict motives of return migration will be explored to explain the motives of migrants who decide to go back home (Cassarino, 2004: 2–12).

Neoclassical economics (NE) considers workers to be rational agents who migrate to maximize their income and career opportunities. Within NE theory, migration is modeled as a process of one-trip emigration, where a migrant departs the country permanently. Because of this, NE concludes that those who return are simply the ones who could not make it in the new country. In other words, NE has a negative view of return migration.

Quoting Todaro (1969), Cassarino (2004: 2) wrote 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 a job in the destination country. Therefore, neoclassical economic theories suggest that return migration occurs because of imperfect information about conditions in the destination country, which means that migrants’ expectations are not met in the host country.

In contrast to NE, which takes the individual as the unit of analysis, New Economics of Labor Migration theory (NELM) looks at migration at the household level, where households collectively

⁶According 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.”

struggle to overcome crises in the absence of suitable credit and insurance markets. De Haas, Fokkema, and Fassi (2009) echoed this theory, having argued that a livelihood strategy is used in sending the most appropriate household member to emigrate and come back once the mission has been accomplished. This is another aspect in which NELM differs from NE; the NELM model regards migration as two-way trip, in which return migration is a consequence of a successful plan. In this respect, NELM has a more positive view of return migration.

However, since returnees are viewed simply as “foreign-income bearers”, both NE and NELM only emphasize the economic aspect of return migration. The use of various types of capital—human, financial, and social—back home is outside of their concern (Cassarino, 2004: 4). In addition, both theories focus only on what happens in the destination country, not in the country of origin. De Haas, Fokkema, and Fassi (2009) said that NE considers individual calculation of income and expenditure in the destination country a deterrent to maintaining connections with people back home, as it only increases the cost of working abroad. Instead, it is only logical to maintain relationships with people in the receiving country as this will reduce the costs of working and living there. This gap—the lack of discussion about how various types of capital is used in the origin country—is addressed in the structural approach.

Castles and Miller (2009), quoted by van der Heijden (2011: 14) categorized the structural approach as an economic theory, 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 returnees. Differing from both NE and NELM which have definite models of return migration, in the structural approach returnees could be seen as either a failure or a success, depending on the context. Returnees decide to go back home because of their personal experience abroad as well as the social and institutional situation in the origin country. The structural approach focuses on the impact of return on the origin country. The analysis of the structural approach takes place at the macro level, not at the individual or household level, as found in NE and NELM theories. Its focus is on the use of human and financial capital in the home country. The capacity of the returnees to contribute to the development of the home country, however, is strongly influenced by power relations, values and traditions (Cassarino, 2004: 5). In general, the structural approach is pessimistic towards the impact of return migration on the development of the home country.

One of the most important scholars within the structural approach is Francesco Cerase. In his article focusing on the return of Italian immigrants from the USA in the 1960s and 1970s, Cerase identified four major reasons that migrants return. The first two involve migrants who take blue collar jobs in the destination countries. The first type consists of those that encounter difficulties in their new situation and suffer from prejudice and stereotyping (Cerase, 1974: 249). This group is unable to resolve their problems, leading to their return to their villages. The return of this type is called “the return of failure”. Upon return, this group will accept whatever jobs are available and remain unable to buy land. The immigrants of the second type are able to overcome their problems abroad and manage to achieve economic gains and accumulate savings. However, their mindset is unchanged; they aim to acquire a plot of land back home. In contrast to 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 breaks when they spend periods of 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 group mostly return while they are still of a working age. The third type is the “return of retirement”. The migrants in this group return when they grow sick and need security and have been 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 to return. The fourth type is the return of migrants who believe that they can become agents of change with their new skills and accumulated savings. This type of return is called “the return of innovation” (Cerese, 1974: 254–258). The immigrants of this type aspire to become innovators. Unfortunately, their aspirations are not likely to be realized for two reasons: the economy of their village or town, and the power relations and vested interests of various classes which prevent innovations that could potentially change the status quo.

Bartram, Poros, and Monforte (2014) revisited Cerese’s four types of returnees and classified them into only three categories: (i) the failures and the retirees, who they consider to be one type; (ii) the conservatives who are reluctant to integrate and whose original mindset still the same upon return; (iii) the innovators who gain modern “values and practices” and have a desire to realize them back home but who eventually fail to do so (121–122).

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

Cassarino concluded that the structural approach assumes little interaction takes place between the destination and the origin countries, creating a “structural dichotomy” between the two (2004: 7). This is resolved by the next two approaches to be discussed: the transnational and social network approaches.

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

Social network theory has a common characteristic with NELM in terms of the emphasis on the roles of the family and community in decisions to migrate. Social and financial capital, which are crucial for migration, are provided by family and community. Social networks ensure the process of migration is safer for the migrants.

Social network theory suggests 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 networks operate like “the concept of ‘cumulative causation’” (Massey, 1990: 4–5). 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 group such as diasporic communities. Rather, the links are contingent on the migration experience itself, and are only viable in the destination country.

Different from the economic theories, for example the structural approach, that focus only on economic aspects, in the social network approach the motivation to return is seen to be shaped by social and institutional opportunities back home, which are assessed prior to the decision to return (Cassarino, 2004: 11). In cases where social capital and social structure are inadequate, the presence of social and economic networks will make it possible for the returnees to organize successful return.

The transnationalism approach is derived from social network theory, but argues that linkages go far beyond the 'micro level' and that informal links are sustained by elements of kin and ethnicity; the so-called diaspora (Castles & Miller, 2009 quoted in van der Heijden, 2011: 15). The transnational perspective then deals with the institutional and economic connections—the influential factors for migration mobility—at the international level. In fact, both transnationalist and social network approaches correct the assumptions of the structural approach that divide the world into a dichotomy of core (the “modern” host country) and periphery (“traditional” home country) between which there are only limited linkages.

Quoting Keohane and Nye, Cassarino (2004: 7) said that transnational approaches to migration became more popular with the emergence of this paradigm within international relations theory. Transnational actors include multinational corporations and international NGOs. More relevant in the context of globalization where mobility is no longer an impediment, the transnational approach argues that transnational migrants develop double identities due to strong social and economic links with both their host and home countries.

Unlike other economic theories, the transnational approach does not consider return migration to be constitutive of an end to the migration cycle. Instead, it sees return migration as a part of the whole migration story—a certain stage in the 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 the social network approach. In the social network approach, the returnees rely on information about opportunities from their informal linkages prior to return. In the transnational approach, the migrants ensure the effectiveness of their return by regularly and periodically visiting their home countries.

2.2 Return Migration in the Context of Indonesia

Having surveyed the literature on theories of return migration, we now want to discuss which concepts are best suited to the Indonesian context. The knowledge gap is obvious in regard to the return migration of low-skilled workers, as the majority of the literature is about skilled workers (IOM, 2001; Wickramasekara, 2003; Wiesbrock, 2008). Discussions also deal with return migration from conflict areas such as the Middle East, as in research by van der Heijden (2011), or return migration from the perspective of permanent migration (King and Christou, 2009). Because of this, establishing a specific context for Indonesia is a must.

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

The presence of networks explains much of the continuation of emigration from migrant source areas in Indonesia. Bachtiar (2011) wrote that increasing restrictions, for example moratoria, did little to stop migration, but rather reinforced the reliance on family migration through networks. The phenomenon of a growing list of destination countries over the last seven years is an indication of increasingly dense social networks. As an illustration, in 1994–1998, the destination countries for Indonesian migrant workers only consisted of six countries in Asia and two countries in the Middle East. By 2006, the number had increased to 22 destination countries and an additional 34 destinations were apparent from 2007.

Box 1

Middle East, Malaysia vs. East Asia: Segmented Destination Countries

The choice of destination countries seems to have been fixed for decades. Female migrant workers from West Java, 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 an important determinant of destination countries, particularly for young female migrants. For married women, a written permit from their husband is a must. In areas with a Muslim majority, parents and husbands do not allow women to work in East Asian countries. One respondent said he was afraid that his daughter would not be allowed to pray five times a day as she did back home. He was also concerned about the possibility of eating pork and *nonhalal* food in countries like Singapore and Taiwan (Rocky^a, male, 27 October 2010)

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 a foreign language. Migrants like Saudi Arabia for the religious reason of undertaking the Hajj pilgrim which is very prestigious in the village.

^aNames in this report have been changed.

The process of migration has frequently been a community matter in which 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 networks for decades. In line with Massey's (1990) theory of cumulative causation, migration sustains itself by creating more migration. Other networks involve intermediaries and private recruitment agents, even travel agents. They are responsible for intensifying the perpetuation of migration flows. In general, the role played by intermediary agents is far from negligible. With all these linkages and connections, people's mobility does not stand alone but is 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 returnees do not change traditional values back home; they tend to intensify them. Colton's argument comes from her study on Yemeni return migrants from Saudi Arabia. She found that the returnees cannot ignore the traditions and social relationships, which in turn impedes their ability to become Cerase's type of innovator, which is particularly true for migrants originating from rural areas. Cassarino (2004) said migrants from cities with better 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 in order to adjust their expectations to the behaviors of local societies. Their savings are invested in the construction of big houses and in the purchase of luxury cars, and not in agricultural machinery.

The case studies by Colton (1993) as well as Byron and Codon (1996) are also valid for Indonesia, where a majority of the migrants come from villages. Although the majority of return migrants are able to improve the livelihood of their families, their ability to act as agents of change who are able to bring new ideas from overseas and modernize their villages is limited. In most migrant source areas, the villages were noticeably affected by the mushrooming of newly built modern houses belonging to the returnees.⁷ Despite becoming physically modern, the values in most of these

⁷Focus 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).

villages remain intact, marked by strong patriarchal and traditional values.⁸ Villagers with a strong orientation towards material goods have not been redirected towards educational pursuits. Eventually, these consumption patterns reproduce the need to re-emigrate: the seed of circular migration. Within circular migration, return is a must and re-emigration is most likely to occur.

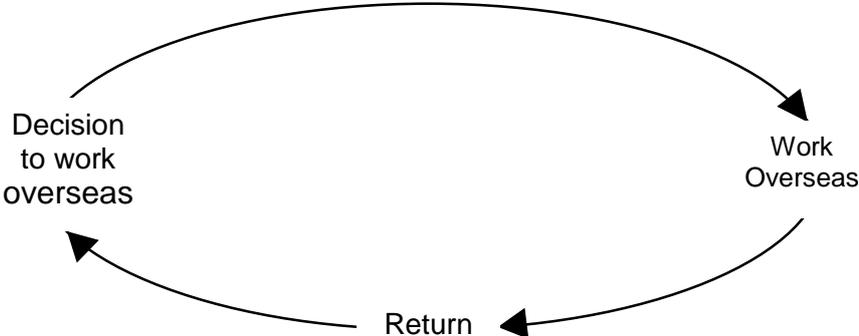


Figure 1. Circular Migration

2.3 Migration and Return Migration Framework of Indonesia

Like any sending country, Indonesia has a formalized system of deployment. As this paper is about emigration with economic motivations, forced migration will not be covered here.⁹ Economically motivated migrants can be further categorized into groups of permanent and temporary migrants. We will focus our attention on temporary migrants, commonly known as overseas contract workers. The length of their contracts range from two to three years; some have the possibility of extension without return, while others have to return before signing a new contract.

Indonesian temporary emigration patterns can be categorized into three broad groups. The first group is the informal sector or so-called private-to-private (P to P) system, the scheme in which the employer is an individual. Domestic workers are included in this group. They are often not covered by labor and industrial relations laws in the destination countries, except for Hong Kong. At the same time, the employees work and live in the employers’ homes where enforcement and monitoring of labor law are more difficult. In such a private residence, domestic workers are more defenseless to exploitative labor practices, physical and psychological abuse, and withholding of their wages.

The second group is the formal sector, in which the employer is a nonindividual. This group can be subcategorized into: (i) workers who are employed by a company; and (ii) workers whose employer is the government of the host country, commonly known as government-to-government (G to G).¹⁰

⁸In one religiously strict village of West Nusa Tenggara, the mullah even prohibited the midwife from taking care of a returnee with an unwanted pregnancy. According to him, this would be effective in limiting the number of pre-marital sexual relationships among migrant workers while working overseas (interview note from research in 2010 in Kabupaten West Lombok).

⁹Forced 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).

¹⁰Indonesia used to have the subcategory of so-called government to private where the Government of Indonesia signed a contract with a private company or International NGO. Under this scheme, GoI sent midwives to Timor Leste where they were employed by the WHO. Also, in the past, there was an MOU between GoI and an American company in Penang (Interview with BNP2TKI official, male, 23 May 2014).

The G to G scheme is only available in Korea. Workers heading for Korea are well known for earning high wages. Hence, they are able to bring home a substantial amount of financial capital.

Box 2
Korean Migrant Workers and Reintegration Program

Migrant workers in Korea can expect wages of no less than Rp11 million per month. This estimated income is calculated without overtime payments, which most migrants certainly receive. In one year their income exceeds Rp 132 million. So, with a contract of three years and maximum extension of two years, a migrant can go home with Rp660 million in their pockets.

A migrant is reported to have asked, “ I a m - w a n t a m s e d i n g t o d o w i t h t h a t m u c h k n e w h o w t o c o n s u m e o r u s e i t u p . B u t w h a t h e m e a n t i s t h a t h e w o n d e r e d w h i c h i n v e s t m e n t o p p o r t u n i t i e s w o u l d y i e l d t h e b e s t r e s u l t s f o r t h e m o n e y h e w i l l h a v e g a i n e d i n 5 y e a r s t i m e . ”

Source: interview with Slamet^a (male, BNP2TKI officer, 23 June 2014).

^aNames in this report have been changed.

Due to the nature of most employment contracts, the return of Indonesian migrants is far from voluntary and the return is a required by law. However, it is no longer a secret that there is a tendency among migrants to overstay their visa, knowing that they can be deported and repatriated without paying airfare costs.¹¹ This brings us to the third category, an important but usually neglected group: irregular migrants.¹²

According to Wickramasekera,

The irregular or unlawful (im)migrant worker is a person who (i) 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 (ii) who has failed to comply with the conditions to which his or her entry, stay or employment is subject (2002: 22).

Irregular migrants include those who have overstayed their visa (be they regular migrants, or students and tourists who are engaged in employment) and regular migrants who have escaped from their employers. Victims of sex trafficking 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 the entertainment industry or in sweatshops which involve exposure to serious health risks, including HIV/AIDS. In general, irregular migrants rarely have access to protection and support owing to their legal status.

¹¹Interview with NGO staff in Central Lombok (female, 29 October 2010).

¹²Law 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, regular migration might give the impression that it is automatically safe migration. This is not always true. When migrants are of low education levels or of low awareness, leaving all the migration processes in the hands of an unscrupulous private recruitment agency or intermediary can result in migrants being left in a very vulnerable position. Even worse, they could be the object of human trafficking.

For regular migration to become safe migration, it requires that the migrants have a certain level of education, awareness of the opportunities as well as the risks of migration. On the state requires 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, as well as the importance of having authentic documents.

Ndiaye (2012: 94) defined safe migration as a regular migration system which is “transparent and accessible” so that illegal recruitment agents and informal employment that increases the likelihood of trafficking will no longer seem like a good option for vulnerable migrant workers. If regular migration is too expensive or too “time consuming”, workers will prefer to migrate irregularly.

Due to its unregulated nature, accurate data on irregular migrants is not available. Quoting the ILO’s estimate, Tirtosudarmo (2009: 25) agreed that the best estimate of the total number of irregular migrants is two to four times higher than the total number of regular migrants. He goes on to suggest that the high rate of irregular migration obviously reflects the failure of the state in managing migration.

Most migrants acknowledged that their decision to work overseas irregularly was due to the fact that regular migration was too costly and the process took longer than the migrants could afford. The male irregular migrants who worked in Malaysia, for example, admitted that they could get a higher salary than regular migrants even though the risk of being detained is also higher.¹³

¹³Focus group discussion with male migrants in Ponorogo (30 June 2010); Interview with NGO staff in Central Lombok (female, 29 October 2010).

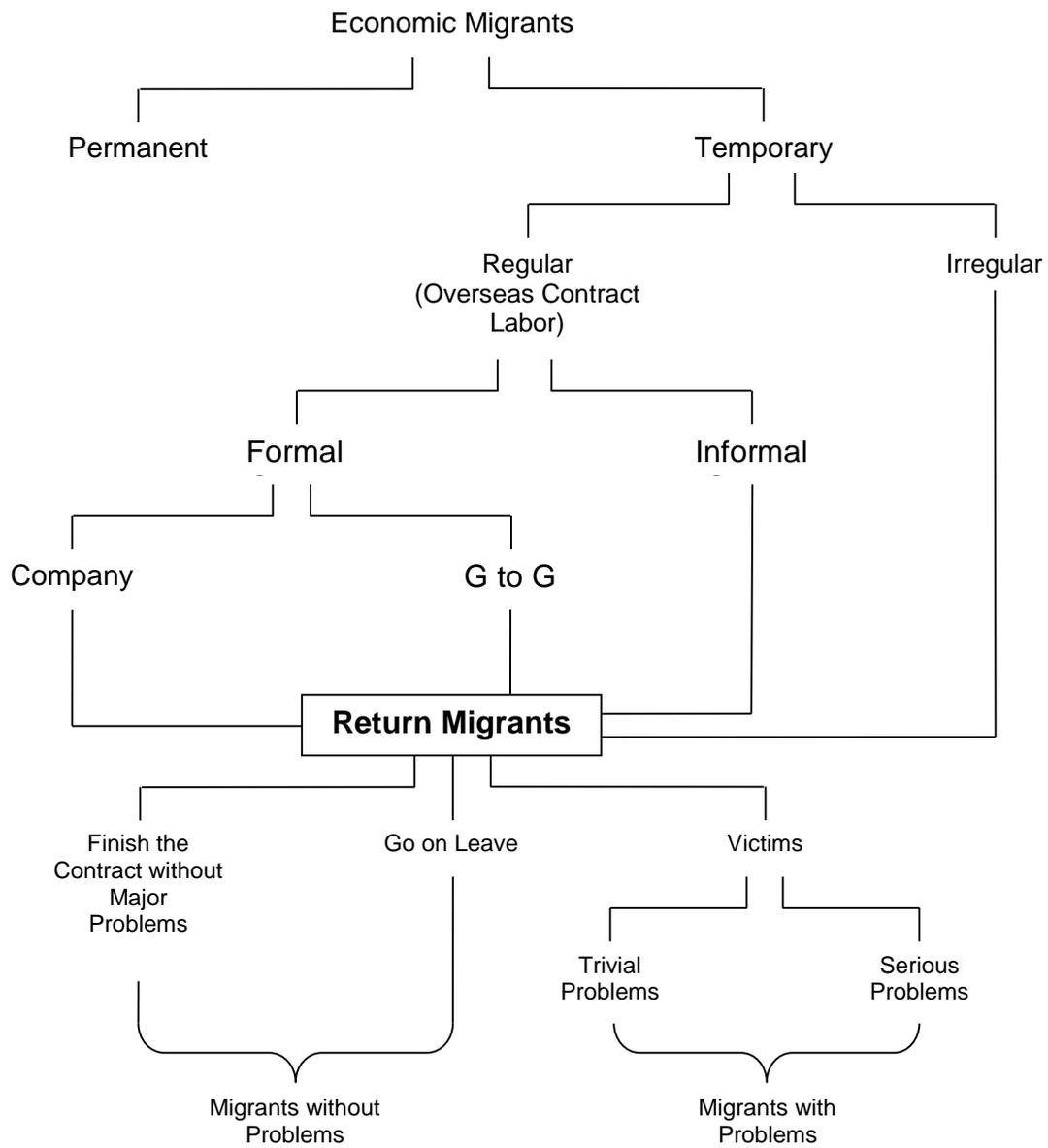


Figure 2. Migration and return migration in the context of Indonesia

III. RELEVANCE OF REINTEGRATION PROGRAMS FOR RETURN MIGRANTS

Low-skilled return migrants from Indonesia relay various experiences upon return. The majority of the migrants are able to complete their contract and do not report problems. However, that does not mean that migration outcomes will always be beneficial. With the exception of migrants returning from East Asia, many of the rest are still disappointed with their migration experience as they could not manage to mobilize savings to improve their family livelihood or worse, become indebted to money lenders. Also, quite a number of 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 a significant change in the home social environment after two to three years absence. Meanwhile there are also cultural differences between their home towns and the host countries, which also affect the returnees. Many returnees find difficulty in readjusting themselves to the environment back home. Long absences also affect family and community relationships.

Moreover, many return migrants from poor communities do not find employment immediately. This may destabilize their socioeconomic situation. Inadequate employment opportunities, unsustainable living conditions and economic hardships and can lead to re-migration. A number of returnees continue to keep open the option of working overseas.

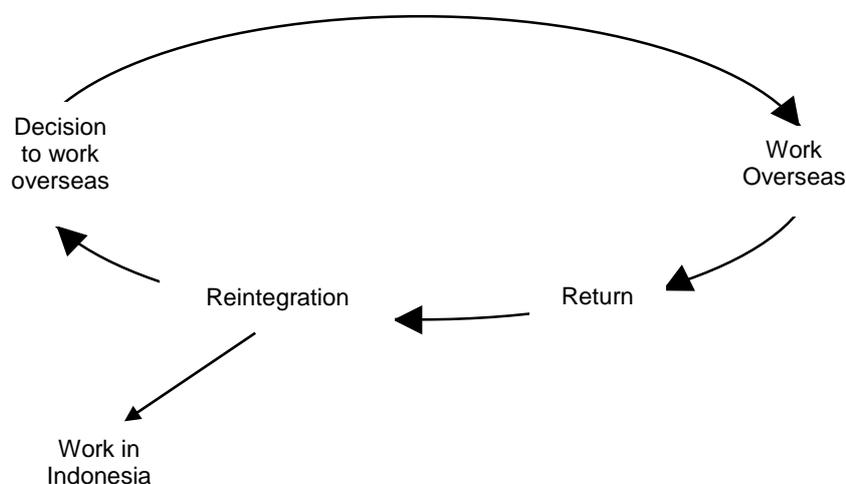


Figure 3. Circular migration with reintegration programs

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

Box 4 **Successful Migrant Workers**

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

How can Lina be that successful? While working in Singapore, she and another 50 migrant workers attended an entrepreneurial class once a week. This class was run by an NGO called Media Transformation Ministry Ltd (MTM) in collaboration with the 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 distance learning program through the University of Ciputra Entrepreneur Online (UCEO). She used the internet connection on her cellular phone to access the lessons. She had to study with a flashlight so that her employers would not know what she did. They would not have liked the idea that she studied until late into the night as she would wake up late and tired.

She also enrolled in a three-month course given by Universitas Ciputra Entrepreneurship Center (UCEC). From then she started an online business selling casual and muslim clothing. She made best use of her networks on social media sites, including Facebook. In establishing this online business, Richa got assistance from UCEO. When Richa returned home she expanded her parents' restaurant to include catering for workers.

Source: (BNP2TKI 2012; Indopos 2014).

3.1 Potential Benefits Brought by Return Migrants

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

3.1.2 Human capital

Ammassari and Black (2001) took a pessimistic view towards the new skills gained from overseas work for those engaged in low-grade positions in industry, for example operators of mass-production machines.

However, in the context of Slovakian migration to the UK, Smoliner et al. (2012: 43) emphasized that the migrants were able to improve their skills upon return. This was true not only for high-skilled workers and students who went to the UK but also for low-skilled workers with routine jobs. The study also found that the migrants' status and income were improved due to their overseas experience. Again this is applicable to low skilled migrants. Thus, even short term periods abroad have potential for economic benefit back home.

In general, the existing literature has not explored the experiences of return migrants in re-entering the labor market. It is still interesting to identify if the returnees are able to access formal jobs or whether they are locked in the informal sector. Also of interest is the extent to which they can apply and benefit from the skills and experience they gained from their former jobs abroad.

3.1.3 Financial capital

As mentioned previously, the impact of return migration on development has been widely explored in terms of financial capital. This includes remittances sent to families while working overseas and the savings kept by the migrants and brought home upon return.¹⁴

Similar to remittances, savings are one of the potentials, not only in terms of 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, quoted by Ammassari and Black, 2001: 27) said that the savings of return migrants are an important contribution to “multiplier effects” which can lead to increased growth. Houses constructed by the migrants upon return are not necessarily forms of conspicuous consumption. They can uplift the social status of the migrants and provide better access to financial resources such as loans.

Although some problems might arise from accumulation of savings, as it can lead to a decrease in the competitiveness of exports and an increase in imports (ILO, 2004), it is clear that in the context of developing countries, savings can always play a positive role in development. However, return migrants have to be given appropriate information about possible productive investments. This issue deserves adequate attention from policymakers so these potentials can be fulfilled.

3.1.4 Social capital

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

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 would not be possible in the absence of social capital. They argued that social networks ensure successful investment in the home country as well as continued relationships with the host country. Networks both in the origin and destination countries facilitate economic transactions between nations while the migrant is abroad. Thus, these networks are of great value prior to and during the migration cycle, and upon return. Quoting Iredale, Willoughby and Henderson (2009: 9) argued that the presence of such networks accounts for the fact that migration is a possibility even for the poorest individuals.

Ammassari and Black (2001) clearly differentiated between social capital and social capital transfer. The first is “the extent of participation in networks 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 socioeconomic, cultural and political contexts”. Such competencies include “language skills, the ability to interact and work with people of different cultures, and the familiarity with norms, customs and values” (Ammassari and Black, 2001: 29–30).

¹⁴Some scholars, for example Ammassari and Black (2001), strictly differentiate between remittances and savings.

3.2 Return Migrants and Labor Markets

Bringing with them different forms of capital, return migrants can participate in labor markets through both self-employment as well as waged employment. From self-employment, a 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 waged employment.

Existing literature on the re-entry of low-skilled returnees to waged employment has been limited. In the context of Egypt, McCormick and Wahba (2001) demonstrated that higher-skilled returnees to Egypt are more likely to engage in waged employment over self-employment. This is also true in Pakistan as returnees command higher wages in the labor market (Ilahi, 1999).

Furthermore, if self-employment is differentiated between own-account business owners—who do not hire nonhousehold labor—and entrepreneurs who hire paid labor from outside the household, then lower skilled workers show a 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 themselves as entrepreneurs. This is the main finding from the study conducted by Piracha and Vadean (2010) using Albanian data.

3.3 Social Cost of Migration

Labor migration does not only bring about different forms of capital. It also brings social costs in the form of fractured families and communities. These are by no means insignificant and unfortunately, the effects are almost never gender-neutral. Men that migrate overseas leave their wives to become household heads. More often than not, those left-behind wives do not receive any news from their husbands for years, let alone receive remittances. In extreme cases, the husbands bring 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 mothers, giving rise to problems of neglect, high levels of student attrition, poor health outcomes, and even abuse.¹⁵

3.4 Conceptual Framework for Comprehensive Reintegration Programs

A conceptual framework of comprehensive reintegration programs is constructed based on three major situations faced by migrant workers upon return, in the context of Indonesia. The first group consists of the migrants who are able to complete their job contract without any problems. These migrants do not encounter difficulties claiming their rights from any party overseas. The second group is the migrants who are the victims of physical and psychological abuse. Additionally, migrants might face employment related problems with employers or insurance companies. The third group consists of the migrants—both the “successful” ones and the victims—who run into problems with their family back home. There is a significant number of cases where female migrants are rejected by the community when they return pregnant or with children born of an overseas relationship.

¹⁵Focus group discussion with female migrants in Kabupaten Blitar (23 June 2010), Kabupaten Ponorogo (30 June 2010), Kabupaten Lombok Barat (23 October 2010), and Kabupaten Lombok Tengah (30 October 2010).

Comprehensive reintegration encompassing social, economic, and cultural programs should be designed to address the specific needs of each group. Based on the analysis of returning migrants' experiences and needs in the previous chapters, it is clear that "successful" returnees should be empowered with access to self-employment and waged employment opportunities. Self-employment starts with own-account work without hiring nonhousehold employees. However, as the business grows the possibility to become entrepreneurs, who hire paid nonhousehold employees, emerges. In other words, the returnees could contribute to the generation of employment opportunities at the local level. The contribution of the returnees to the creation of employment opportunities is made possible by the human, financial, and social capital that the returnees gain from working abroad. This is also true for waged employment. Returnees can exploit different forms of capital to compete in the formal labor market. Many Korean companies are interested in hiring Indonesian returnees from Korea who have mastered the Korean language and are familiar with the culture and work ethic of Korea.

Reintegration for self-employment programs should consist of at least three main components: awareness and interest building, skills training, and access to finance. The first component aims at information dissemination related to self-employment, such as what to prepare if one is aiming to start a business at home, and how to save money. The awareness and interest building program should be conducted prior to migration. The skills training should include business management as well as technical production. Last but not least, access to finance should be given so that the returnees can get support from financial intermediaries at the local level.

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

Reintegration for victims of physical and psychological abuse and victims of human trafficking is more complex. The victims should receive appropriate medical treatment at hospital as well as further treatment from a trauma center. These victims as well as other migrants facing unfair employment conditions such as unpaid wages or denial of medical insurance should also be assisted in claiming their rights from the employers or the insurance companies.

It is also important to act upon the problem of reintegration for returnees facing family and community related problems. Programs such as counseling and mediation will help the migrants reconcile and resolve these social and cultural problems.

Follow-up actions within reintegration measures ideally consist of the following: (i) mediation for 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 aimed at improving the governance of international migration. Eventually, having finished therapy and treatment and, hence, resolving social and cultural problems, these return migrants can go on to receive economic assistance just like the "successful" migrants.

IV. MAPPING OF REINTEGRATION INITIATIVES BY VARIOUS STAKEHOLDERS

The reintegration strategies that we proposed in the previous chapter represent the ideal framework Indonesia should use in handling return migrants and enabling them to make best use of the capital they bring home. The framework is derived from theory 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 the programs outlined in the framework and four main parties mentioned above. We found that only one stakeholder could isolate their program to target return migrants. Also, the majority of stakeholders understood the main characteristic of circular migration, which is that returnees can 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 current migrant communities. Thus, although the programs are intended to reach return migrants, in practice they cover a broader demography than just the returnees. Also, the majority of stakeholders focus on one specific aspect of reintegration but cover social, cultural, as well as economic elements.

Differences and similarities are clear in some existing programs. One particular program might be planned and implemented as one program involving various parties. At the same time, some programs might also be interconnected as the activities 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 related activities.

Based on the mapping activities, we found that the majority of the stakeholders implement economic reintegration focusing on self-employment. Skills improvement is conducted by seven stakeholders. Stakeholders might emphasize production skills or managerial skills in their programs. Meanwhile, raising awareness and interest is introduced by five stakeholders. In this subprogram, BNP2TKI, for example, starts both of its regular programs (financial literacy and development of migrant source villages) with raising awareness and interest among the migrants so that they have the opportunity to start their own businesses once they return from overseas. Moreover, there are five stakeholders whose programs focus more on increasing access to capital. In this subprogram, the Ministry of Labor gives seed capital to finance operational costs in two programs: Undergraduate Labor Utilization and the Labor Intensive Program.

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

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

While return migrants with economic related problems are assisted by three stakeholders, their programs to address this issue are not conducted regularly. Rather, they are temporary programs in response to requests by return migrants. These economic related problems are faced by migrants who are heavily indebted or migrants whose insurance claims have not been settled by their former employer.

One of the themes that is given little attention is economic reintegration that gives the return migrants access to waged employment. Only one stakeholder addresses this issue, namely Human Resources Development Services (HRD) of Korea. The HRD Korea offers language proficiency certification to return migrants. However, it does not provide certification on technical skills.

Through this mapping, we identify a range of problems that require further attention by exploring the existing programs provided by various stakeholders. We know that in social and cultural reintegration, provisions for physical and psychological healing are still lacking. Efforts to tackle return migrants' problems with their families and communities are systematically insufficient. Meanwhile, assistance for economic reintegration that helps return migrants make best use of their human capital is focused primarily on creating entrepreneurs. The potential for returnees to participate in waged employment has not been well tapped 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 provide, future exploration and inclusion of a greater range of programs is possible.

4.1 Government

4.1.1 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 3rd Floor
Jalan Salemba Raya No. 28, Jakarta
Website: <http://www.kemsos.go.id/>

The Ministry of Social Affairs (Kemensos), 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 facing various problems. The PSKTK-PM Directorate was established in 2001 after the revival of the Ministry of Social Affairs, with the responsibilities for policy formulation and implementation and the establishment of standards, procedures and criteria for technical and evaluation guidance for victims of violence, including migrant workers. In addition to that, the Directorate of PSKTK-PM is also a member of the coordination team responsible for organizing the repatriation of migrants with problems, in particular those deported from Malaysia (Perpres No 45/2013).

a) Profile of Reintegration Program

(1) Programs Conducted

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

The costs of repatriation come from the national budget in accordance with the responsibilities and functions of each of the ministries and institutions. In this case, the Kemensos is responsible for repatriation costs including transportation, food, clothing, and allowances for 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 the relevant regional government.

There are two reintegration programs for migrants organized by Kemensos, which are carried out within one program channel. Those programs are:

- a) The shelter for protection and trauma healing (RPTC). This form of protection developed by the Directorate of PSKTK-PM provides bio-psychosocial therapy and trauma healing through RPTC before the victims return to their families. The RPTC is an institution that was established in 2006 and aims to provide initial protection to victims before being referred to other institutions that are considered able to give more specific services. The trauma center is the center for the alleviation of trauma experienced by the victims or their families as a result of violent acts. The services in the RPTC are provided by a professional team that consists of social workers, counselors for migrant workers, psychologists, doctors, nurses, religious leaders, and a legal team. After victims are considered to have recovered and be able to socially function again, services in the RPTC are terminated. The termination is done in the form of reintegration of the victims with 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.
- b) Productive Economic Activities (UEP). Another form of protection given by this directorate is UEP which is carried out after recovery at the RPTC. UEP consists of a series of activities that aim to increase victims' access to economic resources. Having completed the UEP program, the victims are expected to be able work productively, to start their own business, and improve their welfare. The stages of the UEP program are as follows:
 - (1) Verification of the economic activities of the return migrants;
 - (2) Coaching on economic and technical issues;
 - (3) Provision of seed capital for economic activities of Rp3 million (equivalent to USD250);
 - (4) Monitoring of economic ventures.

(2) Program Goals

The objectives of the RPTC and the UEP are: (i) to provide protection and psychosocial services to victims of violence; (ii) to provide access to information and advocacy services, social protection, psychosocial recovery, and reintegration; (iii) to accelerate the recovery of the victims; (iv) to change the mindset of the victims of violence and the migrant workers; and (v) to give motivation and raise awareness that welfare can only be achieved through self-effort (Kemensos, 2012).

(3) Parties Involved

So far, the RPTC has not been working alone in carrying out its responsibilities. Some parties are involved in related technical activities, such as providing referrals for the victims, meeting the return migrants upon arrival, and establishing records and documentation on behalf of victims in case they face legal charges. 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 level. Since Kemensos is also a member of the National Task Force for the Prevention of and Tackling of Human Trafficking Criminal Act, which is chaired by the Coordinating Ministry for People's Welfare, the implementation of RPTC is indirectly supported by the Ministry of Women's Empowerment and Child Protection, the Ministry of Foreign Affairs, and the Ministry of Home Affairs.

(4) Profile of Program Targets

The RPTC accepts all victims of violence, from within the country as well as overseas. It gives priority to victims who are from the lower-middle class. The experiences accommodated by the RPTC range from being exploited, being unpaid, being abandoned, or expelled, or being victims of fraud and extortion. The program targets can also be victims of physical or sexual abuse at the hands of employers or 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 who meet the poverty criteria. The UEP targets return migrants of working age, that is, between 18 and 55 years old. Those below 18 years old will be returned to their parents or caretakers.

(5) Coverage Area

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

4.1.2 The National Agency for the Placement and Protection of Indonesian Migrant Workers

Jalan. MT. Haryono Kav. 52

Jakarta

Website: <http://www.bnp2tki.go.id/>

The National Agency for the Placement and Protection of Indonesian Migrant Workers (BNP2TKI) is a nonministerial government institution that is tasked with implementing policies for the placement and protection of Indonesian migrant workers overseas in a coordinated and integrated manner. The members of this agency include representatives of relevant government offices, and the agency is directly responsible to the President. Based on Presidential Regulation No. 81/2006, the main duties of BNP2TKI are: (i) conducting placement based on written agreement between the Indonesian government and the government of the destination countries to ensure the legal status of migrants in the destination countries and (ii) providing services, coordination and monitoring of documents; final pre-departure briefing (PAP); settlement of problems; 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.

a) Profile of Reintegration Program

(1) Program Conducted

As one of the main actors in the management of migrants, BNP2TKI has implemented several programs concerning return migrants; some are regularly conducted and some are occasional. One such occasional program consists of therapeutic and healing activities in Kabupaten Parepare, South Sulawesi. This activity was guided by key figures from relevant offices, including the banking industry. A second example is an entrepreneurship education activity for 30 return migrants in Kabupaten Bantul, Yogyakarta, held from October 5 to 7, 2013, which was held with the cooperation of PT Indofood that aimed to give return migrants practical skills. The return migrants were trained to make seven types of flour-based foods, including noodles, bread, *mantou* bread, and several kinds of cookies.

The regular program run by BNP2TKI is the Empowerment for Return Migrants Post-employment\Empowerment Program, which includes financial literacy activities, practical entrepreneurship technical training, and is followed by the development of migrant source villages, such as those found in Wonosobo, Bantul, Garut, and Banjar. There are five elements emphasized in the financial literacy activities which aim to encourage the use of remittances for productive purposes, which are: (i) disseminating information on how to manage remittances; (ii) demonstrating the importance of savings for achieving financial goals upon return; (iii) providing basic knowledge related to loans including lenders from the banking or other financial institutions which are relatively safe and responsible; (iv) disseminating information on the sending and management of remittances; and (v) emphasizing the importance of insurance in reducing financial risks before, during, and after the employment period (BNP2TKI, 2011).

(2) Program Goals

The goal of financial education for return migrants, prospective migrants and their families is to enable them to manage remittances appropriately, and ensure good management of productive activities in their places of origin. The entrepreneurial technical coaching for

return migrants is aimed at enabling them to do business independently and develop their businesses. The development of migrant source villages, which become the venues for the programs and serve as pioneers in developing the region, is undertaken in order to improve community welfare by realizing the potential of natural resources available in each respective region.

(3) Parties Involved

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

(4) 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 toward migrants' families and prospective migrants. The programs do not target migrants of a specific age or gender. Over four years (2010–2013), BNP2TKI empowered as many as 11,792 return migrants. The empowerment of the return migrants—in the form of technical coaching activities and financial education—is a program of the National Medium-Term Development Plan (RPJMN) 2010–2014, the second stage of the implementation of the National Long-Term Development Plan (RPJPN) 2005–2025 which is stipulated in Law No. 17/2007. Meanwhile, in 2014, the BNP2TKI directed migrant worker empowerment programs to 4,500 people and aimed to have 2,300 people attend the financial education program and 2,200 people join the entrepreneurship technical coaching (BNP2TKI, 2013).

(5) Coverage Area

The programs and activities conducted by BNP2TKI have been undertaken in all regions in Indonesia, particularly those in the work areas of the provincial Service Center for the Placement and Protection of Indonesian Migrant Workers Services (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, West Nusa Tenggara (NTB), East Nusa Tenggara (NTT), Bali, North Sulawesi, West Sumatra, and Lampung. The BNP2TKI programs and activities are also carried out at the central level by inviting return migrants from regional areas.

4.1.3 The Ministry of Women's Empowerment and Child Protection

Jalan Medan Merdeka Barat No. 15
Jakarta 10110
Website: <http://www.kemenpppa.go.id/>

The Assistant to the Deputy of Women's Worker Protection, a unit of the Deputy of the Women's Protection Sector in the Ministry of Women's Empowerment and Child Protection (PP-PA),

implements three strategies to resolve problems concerning migrant workers in Indonesia: prevention, case management, and empowerment. As part of the three strategies, the PP-PA Ministry has several programs, such as policy preparation as well as policy socialization and advocacy, policy implementation facilitation, module creation, etc. However, the program that is sustainably carried out and which directly leads to the empowerment migrants, return migrants, and their families is the Fostering the Families of Migrant Worker Program (BKTKI). Based on the Ministerial Regulation PP-PA No. 20/2010, the BKTKI program is a joint effort by the Indonesian government, regional governments, community, and the business world to provide economic empowerment, maintain harmony, and protect the children of migrants in order to ensure family cohesiveness and welfare.

a) Profile of Reintegration Program

(1) Activities Conducted and Their Goals

The BKTKI Program has been active since 2010. This program emerged at the initiative of the PP-PA Ministry which sought to look into the root problems facing migrants. In its study of several provinces, the PP-PA Ministry concluded that migrants and their families in the migrant source areas encounter the following problems: (i) management of remittances; (ii) family cohesion; (iii) insufficient care of children left behind. These findings were conveyed by the PP-PA Minister to the President at a Cabinet Meeting at Tampak Siring Palace, Bali in 2009. The President then issued Instruction No. 03/2010 on the Equitable Development Program. In the Presidential Instruction, the PP-PA Ministry received a mandate to carry out a program that could solve the problems identified earlier. The PP-PA Ministry then formed the BKTKI Program, which was formalized in the PP-PA State Ministerial Regulation No. 20/2010 about General Guidelines to BKTKI and Technical Manual for Implementing the BKTKI Program.

The stages of the BKTKI Program are as follows: (i) rallying commitment and understanding through advocacy and socialization for all stakeholders; (ii) forming taskforces at *kabupaten* (district) level with the District Head and including government officers, representatives of the private sector, NGOs, and other community representatives (including subdistrict heads, village heads, along with their officials); (iii) having taskforces facilitate the formation of BK-TKI groups at subdistrict/village/urban village level; (iv) having task forces carry out activities to economically empower families, improve family security and fulfill children's rights; and (v) monitoring and evaluation.

The formulation of the work plan is done by the PP-PA Ministry together with relevant ministries such as the Ministry of Labor, the Small and Medium-Scale Enterprises (UKM) Ministry, and the Religious Affairs Ministry, which discuss steps to be taken after the taskforces in the regional areas are formed. This is what occurred on May 24, 2014; the three ministries formed a work plan, which resulted in a plan to establish new mentoring groups in Ngawi, Magetan, West Lombok, and Central Lombok, starting that same year. In the first year, there would be groups formed in target areas by the PP-PA Ministry. In the second year, the Ministry of Labor would provide economic training and coaching on entrepreneurship to those groups. Later, in the third year, the UKM Ministry would provide capital as well as counseling for the already-formed business groups.

The advocacy program as well as the formation of regional task forces aims to create a means to rally regional government support for this program. In this way the sustainability of the program can be guaranteed or even be replicated in other regions, at least among

regions of a shared 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 conditions of the migrants and the opportunities that are available in their places of origin, and it then chooses a region, down to the village level, based on an assessment of which village deserves to receive assistance. In the selected village, based on the number of migrant families, mentored groups will be formed.

Assistance is directed towards economic empowerment, coaching on family security, and on child rearing practices. In terms of economic empowerment, the mentored groups are provided with training and coaching on economic and entrepreneurial skills by the Ministry of Labor with the objective that each of the families of the migrants can become economically independent. Later on, the already-formed business will be given capital by the UKM Ministry. In relation to family security, the groups will be coached by the Religious Affairs Ministry and by local religious leaders to improve the spiritual and mental health of the migrants and their families. This kind of coaching aims to reduce the risks of having family problems arise from the migration of the household head. The religious approach is considered most suitable in preventing disturbances to the harmony of the family, such as divorce and affairs that often happen in migrant families. Training in child rearing is delivered by the PP-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 right to education and nutrition.

(2) Parties Involved

The parties involved in the BTKI Program, in addition to the Ministry of Labor, the UKM Ministry, the Religious Affairs Ministry, are Kemensos, BNP2TKI, and several NGOs in regional areas that are concerned with migrant issues. One of the NGOs that has been most active is the Indonesia Migrant Laborers Union (SBMI), particularly the Kabupaten Wonosobo and Kabupaten Lombok Timur branches. Program funding originates from each of the ministerial budgets as well as from the regional budget (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 for program advocacy, taskforce formation, and mentor group formation comes from the PP-PA Ministry; the business capital funding is from the UKM Ministry or regional UKM offices; and the funding for entrepreneurship training and mentoring is from the Ministry of Labor or the regional labor offices.

(3) Profile of Program Targets

The BTKI program targets migrant families in migrant source areas, both families of current migrants as well as those of return migrants. There is no difference in treatment based on regular or irregular migrant status. People who are interested in participating in this program should be at least 18 years old, as they are considered mature enough to receive coaching. In this program, female returnees or female family members are prioritized. In every village, groups are formed with a maximum membership of 20 people.

(4) Coverage Area

Since 2010, this program has been conducted in 22 of the 140 *kabupaten/kota* (district/city) which are identified as being migrant source areas. The selection of the initial 22 regions was based on the number of migrant workers. This program is carried out at the initiative of the central government, in this case the PP-PA Ministry, and regional governments (provinces and *kabupaten/kota*). 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

4.1.4 Ministry of Labor

The Directorate General of Placement Development
Jl. Jendral Gatot Subroto Kav. 51,
Jakarta Selatan,
Daerah Khusus Ibukota Jakarta 12950
Website: <http://kemnaker.go.id/>

The Ministry of Labor is the regulator and implementing body in the field of labor, and through the Directorate General of Domestic Employment Placement Development it has the responsibility to formulate and implement policy and technical standardization in the fields of labor market development, domestic employment development, and placement. This Directorate General was established at the initiative of the Ministry of Labor through Ministerial Regulation No. PER. 12/MEN/VIII/2010, which refers to Presidential Regulation No. 47/ 2009.

a) Profile of Reintegration Program

(1) Program Conducted

The Directorate General of Placement Development has several regular programs to reduce the unemployment rate in various regions of Indonesia. These programs were designed to target migrant source areas rather than return migrants or the migrant community. These programs include:

- (a) Undergraduate Labor Utilization (TKS). In this program, undergraduates that have the potential and motivation to serve the community are recruited, trained and then assigned for two years as mentors for community business groups that participate in job opportunity expansion programs, such as the Productive Labor-Intensive Activity

program, Effective Technology Application programs, and entrepreneurship activities that are directly developed by the Ministry of Labor.

- (b) Productive Labor-Intensive Activity (PPP), New Entrepreneurship (WUB), and Effective Technology (TTG). These three activities are carried out under one umbrella program, the Labor Intensive Program. These activities are conducted to empower the community according to their needs with priorities and criteria that are adapted to regional economic conditions. The PPP will be extended with the establishment of economic entrepreneurship groups that are expected to continually develop and be formalized in the form of cooperatives or economic ventures. For businesses that require technological development, training in technology applications that are appropriate for the business and local conditions will be provided. The TTG is a value-adding service for businesses that can allow them to generate more profit. The TTG consists of training in equipment use and equipment assistance, technology prescription, as well as advice on any necessary use of fertilizers or other chemicals relevant to business productivity.

(2) Program Goals

The goals of the programs are: (i) Empowering communities economically through activities that have productive business characteristics, by utilizing the potential of the natural, human, and technological resources; (ii) Creating new business actors that can create independent job opportunities, and new employment for job seekers in impoverished areas, and (iii) Increasing the productivity of business ventures that have been or are being established.

(3) Parties Involved

In the implementation of these programs, the Ministry of Labor coordinates with several relevant ministries, particularly those that deal with migrant issues such as the PP-PA Ministry and the UKM Ministry in the BKTPI Program, as well as the BNP2TKI, and regional governments. In addition, the Ministry of Labor is also open to cooperation with communities and NGOs that are concerned with poverty reduction and community empowerment.

(4) Target Profile

The targets of the programs in general are the unemployed and the under-employed, as well as those who have small business ventures but require assistance. Equality in gender composition is not a requirement in these programs. There is no age limit, except for the UKS program which requires potential mentors to be current undergraduate students.

(5) Coverage Area

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

4.1.4 The National Commission on Violence against Women

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

The National Commission on Violence against Women (Komnas Perempuan) was founded in 1998 based on the Presidential Regulation No. 181/1998 and later renewed by Presidential Regulation No. 65/2005. Komnas Perempuan is a national institution for human rights that operates independently. According to the regulation, Komnas Perempuan was established with the following goals: (i) To spread understanding of all forms of violence against women that occur in Indonesia; (ii) Develop enabling conditions for the elimination of all forms of violence against women in Indonesia, and (iii) Improve efforts to prevent and respond to all forms of violence against women and to strengthen the protection of women's rights.

Komnas Perempuan considers violence against women to be the embodiment of historical inequality in power relationships between men and women and a structural obstacle to the realization of social justice, peace, and sustainable self-development. Violence against women has been a phenomenon for a long time, though every historical period is unique given the differing social, political, economic, and cultural contexts (Komnas Perempuan, 2014).

a) Profile of Reintegration Program

(1) Programs Conducted

Komnas Perempuan is involved in addressing issues related to the problems faced by migrants, most of whom are women. There are several programs and activities organized by Komnas Perempuan in this area, both ongoing and occasional. The occasional activities include: (i) administrative support in referring victims of abuse or rape, or the families of migrants who have passed away, to the Foreign Affairs Ministry, Ministry of Labor, and the BNP2TKI; (ii) conducting advocacy to the government for the improvement of placement and protection policies; (iii) handling of the post-repatriation process. One example of these activities was in December 2013 following massive repatriation of migrants from Saudi Arabia. Komnas Perempuan considered the repatriation facilitated by the government to be insufficient to guarantee the sustainability of the life of migrants in their places of origin.

Meanwhile, the ongoing program conducted between 2011 and 2014 was the Recovery System Development for Migrant Workers program. This program was carried out to improve the handling of migrants with problems, which was found to be undertaken in a sporadic, not comprehensive, manner and not based on the victims' perspective. In this program, there were seven activities carried out, namely: (i) information and counseling provision; (ii) legal case management and assistance at every stage of migration; (iii) health services, especially for reproductive health, including HIV and AIDS; (iv) trauma management; (v) provision of facilities for migrant workers with disabilities; (vi) social reintegration and family and community acceptance; and (vii) economic empowerment.

Before being implemented in target locations, the program had to go through program design stages, which are: (i) initial mapping of problems, programs, and migrant recovery policies at national and local levels (provinces and districts), including dialogues with victims; (ii) joint documentation of problems and cases of migrant workers; (iii) formulation of recovery concepts and mechanisms; (iv) formulation of research as well as

the design of regulations and laws on recovery; and (v) policy advocacy for the regional government and the DPRD together with community and partner organizations.

(2) Program Goals

The Recovery System Development for Migrant Workers program had three goals, which were: (i) to provide recovery a mechanism for migrant workers that have become victims of violence and human rights violations; (ii) to ensure implementation and provide a legal umbrella for the running of the recovery mechanism; (iii) to establish a service network including civilians, the government, and victims, that is responsive to the needs of case management and counseling for migrant workers; and (iv) to provide victims and their families with information about the recovery system and services for migrant workers who become victims of violence.

(3) Parties Involved

Komnas Perempuan has conducted its migrant programs and activities in collaboration with relevant government institutions such as BNP2TKI, the Ministry Labor, the Foreign Affairs Ministry, and also nongovernmental institutions such as the TIFA Foundation. In the case of the Recovery System Development for Migrant Workers Program, Komnas Perempuan engages local governments, Sanggar Suara Perempuan Soe (a women's NGO in South Central Timor), the Chair of the Family Welfare Movement (PKK), and local NGOs. This program has received funding support from the United Nations Population Fund (UNFPA).

(4) Target Profile

The occasional activities that are conducted by Komnas Perempuan target all female migrants who have experienced violence and human right violations. There is no age limitation. Meanwhile, the Recovery System Development for Migrant Workers program targeted prospective female migrants who become victims of violence, human trafficking, and other human right violations, as well as their families. The program was directed, individually as well as collectively, to those experiencing physical and mental injury; emotional suffering; economic loss, or substantial violation of their fundamental rights, either through deliberate acts or through ignorance.

(5) Coverage Area

The activities described here were conducted by Komnas Perempuan in all regions of Indonesia. However, during 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 violations against female migrants.

4.2 Nongovernmental Organizations

4.2.1 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

Website: <http://www.solidaritasperempuan.org/>

Women's Solidarity for Human Rights (SP) is an organization that focuses on efforts to protect women in Indonesia from human rights violations. Since the majority of migrants are women, they are a target group for SP activities. SP has around 700 active members all over Indonesia with around ten 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 were formed out of the numerous organizational activities conducted by SP.

a) Profile of Reintegration Program

(1) Program Conducted

Just like other NGOs, Women's Solidarity for Human Rights focuses on programs and activities such as: (i) community organizing through capacity building and enhancement of individual SP activists' ability to work towards the protection of migrant workers and their families; (ii) advocacy aimed at the improvement of government regulations in the field of labor, particularly concerning migrant workers; (iii) campaigns that aim to support and raise public awareness about major issues related to migrants; and (iv) legal assistance and counseling for migrants.

(2) Program Goals

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

(3) Parties Involved

To strengthen advocacy efforts for the rights of migrant laborers and their families, SP often works as part of a network at local, national, regional, and international levels. SP works together with Puli Foundation and the Polri Hospital (RS Polri) to refer migrants that need certain assistance, especially in psychological recovery. SP also frequently

coordinates with the IOM, the Foreign Affairs Ministry, BNP2TKI, and the Ministry of Labor in managing legal cases involving migrants.

In terms of funding, SP is guided by several principles which prohibit the organization from receiving funds from (i) debts (from international financial institutions), (ii) companies that commit violence or human rights violations, especially against women, and (iii) companies or groups that harm the environment. SP has joined the Asian Coordination of Action Research on AIDS and Mobility (CARAM), which is a network that is concerned with the health of international migrant workers. SP also receives funding from The American Bar Association Rule and Law Initiative (ABAROLI) International Development Program, which promotes the development of legal institutions and sustainable communities by establishing collaboration with several countries, and from Global Fund for Women, which supports women's organizations and activities.

(4) Target Profile

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

(5) Coverage Area

The programs and activities are conducted all over Indonesia. However, SP usually makes use of its communities in regional areas, including 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). Due to this wide network, the programs and activities have been conducted in those areas. For migrant laborer issues in particular, SP also operates in Makassar, Palu, Kendari, Mataram, Sumbawa, Lampung, Karawang, and Cianjur.

4.2.2 The Center for Indonesian Migrant Workers

Komplek Bermis Jl. Mawar no.22 Kelapa Gading
Jakarta Utara

Email: cimw@cbn.net.id; pmkhkbpjkt@gmail.com

Website: <https://humanrightsinasean.info/content/center-indonesian-migrant-workers-cimw.html>

The Center for Indonesian Migrant Workers (CIMW) is an organization within the Urban Community Mission of the Batak Christian Protestant Church (PMK-HKBP) Jakarta. The CIMW is an organization that focuses on migrant issues that are excluded from the development process. Their program has been implemented for almost 32 years, with a focus on community-based development in migrant source areas. The CIMW focuses on efforts to develop rural communities, and empower farmers, laborers, fisherfolk, 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. CIMW membership is open and nondiscriminative; it is a democratic organization that is not affiliated with political parties, government institutions, the military, or discriminatory organizations.

a) Profile of Reintegration Program

(1) Programs Conducted

There are several activities that are conducted by the CIMW. The first group of activities consists of training programs, including : (i) training for paralegal staff; (ii) training on HIV-AIDS and human trafficking; (iii) training in business, economics, and finance; and (iv) capacity building. The training modules are created by CIMW itself. The second group of activities include direct assistance and advocacy; CIMW established a crisis center with trauma healing (counseling) services and legal counseling for migrants experiencing problems such as unpaid wages.

In its programs, the CIMW focuses on community-building, with the aim of fostering community preparation and empowerment so that communities are able to independently overcome problems they face. To activate a community, the CIMW on average needs one month for all activities to be conducted. The CIMW keeps monitoring the development of the communities that have been established. The monitoring is conducted 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) and the Indonesian Migrant Worker Alliance in Hong Kong. In addition, the CIMW also initiated cooperation between dioceses in Tanjung Selor, Flores, and Sandakan, Malaysia. These dioceses are expected to be able to coordinate to give protection to migrants who are members of church congregations.

(2) Program Goals

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

(3) Parties Involved

The involvement of other parties in the programs conducted by the CIMW is very limited. The CIMW mainly operates alone and rarely cooperates with the government or other NGOs. Meanwhile, the CIMW's coordination with the regional governments is done by facilitating meetings between regional governments and the community that aim to introduce regional governments' programs to the community. This activity is usually conducted at the initial stage of 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 oversees a network that is quite extensive overseas, involving both the government (through embassies and consulates), as well as with similar NGOs in Malaysia, Hong Kong, Taiwan, and Korea.

(4) Profile of Program Targets

The CIMW bases its strategy on community empowerment, in groups or communities in migrant workers areas. This is because the CIMW considers empowerment in groups is more effective in achieving the desired objectives. The CIMW commences community empowerment when it is requested by a certain community. Usually, troubled migrant workers who have been assisted by the CIMW, ask to be coached in matters of economic empowerment. Therefore, there is no requirement based on gender or age as long as the participants are in need of an empowerment program.

(5) Coverage Area

The CIMW focuses on areas that are considered poverty pockets and migrant source areas. However, the CIMW is not able to cover all parts of Indonesia. Instead, it conducts programs based on requests from the respective communities. The areas that have become the sites of CIMW activity are East Java (Ponorogo, Madiun, and Blitar); West Java (Sukabumi, Karawang, and Indramayu); North Sumatra (Batubara, Deli Serdang, and Percut).

In all regions targeted, the CIMW observes the local context and experiences, such as in Batubara, North Sumatra, where there are cases of human trafficking into Malaysia; in Cintatayan, Sukabumi, there have been cases of women migrant workers who became rape victims of their employers and subsequently gave birth to mixed Middle Eastern-Indonesian children.

4.3 Private Institutions

4.3.1 The Human Resource Development Service of Korea

Wisma Korindo 9th Floor
Jalan MT. Haryono Kav. 62, Jakarta
Ph: 021-7918-6012, 6014 | Fax: 021-7918-3618
Website: <http://www.hrdkorea.or.kr/ENG/1/4>

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 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 the employment sector. The Korean HRD, working together with BNP2TKI, has become the main actor in the placement of migrants in South Korea. The Korean HRD manages the preliminary selection of workers, the awarding of employment contracts, and ensuring protections over the course of employment in South Korea.

a) Profile of Reintegration Program

(1) Program Conducted

The Korean HRD takes the initiative to conduct an event for the placement of migrants returning from Korea in positions within Korean companies in Indonesia. There are two

reasons behind this activity. Firstly, there are many Korean companies in Indonesia that experience difficulties 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 remain jobless in Indonesia.

Since 2012, the Korean HRD in Indonesia has been conducting free training programs over a six-week period for migrants returning from Korea. The return migrants who are interested report directly to the training location at the Graha Insan Cita building in Depok, while future participants who live outside Depok must submit an application form and required documents via post. The Korean HRD has conducted this training twice with a total of 120 participants in 2012 and 90 participants in 2013. For six weeks, the participants are given training in subjects including the use of computers, Korean language, quality control, and office administration. In addition, participants are also provided with textbooks, dormitory accommodation, and meals. At the end of the training, a job fair is held, in which around 30 Korean companies in Indonesia participate; in this way, return migrants that participate in the training can directly apply for employment.

Migrants who have returned from Korea and do not have the chance to join the training but want to work for Korean companies in Indonesia can contact the Korean HRD directly. If their skills meet the needs of Korean companies in Indonesia, the Korean HRD will recommend the respective return migrants to Korean companies in Indonesia.

(2) Program Goals

The training and recruitment programs conducted by the Korean HRD serve as an intermediary between Korean companies in Indonesia and the return migrants from Korea. Return migrants who are unemployed in Indonesia are expected to be capable of working for the Korean companies due to 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 in middle management positions (as supervisors, foremen, and group leaders).

(3) Parties Involved

In the implementation of the training and recruitment program, the Korean HRD works together with several parties, including the Korean Embassy, Seoul *Kyunghee* Technical College, *Graha Insan Cita* Training Centre, and the BNP2TKI. Cooperation with the BNP2TKI is limited to program publicity, in order to have the program posted on the official website of the BNP2TKI. Meanwhile, in organizing the job fair, the Korean HRD works together with the Korean Shoe Industry Association, the Korean Garment Industry Association, Inni-Bz Group, and the Korea Trade-Investment Promotion Agency.

(4) Profile of Program Targets

This program is open to migrants returning from Korea, who have never lived without legal documentation in Korea, and who are not applying to work in Korea again. Thus, the program disqualifies those who are waiting for their re-entry working visa as well as those who are preparing to take a special Computer-Based Test for Employment Permit. Return migrants with a record of working without proper documents are not allowed to join this training program and cannot be employed by Korean companies in Indonesia. There is no

gender prerequisite in this program. Young return migrants are prioritized in the selection process.

After running for two years, 210 return migrants have participated in this program. In 2012, 118 out of 120 participants passed and 39 of them then found employment in Korean companies in Indonesia; meanwhile in 2013 the number of participants that passed was 89 out of 90 participants, and 46 people found employment.

(5) Coverage Area

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

4.4 Donor Institutions

4.4.1 TIFA Foundation

18th Office Park Building 15th Fl. Unit C-D T. B. No. 18
Pasar Minggu, Jl. T. B. Simatupang, RT.2/RW.1, Kebagusan, Jakarta
DKI Jakarta, Daerah Khusus Ibukota Jakarta 12520
Ph: 021-8292776 | Fax: 021-83783648
Email: public@tifafoundation.org
Website: <http://www.tifafoundation.org/>

The TIFA Foundation is a grant-making organization that works to promote an open society by playing an active role in strengthening civil society in Indonesia. The foundation was established at the end of 2000 and continues to sharpen its focus to guard the democratic process in Indonesia. After encouraging the democratic transition and consolidation in Indonesia, since 2012 the TIFA Foundation has dedicated itself to furthering the quality of democracy in Indonesia.

a) Profile of Reintegration Programs

(1) Programs Conducted

As an organization that is concerned with efforts to strengthen civil society, the TIFA Foundation has a large program that focuses on the empowerment and strengthening of prospective migrants, return migrants, and their families. The program is conducted through community-based organization (CBO) structures or community-based empowerment and organizing. The CBOs include local partners/NGOs whose staff are trained by the TIFA Foundation to become paralegals and also parafinance specialists able to provide financial counsel. The participation of CBOs is considered to have additional value because they are closer to the local community. Through working with CBOs, the protection of migrants and handling of migrants' problems will suit existing local policy. The monitoring of CBO performance in this program is conducted directly by the TIFA Foundation. However, it also involves coordination with the local partners.

The above mentioned programs are known as the Poverty Alleviation through Safe Migration program, which was conducted between 2012 and 2014, and the Empowerment of Migrant Workers and their Families at Their Places of Origins program,

conducted between 2010 and 2013. Both programs have different sources of funding and regional focuses. These two programs have several components, which are:

- (a) *Access to finance*. This activity takes the form of training in financial management and entrepreneurship which is conducted by the parafinancial staff. The training on financial management is given to prospective migrants, return migrants, and their families. The prospective migrants and their families are expected to be able to prepare for immigration processes well before departure. Meanwhile, the return migrants and their families are directed towards wise management of household finances (smart spending) and are encouraged to avoid consumerist behavior. In the entrepreneurship training, return migrants are mentored in business creation, and are given access to information about sources of credit that can be used to support the businesses they start. Each of the activities has a different focus, but they complement one another because of their related characteristics. Therefore, both are implemented simultaneously in one package.
- (b) *Access to justice*. This program includes policy advocacy at the local level and counseling for return migrants experiencing problems. The basic aim of this program is to remedy the regulation gap in national policy. For example, in Regulation No. 39/2004, the mediation process is not elaborated. The TIFA Foundation fills that gap by encouraging the participation of local governments in the decentralization of migrant protection. One of the local governments' potential roles is case management, by creating standard operational procedures (SOP) for case handling in local area. In the creation of these SOP, TIFA often conducts discussions with BNP2TKI, BP3TKI, the local labor office, and village figures in East Nusa Tenggara (NTT) and West Nusa Tenggara (NTB). The expected outcome in making of the SOP is the maximization of the roles of relevant bodies at the village and subdistrict levels to accelerate the completion of a case. Additionally, the procedures for reporting a case and its expected duration will be made clear. This is important in reducing the cost of resolving the problems. Legal counseling such as advice and guidance for migrants is given by paralegals available within every mentored community. This includes the provision of information on how to take care of work insurance, and how to demands rights. The handling of a case at village level is expected to run more effectively because the ease of access for migrants can be guaranteed.

In relation to the implementation of the Poverty Alleviation through Safe Migration program between 2012 and 2014, the TIFA Foundation also developed a special website to evaluate the performance of PPTKIS (recruitment agency).¹⁶ 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 Law on Information and Electronic Transaction, a filter is established in which the migrants have to fill in identification details, their passport number, and other details. This website is planned for 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.

- (c) *Adoption of protective models*. Somewhat related to the policy advocacy activities at the local level, this component encourages a bigger role for the local government, for example through the creation of local regulations as instruments for protection. One of the local regulations that has been formulated is in one of the mentored villages in

¹⁶The website can be accessed at www.pantaupjkti.buruhmigran.or.id.

NTB. The existence of this village regulation has significantly helped to protect residents by managing the inflow and outflow of migrants in their respective villages. For example, the village regulation prohibits mothers who are still breastfeeding, newly-married couples, and mothers of toddlers from working overseas. This village regulation is considered to be an instrument of protection at the community level.

(2) Program Goals

In general, the goal of the programs and activities conducted by the TIFA Foundation is to build people's power and participation in groups in order to fight for their rights as citizens. In terms of finance and the 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, the community is expected to be able to access their rights in accordance with the applicable legal regulations. Through this program, the TIFA Foundation also aims to reduce the legal loopholes and gaps that are found in this country by bringing direct protection closer to the people at village level.

(3) Parties Involved

In its programs and activities, the TIFA Foundation—besides taking on the role of grant maker—also becomes an activity executor. The funding for the Poverty Alleviation through Safe Migration Program was provided by the Australian Department of Foreign Affairs and Trade (DFAT). Meanwhile, the Empowerment of Migrant Workers and their Families at their Place of Origin program was funded by 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 sector, such as BNP2TKI, the Ministry of Labor, Bappenas, the Foreign Affairs Ministry, the local labor agency, as well as NGOs, such as ADBMI (East Lombok), Koslata (Mataram), Delsos Larantuka (Flores), Rumah Perempuan (Kupang), and PPSE Atambua (Atambua).

(4) Profile of Program Targets

In the programs and activities conducted by the TIFA Foundation, there are certain criteria that have to be fulfilled by 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 women constitute at least 30% of participants. However, in reality, women's participation has been more than 50%.

(5) Coverage Area

The work area of TIFA Foundation is spread across all regions in Indonesia. However, for these programs and activities, the work area is divided according to the funding sources. Using funding from the Australian Government, the TIFA Foundation conducts programs in ten villages in East Lombok, Mataram, Flores, Kupang, and Atambua, which are migrant source areas. Meanwhile, with funding from the World Bank and the JSDF, programs and activities are conducted in another 90 villages in Cilacap, Indramayu, and Banyuwangi (TIFA Foundation, 2013).

4.4.2 The International Labor Organization

ILO Jakarta Office
Menara Thamrin Lantai 22
Jalan M.H. Thamrin Kav. 3, Jakarta
Ph: 021-3913112
Website: <http://www.ilo.org/jakarta/lang--en/index.htm>

Established in 1919, the International Labor Organization (ILO) is responsible for promoting rights at the workplace, encourages the creation of decent work, enhancing social protections and strengthening dialogue on work-related issues. The ILO is the only agency of the United Nations that brings together governments, employers and workers in “tripartite social dialogue” to prepare policies and devise programs on labor (ILO, 2013: 2).

Currently, the ILO is focusing on encouraging and giving counseling to 10 ASEAN member countries in order for them to develop effective systems and mechanisms for migrant workers within the ASEAN region. Thus, the ILO assists in the management and labor data division of each of the countries, to exchange and make use of the available data. The ILO also helped the formation of complaint mechanisms 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.

a) Profile of Reintegration Program

(1) Programs Conducted

So far, the ILO has often been involved in the delivery of various reintegration programs and activities. However, the ILO does not directly deliver those programs and activities, but instead involves NGOs in local regions (local partners) and also governments (national partners) that are concerned about migrant issues in Indonesia. The programs that have been undertaken by the ILO include: (i) advocacy and counseling for the improvement of policies on migrant labor and workers in domestic sector; (ii) a global campaign for the ratification of the ILO Convention No. 189 on Domestic Labor; (iii) enhancement of community and government awareness of issues of migrant workers through media and social campaigns, and (iv) improvement of the capacity of migrant workers, their families, NGOs, as well as government migrant labor systems.

The programs that directly target migrants, return migrants, and their families are programs of capacity enhancement. In this area, there are several activities, including financial training and economic empowerment. In financial training, the ILO and its NGO partners frequently deliver financial literacy programs for migrants, return migrants, and their families. This activity intends to enable each migrant community to make use of the remittances received from working overseas for things that are productive and possess economic value. In the area of economic empowerment, the ILO encourages and facilitates the delivery of entrepreneurial training activities 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 the empowerment program, the ILO has also been involved indirectly in the provision of infrastructure, in this case the building of shelters for migrant workers in Batam, which was initiated by the local NGO partner. At that shelter, various types of therapy, treatment, and training for return migrants are provided.

(2) 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 migrant workers, especially those against domestic workers, both in Indonesia as well as in destination countries; (ii) promoting empowerment and protection of migrant workers and by establishing partnerships with various stakeholders, and; (iii) assisting efforts by the government to strengthen protection for migrant workers and combat forced labor and human trafficking.

(3) Parties Involved

As mentioned earlier, the ILO involves many local and national partners in its programs and activities. From the NGO sector, the ILO has involved the central and regional Indonesian Migrant Workers Union (SBMI), Migrant CARE, Cirebon Migrant Forum, and Consortium of Advocates of Indonesian Migrant Workers (Kopbumi). The ILO also often works together with the government sector, such as the Ministry of Labor, BNP2TKI, BP3TKI in regional areas, and the Foreign Affairs Ministry.

(4) 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 applies gender quotas or age limitations in its programs, but this can always be done by the local and national partners that are involved.

(5) Coverage Area

The programs and activities organized by the ILO cover all parts of Indonesia. However, there are several regions that have been decided upon as the ILO's work locus, including Lampung, Central Java, West Java, and East Java.

4.4.3 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
Website: <https://indonesia.iom.int/>

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, intergovernmental organizations, and nongovernmental partners. With 155 member countries, 12 supervisory countries, and offices in 100 countries, the IOM is dedicated to promoting humane and orderly migration for the benefit of all parties. This is achieved by providing services and guidance to governments and migrants. The IOM works to promote international cooperation on issues of migration, including searching for practical solution to migration issues, and to providing counseling for migrants who need it, including refugees and people banished from their home countries (IOM, 2013).

a) Profile of Reintegration Program

(1) Programs Conducted

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

- (a) Facilitation of informal and formal education for human trafficking victims. The IOM plays a role in referring victims of human trafficking to the government in order to access assistance and or informal education opportunities. This is because there are many victims of human trafficking that are still of school age.
- (b) Income generating activities. In this regard, the IOM works frequently with partner NGOs across various parts of the region. Since 2005, approximately 80 NGOs in Indonesia have been active in initiating and guiding efforts toward 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 collective economic empowerment, so that the mechanisms of monitoring and control can be easily carried out and a sense of belonging among the members can be guaranteed as well. Furthermore, the results of the economic empowerment programs carried out in groups are more effective than those delivered on an individual level.
- (c) Vocational training activities. The IOM facilitates training for individuals and groups according to the priorities of the community.

(2) Program Goals

There are three goals that the IOM aims to achieve through the implementation of its programs and activities: (i) that victims of human trafficking who are still of school age can access education just like other citizens, so that their future well-being is guaranteed; (ii) that return migrants in the community can be economically independent; this can prevent them from returning to work overseas, and (iii) that migrants who become victims of human trafficking develop skills in their field of interest, in order for them to be ready to enter the domestic job market.

(3) Parties Involved

In delivering its programs and activities, the IOM frequently works together with local NGOs and also the government. The NGOs that have been involved are, among others, the SBMI, Migrant Worker Citizen's Forum (FWBM) in Cirebon, Migrant Workers' Guard (GBM), and Migrant Worker Advocacy (ABM) in East Lombok. Meanwhile, the government institutions that have been involved include BNP2TKI, the Ministry of Labor, the Foreign Affairs Ministry, and the National Education Ministry.

(4) Profile of Program Targets

The IOM gives assistance to victims of human trafficking whenever it receives referral from either individuals or NGOs. In providing assistance, the IOM does not enforce prerequisites for participating individuals or communities. As long as the concerned party is a victim of human trafficking, the IOM will provide assistance. By 2013, there had been around 5,000 individuals referred to the IOM by partner NGOs. However, only around 3,780 victims received assistance. Around 70% were victims of trafficking and forced labor, occurring within the country and overseas. Meanwhile, 90% were women and around 24% were under-aged children, most of whom are girls (IOM, 2013).

(5) Coverage Area

The programs and activities conducted by the IOM target all victims of human trafficking in Indonesia without being limited to certain regions. All victims of human trafficking from any region will be given assistance. For regions that are quite far from the location of the IOM in Jakarta, cooperation with local partners is required in order to process referrals. So far, referrals that come to the IOM have been mainly from Java, Sumatra, NTT, and NTB, and 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 extensively discussed within studies of migration and development. Furthermore, explorations into return migration focus only on the realities facing developed countries, and focus on skilled migrants or permanent migrants who return voluntarily. For developing countries like Indonesia, return migration is far from voluntary as the migrants are almost all contract workers with low skills. Further studies are necessary to fill in wide gap of knowledge about 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 most relevant theory explaining the context of Indonesian return migration is a combination of New Economic Labor Migration theory and the social network approach. In this context, the migration pattern is seen as circular, where the return is certain and—due to the size of the initial investment in the first migration—so is the re-migration. This background poses challenges to the design of reintegration programs. The programs might not be sustainable as the returnees might decide to re-migrate.

However, this does not reduce the relevance of reintegration programs. For one thing, reintegration in the context of circular migration creates an alternative to re-migration. This means, it can potentially break the cycle of ever-lasting migration. Further, reintegration is a package in which safe migration measures can be extensively disseminated, giving more information to the migrants so that they re-migrate 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 also developing the economic, social, and cultural potential of the return migrants who want to stay put.

Many returnees, particularly those experiencing problems overseas as well as those having family-related problems encounter difficulties in reintegration because reintegration is simply nonexistent in policy frameworks. Reintegration exists in the forms of initiatives of individual organizations and hence, it is understandably sporadic and insufficient. The returnees also face difficulties participating in the labor market either for self-employment (own-account workers or entrepreneurs seeking investment opportunities) or formal wage employment. Because of this, returnees cannot see alternatives to livelihood other than 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 for what they are going to do after the end of the migration cycle. This serves as a preparatory stage in which the migrants do their best to mobilize human, financial, and social capital. 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. Nonstate actors, such as nongovernmental organizations, international donor agencies, and the private sector should work together to achieve a more significant impact. Cooperation between various stakeholders that implement different forms of reintegration initiatives is highly recommended. At the same time a growing number of self-help groups, savings groups and cooperatives in migrant source villages have great potential to implement reintegration projects. To ensure full participation of the returnees and their families, these reintegration initiatives are best conducted at the village level.

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

It is now clear that the reintegration of return migrant workers must be a national policy concern and should be incorporated in the revised version of the forthcoming Law on Protection of Indonesian Migrant Workers. At the same time, the Ministry of Labor has launched a roadmap in which the government vows to bring the number of informal migrant workers down to zero by 2017. Hence, clear measures should exist so that migrants can consider nonmigration livelihood strategies.

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Regulation of the President of the Republic of Indonesia No. 45 Year 2013 about Coordination for the Repatriation of Indonesian Migrant Workers.

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