



ILO - EVALUATION

- Evaluation Title: **Independent Final Evaluation Report of Project: Combating Forced Labour and Trafficking of Indonesian Migrant Workers, Phase II**
- ILO TC/SYMBOL: **INS/08/02/NAD**
- Type of Evaluation : **Independent**
- Country(ies) : **Indonesia (with activities in receiving countries Malaysia, Singapore and Hong Kong)**
- Date of the evaluation: **Mar-May 2012**
- Name of consultant(s): **Mike Freeman**
- Administrative Office: **ILO-Jakarta**
- Technical Backstopping Office: **DECLARATION**
- For Joint Evaluations: **Lead Agency:** **Participating Partner Agencies:**
- Date project ends: **31 March 2012**
- Donor: country and budget US\$ **Norway**
- Evaluation Manager: **Nelien Haspels and Pamornrat Pringsulaka**
- Evaluation Budget: **USD 14,390**
- Key Words: **Migrant Domestic Workers, Migrant workers, Legislation, Regulations, Outreach, and support services, Capacity Building, Awareness Raising, Economic Empowerment, Gender tools, Gender based violence, HIV-AIDS**

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit



**Independent Evaluation Report:
End of Project Evaluation**

**Combating Forced Labour and Trafficking of Indonesian
Migrant Workers, Phase II (INS/08/02/NAD)**

May 2012

Independent Evaluator - Mike Freeman

Table of Contents

| | |
|---|----|
| Acronyms and Abbreviations..... | 4 |
| 1. Executive Summary | 5 |
| 1.1 Background and Context | 5 |
| 1.2 Main Findings and Conclusions | 7 |
| 1.3 Recommendations, Good Practices and Lessons Learned..... | 11 |
| 2. Project Background..... | 16 |
| 2.2 Development background - the problem | 16 |
| 2.2 The previous phase of CFLTIMW | 17 |
| 2.3 The Current Project | 18 |
| 2.4 Supplementary funds..... | 19 |
| 3. Evaluation Background | 25 |
| 4. Methodology | 27 |
| 4.1 Underlying methods and sources | 27 |
| 4.2 Key activities and respondents | 28 |
| 4.3 Limitations of the evaluation | 29 |
| 5. Main findings..... | 31 |
| 5.1 Validity of design | 31 |
| 5.2 Delivery process and strategy..... | 36 |
| 5.3 Relevance and Strategic Fit..... | 38 |
| 5.4 Effectiveness | 41 |
| 5.5 Efficiency | 48 |
| 5.6 Sustainability | 53 |
| 5.7 Impact | 55 |
| 5.8 Causality and Unanticipated Effects | 56 |
| 5.9 Gender Concerns | 57 |
| 5.10 Effectiveness of Management Arrangements | 58 |
| 6. Conclusions | 59 |
| 6.1 Lessons Learned | 63 |
| 6.2 Good Practices | 64 |
| 6.3 Recommendations..... | 66 |
| Appendices | 70 |
| Appendix 1: Terms of Reference | 70 |
| Appendix 2: List of persons or organisations interviewed..... | 81 |
| Appendix 3: Lists of publications and documents used..... | 84 |
| Appendix 4: Synopsis of project achievements and challenges | 87 |

Acronyms and Abbreviations

| Term | Meaning |
|-----------------|--|
| ADWA | Asian Domestic Workers Alliance |
| ASEAN | Association of South East Asian Nations |
| BAPPENAS | Badan Perencanaan Pembangunan Nasional, the Indonesian National Development Planning Agency |
| BNP2TKI | Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia, the Indonesian Agency for the Placement and Protection of Migrant Workers |
| CBO | Community Based Organisation |
| CFLTIMW Project | Combating Forced Labour and Trafficking of Indonesian Migrant Workers Project |
| DfID | Department for International Development (UK) |
| DPR | Dewan Perwakilan Rakyat, the Indonesian National Parliament |
| GBV | Gender Based Violence |
| GOI | Government of Indonesia |
| HIV/AIDS | Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome |
| HKCTU | Hong Kong Confederation of Trade Unions |
| HOME | Humanitarian Organization for Migration Economics |
| IEC | Information Education and Communication |
| ILO | International Labour Organization |
| ITUC | International Trade Union Confederation |
| KAP | Knowledge, Attitude and Practice |
| M&E | Monitoring and evaluation |
| MOU | Memorandum of Understanding |
| MTDP | Medium Term Development Plan |
| NGO | Non-Government Organisation |
| OECD DAC | Organization for Economic Cooperation and Development, Development Assistance Committee |
| PAC | Project Advisory Committee |
| PAF | Project Accelerations Fund |
| PGA | Participatory Gender Audit |
| PPSW | Pusat Pengembangan Sumberdaya Wanita, Women's Development Resources Centre (NGO) |
| RBSA | Regular Budget Supplementary Account |
| RBTC | Regular Budget for Technical Cooperation |
| ROAP | ILO Regional Office for Asia and the Pacific |
| SBMI | Indonesian Migrant Workers Trade Union |
| SIYB | Start and Improve Your Business |
| SMS | Indonesian Migrant Workers Trade Union |
| TOR | Terms of Reference |
| ToT | Training of Trainers |
| UN | United Nations |
| UNAIDS | The Joint UN Programme on HIV/AIDS |
| Undang Undang | Indonesian Public Laws (Parliament) |
| UNI-MLC | UNI Global Union Malaysian Liaison Council |
| UNPDF | UN Partnership for Development Framework for Indonesia 2011-2015 |

1. Executive Summary

1.1 Background and Context

1.1.1. Project purpose, logic and structure

Over the last few years, in the region of 600,000 to 700,000 Indonesians are recorded officially as leaving the country annually to take up employment opportunities overseas. It is estimated that they contribute as much as \$3 billion a year through remittances (and possibly more) to Indonesia's foreign exchange. It is estimated that up to 80% of migrant workers are female, the majority of whom are going overseas to work as migrant domestic workers, which entails carrying out household work in the home of a private employer, often including caring for children and elderly members of the household. Many migrant workers, and particular those working in domestic situations are subject to a wide range of potential problems, including forced or trafficked labour practices physical, psychological and sexual abuse, trafficking into prostitution, the fostering of debt bondage, misrepresentation of work conditions, forced retention in migrant worker processing centres, inadequate training/preparation for tasks overseas, withholding of passports and identity documents, and extortion of funds upon return.

With these issues in mind the Combating Forced Labour and Trafficking of Indonesian Migrant Workers (CFLTIMW) Project, Phase II has the development objectives to:

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

The component structure and project objectives of CFLTIMW) Project, Phase II were:

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

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

migrant domestic workers. The project has focused on what happens to them and the support required for them in Malaysia, Singapore and Hong Kong as receiving countries. The project also recognises synergies with the situations of Indonesian migrant domestic workers in Gulf Countries, who in a wider sense are also expected to be beneficiaries.

1.1.2. Present situation of the project

The CFLTIMW Project Phase II is a 3.5 year, \$2.679million project, being implemented through the ILO Jakarta Office and funded by the Royal Government of Norway. Originally intended to run for three years, it commenced in September 2008 and completed in March 2012 after a five month no-cost extension. It has benefited from work undertaken through two tranches of PAF funding for HIV/AIDS developments and from funds provided through a RBSA funded regional project on developing gender policy and tools. This evaluation also covers these additional projects.

1.1.3. Purpose, scope and clients of the evaluation

This evaluation has been conducted in March 2012, by Independent Evaluator Mike Freeman. The evaluation managers are Neliën Haspels of the Decent Work Technical Support Team and Pamornrat Pringsulaka of the ILO Regional Office for Asia and the Pacific. The evaluation is based on the terms of reference as given in Appendix 1.

The purpose of the evaluation is:

"To assess the project objective, design, strategy, results and impact within the wider context of relevant Indonesian national and local policy and programme frameworks and stakeholder configurations. The evaluation will furthermore draw lessons from the implementation of the project and identify opportunities and priorities for future action, also with respect to up-scaling project action and mainstreaming migration and forced labour/trafficking concerns into the Indonesian development framework, strengthening the migration-development nexus. To the extent that the project objectives are found to remain relevant, the evaluation results will feed into the objectives, design, strategy and planned output of a new project proposal".

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

1.1.4. Methodology of the evaluation

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

- **Validity of design** – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;

- **Effectiveness** - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily;
- **Impact** - positive and negative changes and effects caused by the Project at the sub-regional, national and provincial levels, i.e. the impact with social partners and various implementing partner organisations;
- **Relevance and strategic fit** – the extent to which the objectives are in keeping with sub-regional, national and local priorities and needs, the constituents’ priorities and needs and the donor’s priorities for the project countries;
- **Effectiveness of management arrangements;** and
- **Sustainability** – the extent to which adequate capacity building of social partners have taken place to ensure mechanisms are in place to sustain activities and whether the existing activities are likely to be maintained beyond project completion.

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

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

The scope of the evaluation has been, to the extent possible with limited time, all project activities during the second phase of CFLTIMW (including supplementary funded projects), with a major focus on activities among government and workers' organisations and other civil society organisations partners in Indonesia, and with the evaluator able to meet main partners in Jakarta. All provincial activities are covered by the evaluation, but with the evaluator only able to meet a selection of partners in the province of West Java. A further focus has been the inclusion of a limited number of telephone interviews with workers' and other civil society partners in Malaysia, Singapore and Hong Kong. Given that this evaluation has coincided with project completion at the end of March 2012, the drawing out of lessons from this project and pointers for future ILO activities targeting migrant domestic workers from Indonesia and their families and communities, has been a special focus area.

1.2 Main Findings and Conclusions

The following are the main findings and conclusions referenced to relevant sections of this evaluation report:

A. VALIDITY OF DESIGN

A1. Project logical structure: Development objectives for CFLTIMW Phase II are logical, clear and valid but lack higher level indicators. Logical connections between development objectives and component outcomes are insufficiently developed. Risk analysis is missing.

A2. Response to the mid-term evaluation: The period of time between the mid-term evaluation and this final evaluation is too short to make a judgement as to the extent to which mid-term recommendations have been fully followed up.

A3. Indicators and coherence of activities, outputs and objectives: Changes desired through the project are clear even if high level indicators are absent. The evaluator acknowledges that behavioural change is difficult to measure. Extensive surveys and reliance on partner documentation are not particularly appropriate to this type of project. Project reporting has improved throughout the period of the project.

A4. Risk factors: Risk analysis is missing in the design and implementation of the project but should be considered as good practice in the future.

A5. Stakeholder roles and commitments: Stakeholder analysis in the design of this project was poor, but stakeholders have found valuable and appropriate roles within their own mandates.

B. DELIVERY PROCESS AND STRATEGY

B1. Focus on objectives: Without doubt, ILO project staff and their partners have focused on the achievement of the objectives of the project and have made significant progress in this regard. Significant results have been achieved by sustaining support over successive project periods and that ILO's delivery strategy has been effective in this regard. They also show that partners have made significant contributions as planned. Supplementary funding for mainstreaming gender and HIV/AIDS issues and actions has been well integrated.

C. RELEVANCE AND STRATEGIC FIT

C1. Relevance to migrant worker problems: The project response to the problems of migrant domestic workers has been appropriate throughout implementation and is still relevant. Supplementary funding has allowed specific focus on gender and HIV/AIDS as particularly relevant to the needs of migrant workers.

C2. Institutional development versus direct support: ILO focus on leveraging partner resources rather than direct financial support has been appropriate and well managed.

C3. Alignment with Indonesian Government: The CFLTIMW Project has been well aligned to Indonesia's higher level policies and plans and to partner ministry mandates.

C4. Alignment with the UN and ILO: The CFLTIMW Project Phase II aligns well with UN and ILO strategies on decent work and on migrant worker issues.

D. EFFECTIVENESS

D1. Achievement of project objectives and outcomes by component:

Component1: The project has made significant progress in helping the region to develop standards and cooperation mechanisms for human rights and protection of

migrant domestic workers and this should be viewed as an achievement of ILO's overall operations in the region as well as of the project itself.

Component 2: Within the Indonesia context, progress in meeting awareness raising aims has been impressive and this is very important because this aspect of the project's work is a major driver for change.

Component 3: The project has made extensive progress in training for a wide range of outreach services for migrant domestic workers.

Component 4: As a relatively small-scale project with relatively few staff, CFLTIMW has needed to prioritise its training and capacity building activities, but capacity building is complex and could have been a little more focused.

Component 5: The project has helped to produce a useful range of documentation on legal development and service provision issues, as well as background information on migrant workers and their families and has achieved progress in data systems with selected agencies.

Supplementary funded projects: Supplementary funded activities in gender and HIV/AIDS developments have met their stated objectives and have been mainstreamed into CLFTIMW. These aspects can now be fully mainstreamed in future projects from the start as well as within organisational and public awareness activities.

D2. Target groups: Involvement of Indonesian Government agencies has been extensive and benefits have accrued through both CFLTIMW and supplementary activities, but this cannot be said for governments in destination countries. GOI has adopted ILO methodologies and is now utilising its own resources. Worker and other civil society organisation involvement has been excellent both in Indonesia and destination countries, but long-term benefits will rely on sustainable funding. Significant inroads have been made to support and involve migrant workers and their communities with the long-term challenge now to scale this up significantly.

D3. More effective ways of addressing the problems in the future: Considerable benefits in effectiveness can be obtained in the future by seeking relationships with an expanded range of strategically placed partners in Indonesia. Methodologies for gender and HIV/AIDS related activities developed through RBSA and PAF funding should be mainstreamed in future major projects from the start. ILO should consider deployment of project staff in destination countries in order to place more emphasis on supporting worker and other civil society organisations to advocate to their governments. ILO should further support Indonesia in the leading international role it is playing to support migrant workers.

E. EFFICIENCY

E1. Justification of resources and value for money: The \$2.6 million invested in CFLTIMW Phase II is: a) relatively small scale; b) has been utilised in as strategic a manner as possible; and c) represents value for money. While there is some evidence that the project has been over-ambitious in the area of capacity building, it

has achieved a remarkable number and quality of activities for the small amount invested and the few dedicated project staff it has employed. The use of supplementary funding for HIV/AIDS and gender developments has been good value for money.

E2. Partner complementarity and leveraging resources: The project strategy of working with selected Indonesian government agencies on migrant worker issues is appropriate and efficient. The choice of agencies is derived logically from their mandated roles and functions in regulation, policing and service provision. To date the project has had little success in involving the private sector in a formal sense, although the evaluator notes that corporate social responsibility notions are on the rise. The project strategy of trying to leverage longer-term funding from government partner budgets has been efficient. For worker and other civil society organisations partners the ability to leverage funding is more problematic. The involvement of NGOs as partners in ILO supported project activities has been efficient. They play a very valuable role in both the promotion of human rights and in the provision of services, and often have very dedicated and skilled human resources, but without significant funding bases of their own, will always seek outside funding. The major challenge is to assist to leverage large scale funding from GOI in the future.

E3. Lessons on efficiency: Relatively small-scale and focused activity with strategies to leverage partner resources do lead to an efficient use of resources, and there is scope for private sector funding to play a larger role in the future. But ILO should consider more flexible approaches to its own funding requirements in the future including multi-funder approaches

F. SUSTAINABILITY

F1. Sustainability: Initiatives started with government have a very good chance of being sustainable with work in the Ministry of Manpower and Transmigration and the Ministry of Foreign Affairs being good examples. More support is required for BNP2TKI, particularly to help make its data collection, analysis and dissemination functions more sustainable. Trade unions, migrant associations and NGOs will need further resource support in the future to make their work in regard to migrant workers sustainable. Significantly more support will be required to help communities and their organisations work on these issues sustainability.

G. IMPACT

G1. Impact: (overall impact has been covered under the heading of effectiveness and in Appendix 4). The information provided by the project has to a significant degree demonstrated consideration of impact in reporting and monitoring. However baseline information on migrant workers in Indonesia is a weakness and data systems need more attention in the future in order that they can better focus on impact.

H. CAUSALITY AND UNANTICIPATED EFFECTS

H1. Unintended effects: The project has been implemented in a period of political positivity in Indonesia towards migrant workers and while progress has been slow in this regard in destination countries, Indonesia is emerging as a regional champion for

the rights of migrant workers. There have been few unanticipated effects that have hampered the project or the RBSA and PAF funded activities.

I. GENDER CONCERNS

I1. Gender: The CFLTIMW project and the supplementary projects have responded well to gender issues throughout their implementation. Given the majority of Indonesian migrant workers are women the emphasis on domestic workers has proven a useful focus. The work of trade unions in the destination countries has well considered the needs of both women and men, with major emphasis on the plight of women domestic workers as a particularly vulnerable group. Worker and other civil society organisations have both welcomed the training on gender and utilised it in preparing programs. Gender audits have gone ahead on an independent, voluntary basis and have proven valuable. Gender disaggregated data has not been provided on a systematic basis.

J. MANAGEMENT ARRANGEMENTS

J1. Management arrangements: The project has had significant political and administrative support from the Government of Indonesia. It would have benefited by a larger complement of project staff, but has received excellent back-stopping support from other staff in ILO Jakarta. It has received appropriate and valuable support from ILO in Jakarta, regionally and globally.

1.3 Recommendations, Good Practices and Lessons Learned

1.3.1 Recommendations

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

1. Scaling up: The way forward within Indonesia for the future of rights based rules and support systems for Indonesian migrant workers is undoubtedly to help Indonesia meet the challenges of massive scale up so that benefits can be afforded to millions of individuals in the future. This will involve helping Indonesia to maintain focus on regulations and most importantly adherence to and policing of them, at the same time as seeking budgetary support for vastly expanded programs of training and local support, with a major focus on making linkages between local legislative efforts (and policing) and practical local government budgetary support.

2. Emerging partnerships: Given the keen interest that has been shown concerning migrant worker issues by higher levels in the Indonesian Government system, the imminent deliberations on Indonesia's next medium term development plan and the need for support and protection for migrant workers to be widely expanded, the time is now absolutely right for ILO to seek to widen its partner base for future work related to migrant workers to include other strategic high level government agencies.

3. "Projectisation": If it wants further "projects" to support migrant worker activities in the future, ILO should acknowledge that project approaches have limitations to long-term work on its mandates in this area (as well as meaning potential loss of skilled staff when project funding ceases). It should seek to adopt a more flexible funding strategy that would see contributions from a range of funders, including a

wider range of bilateral development assistance donors, the corporate world and possibly large scale civil society organisations. This should aim to have a system of overlapping funding periods/tranches.

4. Work in destination countries: ILO should now build upon the successes it has helped the Ministry of Foreign Affairs and its worker and other civil society partners in destination countries to achieve in regard to advocacy and services for Indonesian migrant workers in the destination countries. This is clearly linked to regional efforts by ILO (in South East Asia and wider afield) to advocate to destination governments.

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

6. Involvement of the private sector: Financial institutions in Indonesia should be further investigated as future project partners. Coupled with this ILO should investigate the future involvement of business entities willing to embrace corporate social responsibility as part of their remit. ILO should on the other hand accelerate support for GOI efforts to crack down on corrupt practices around the migrant cycle. It could also look in the medium term at recruitment agencies becoming more cooperative partners in migrant worker protection efforts.

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

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

9. Measuring change: Regular annual or semi-annual structured stakeholder discussions should be used to maintain a watch on changes projects are aiming to support and to develop and utilise an understanding of the lessons being learned as they arise. Reliance on a large number of surveys and the provision of internal

documentation by stakeholders is unrealistic and should unless absolutely necessary be discontinued.

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

1.3.2 Good practices

The following nine notes are a reflection on the best practices noted by this evaluation of CFLTIWM Phase II:

1. Leveraging partner resources: The priority given to institutional development over direct support is the correct strategy for ILO to utilise if it is to assist its partners to gain capacities to assist and support migrant domestic workers. ILO has consistently applied the principle that initial funding (at least to government agencies) is only provided to leverage funding so that the agencies can manage and implement their own programs.

2. Solid training methodologies: Notwithstanding the need to develop consistent approaches to training needs analysis and training evaluation, ILO's approach to training of master trainers, helping them to train trainers and then providing facilitation in initial step-down training is good practice.

3. Linking migrant support with economic empowerment: Of particular value in the project has been the ground-breaking delivery strategy that links developing a range of rights based support mechanisms, both at home and overseas, with economic empowerment efforts in the sending communities. Working with migrant workers and their families on for instance financial education directly supports migrant workers to better manage finances when they are overseas, but also helps migrant communities to address the poverty that is such a large factor in why people migrate in the first place. This more holistic approach also helped the project to look more widely at the alternative ways of addressing migrant worker problems.

4. Gender and HIV mainstreaming: ILO's work on mainstreaming gender and HIV issues within capacity building and training efforts is good practice and has proven effective in helping organisations to internalise these important cross-cutting issues and to build them into their own programming efforts. Gender audit as a voluntary tool for organisations is an excellent methodology (and again has had good response).

5. Supplementary funding for gender and HIV/AIDS: The use of supplementary funds (through both regional and nationally focused projects) to mainstream gender and HIV/AIDS issues as they relate to migrant workers has been well managed and successful. It has effectively allowed the use of specialist expertise with appropriately scaled resources to provide programme impetus that CFLTIMW was not specifically resourced or designed to provide. This shows that ILO and its partners have been

able to benefit from well structured learning experiences that will stand the organisation in good stead as it looks forward to designing new activities and projects to support migrant workers in the future, so that gender and HIV/AIDS perspectives can be integrated and mainstreamed.

6. Supplementary funding potential for other programme areas: If used well supplementary funding can be of significant value in developing other programme areas in addition to gender and HIV/AIDS. One of the main advantages is that it allows the staff of the main programme to continue with their own management and implementation tasks, while new programme areas are being developed. Essentially this is a form of extended (or perhaps organic) programme design as it allows partners to consider new initiatives over a longer period of time than a normal design process would allow.

7. Backstopping: The use of a backstopping system in a project that has not been particularly well resourced in terms of the number of staff it possesses has brought very positive benefits for ILO. As well as providing additional staff resources at busy times, this also encourages a more holistic approach to management of projects by helping to encourage specialist expertise within the ILO Jakarta office which is available to different projects. A good example is the synergies developed in the areas of gender & HIV, in which specialist staff in these areas have played a significant role in supporting activities in these cross-cutting areas in the project.

8. Community support: Recognising that work to improve situations for migrant workers requires supporting the sending communities is the basis of a good development strategy. It recognises the root causes of why migrants go overseas and helps to strengthen community resilience to poverty and economic disempowerment.

9. Awareness raising: While more undoubtedly needs to be done to advocate to destination governments on the issues facing migrant workers, the work on this at the national level in Indonesia through CFLTIMW Phase II has been very good practice. The project has been able to invest considerable effort and resources to present consistent messages to the media and to be innovative in how this is done.

1.3.3 Lessons learned

The following are the major lessons drawn through this evaluation from the experience of implementing CFLTIMW Phase II:

1. Underlying rationale for the project: It is valid to try to tackle migrant domestic worker vulnerabilities through awareness raising, advocacy and technical cooperation with the view to improved policy and legislative measures. It is appropriate to provide protection, outreach, livelihoods and reintegration services to migrant domestic workers, particularly those most vulnerable to forced labour and trafficking. It is valid to combine these efforts with work on improving the capacity of government and other key stakeholders to combat forced labour and trafficking.

2. Awareness raising as the driver for change: Public and official awareness raising is very important because this aspect of the project's work is a major driver for

change. The project demonstrates that its methodologies are able to raise awareness in sending communities and to help generate dialogue and mechanisms accordingly.

3. Community support: Support for communities sending migrant workers overseas has been demonstrated as both viable and effective, to the extent that CFLTIMW Phase II has been able to reach them. The extent to which this will continue and increase in the future is highly dependent on the continuation and sustainability of the activities being implemented by the large number of organisations that ILO has involved in this type of support.

4. The natural role of NGOs: NGOs with a poverty alleviation and human rights focus have a natural role to play in working with either prospective or returning migrant workers. NGOs focusing on women migrant domestic workers have a particularly valuable role to play.

5. Complexity of capacity building: Organisational capacity building has proven more complex and requiring more support than was envisaged in the original design. This situation was not helped by poor stakeholder analysis during design. The evaluator suggests that better analysis up front would have likely resulted in greater organisational impact through a less ambitious set of training activities.

6. Data collection: The collection, analysis and dissemination of statistical information on migrant workers is still a weakness, although BNP2TKI is making serious efforts to improve this. This needs to be addressed if Indonesia is to be able to have confidence that it is dealing with migrant worker problems comprehensively.

7. Reporting: Project reporting has managed quite well to provide analysis of how the various activities and their outputs have been contributing to the achievement of outcomes. But reliance on access to partner internal documentation as means of verification is problematic because it assumes that partners have or can make available their documents and that project staff have the time to collect them. Reliance on a large number of surveys is likely to fall short in terms of time and resources available.

8. Risk analysis: Both project design and implementation benefit from risk analysis and management methodologies. This need not be overly complicated or onerous, and should only be used for analysis of external risks, such as effects of overall economic changes, changes to government policies in project countries, deterioration of stakeholder relationships, or deterioration of relations between governments on migrant worker issues.

2. Project Background

2.2 Development background - the problem

Over the last few years, in the region of 600,000 to 700,000 Indonesians are recorded officially as leaving the country annually to take up employment opportunities overseas. It is estimated that they contribute as much as \$3 billion a year through remittances (and possibly more) to Indonesia's foreign exchange. It is estimated that up to 80% of migrant workers are female, the majority of whom are going overseas to work as migrant domestic workers, which entails carrying out household work in the home of a private employer, often including caring for children and elderly members of the household.

While firm figures are difficult to ascertain, up to 4 million Indonesians are likely to be officially overseas at any one time. The above figures do not include the numbers and economic contributions of those that go unofficially (i.e. they are not registered with the government), with ILO estimating that unofficial migrant workers are likely to be in excess of twice the official number.

Many migrant workers, and particular those working in domestic situations are subject to a wide range of potential problems, including forced or trafficked labour practices. Recent figures (2012) from the migrant worker placement and protection agency BNP2TKI, for workers leaving and/or returning to Sukarno-Hatta airport in Jakarta, indicate that as many as 15% of official migrant workers report problems of one form or another either before, during or after their work placements. Major abuses have been and are still being reported, including physical, psychological and sexual abuse, trafficking into prostitution, the fostering of debt bondage, misrepresentation of work conditions, forced retention in migrant worker processing centres, inadequate training/preparation for tasks overseas, withholding of passports and identity documents, and extortion of funds upon return. In addition migrant workers can fall foul of the law in the receiving countries with cases resulting in long jail sentences, corporal punishment and in extremis, capital punishment.

Domestic migrant workers go overseas to benefit themselves and their families either in the absence of decent work locally or in the hope of better employment prospects overseas. The Independent Mid-Term Evaluation Report for the previous phase of CFLTIMW states the root causes of problems succinctly:

"The existence of clandestine and poorly regulated migration agencies coupled with a poor regulatory environment and vulnerabilities such as poverty, lack of choice and poor education have resulted in communities and individuals being unable to make informed choices regarding labour migration, nor to advocate for their own rights and protection. While the protection of migrant workers has been identified as a priority within successive national development plans of Indonesia, progress towards the protection of migrant workers has proven insufficient to protect migrant workers from exploitation and abuse both domestically and within receiving countries".

This clearly states the challenge for ILO and its partners in Indonesia and in the receiving countries. Within this context Indonesia and receiving countries have been making advances to change this situation: in policy and legislation relating to placement and protection including adoption and ratification of ILO conventions; development of rights based practices and outreach and migrant care services throughout the migration cycle; improvement in

public awareness of migrant worker problems; and enhancement of government, trade union and NGO roles in and networks for supporting migrant workers.

2.2 The previous phase of CFLTIMW

The Combating Forced Labour and Trafficking of Indonesian Migrant Workers (CFLTIMW) Project, Phase II project follows the first phase (CFLTIMW Phase I) implemented from September 2006 to October 2008 and also funded by the Royal Government of Norway. CFLTIMW Phase I was in turn based on the work of a previous ILO project, Mobilizing Action for the Protection of Domestic Workers against Forced Labour and Trafficking in South East Asia, implemented from May 2004 to August 2006, with DfID funding.

The project document for CFLTIMW Phase II as well as the Mid-Term Evaluation for CFLTIMW Phase I outline a range of advances made with ILO support during the project's first phase, which was also implemented with Norwegian Government funding. They include:

- requirements for migrant workers in Malaysia to be paid monthly into bank accounts; and for migrant workers in Singapore to have standard contracts;
- the establishment of the Indonesian Recruitment and Placement Service for Migrant Workers (BNP2TKI) in Indonesia along with its first three year work plan and an interim policy framework for reforming the placement and services for migrant workers (a Presidential Regulation);
- inter-departmental work in Indonesia to integrate policy and programming elements on migrant workers into the 2009-2014 medium term plan;
- support for the ASEAN Working Group on Migrant Workers to organise regional and national consultations and to develop a binding Instrument for the Protection of Migrant Workers;
- work with the Indonesian Commission on Violence Against Women (Komnas Perempuan) and national human rights organisations in the ASEAN region, to strengthening knowledge and capacities of these organisations to protect the rights of migrant workers;
- work on documenting trafficking and forced labour in Indonesia including case studies, reviews of laws, policies and practices relating to migrant workers in Indonesia, and an assessment of the needs of migrant domestic workers and their families in relation to the transfer, saving and investment of remittances, financial services and micro-credit;
- undertaking a legal analysis of the compliance of the BNP2TKI to Indonesia's human rights obligations together with work with a range of ministries in Indonesia to develop and draft policy, legislative and administrative frameworks and practices which are consistent with Indonesia's obligations;
- piloting a number of activities to support local government and worker and other civil society actors in selected regions of Indonesia to undertake consultations and draft local legislation;
- improvements in public awareness in Indonesia of the problems facing migrant workers overseas including through radio, TV, the internet, the press and through publications;
- technical support for NGOs and trade unions to build regional networks and establish pre-departure services in Indonesia and outreach services for migrant workers in Indonesia, Malaysia, Singapore and Hong Kong, including support for the establishment of the Asian Domestic Workers Alliance (AWDA); and
- the commencement of training for Indonesian diplomats going overseas on international instruments for the protection of vulnerable population groups including migrant workers and victims of trafficking.

The current and final phase of CFLTIMW builds on these achievements and is the subject of this end-of-project evaluation.

2.3 The Current Project

The Combating Forced Labour and Trafficking of Indonesian Migrant Workers (CFLTIMW) Project Phase II is a 3.5 year, \$2.679million project, being implemented through the ILO Jakarta Office and funded by the Royal Government of Norway.

CFLTIMW Phase II was designed to work in an integrated manner to help address issues facing migrant workers from Indonesia, as a sending country, throughout the cycle of their migration for work: in Indonesia before and during recruitment and training; deployment and employment overseas; and return to Indonesia. The primary focus of the project has been on migrant domestic workers. The project has focused on what happens to them and the support required for them in Malaysia, Singapore and Hong Kong as receiving countries. The project also recognises synergies with the situations of Indonesian migrant domestic workers in Gulf Countries, who in a wider sense are also expected to be beneficiaries.

The development objectives of CFLTIMW are to:

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

The second phase of the CFLTIMW Project commenced in November 2008 and finished at the end of March 2012, after a no-cost extension from November 2011. The project was designed to be delivered through five components and project objectives. These are listed below with a brief note of (in the opinion of the evaluator) major milestones achieved with reference to the main partner groups involved:

- **Policy and legislative protection: Objective:** Strengthened policy and regulatory frameworks and implementation mechanisms for the protection of domestic workers against trafficking and forced labour. **Milestone achievements:** a) support for the Government of Indonesia, particularly for the Ministry of Manpower and Transmigration and latterly the Indonesian National Parliament, which in April 2012 ratified the International Convention on Migrant Workers and is moving towards ratification of ILO Convention 189 on Decent Work for Domestic Workers and finalisation of revisions of Law 39 of 2004 on Placement and Protection of Indonesian Migrant Workers in Foreign Countries; b) support for inclusion of policies and plans for support of migrant workers in Indonesia's current medium term development plan as coordinated by the State Development Planning Agency, BAPPENAS, and within the strategic plans of the Ministry of Manpower and Transmigration;
- **Awareness raising and advocacy: Objective:** Improved awareness of decision-makers, migrant workers and their families, and the public. **Milestone achievements:** a) major inroads into raising public and official awareness of migrant worker issues in Indonesia through radio, TV and the press and with actions by a

range of partners including a range of unions, NGOs and migrant worker associations; b) inclusion in Indonesia's framework for human rights or migrant worker rights and issues, particularly through the National Commission on Violence Against Women, the National Human Rights Commission and the National AIDS Commission; and c) continued support for the efforts of a range of worker organisations and other civil society organisations in Singapore, Malaysia and Hong Kong;

- **Outreach, protection, livelihood activities and reintegration services:** **Objective:** Strengthened outreach, organizing, assistance, reintegration and economic empowerment services for migrant domestic workers and their families. **Milestone achievements:** a) methodologies and programs for economic empowerment adopted and implemented by the Ministry of Manpower and Transmigration, and worker organisations and other civil society partners; b) methodologies and training content on migrant worker issues and protection adopted and implemented by the Ministry of Foreign Affairs; c) strengthened civil society support for migrant workers in Indonesia, Singapore (including the NGO HOME), Hong Kong (including the International Domestic Workers Network) and Malaysia (including UNI-MLC) in particular through the sustainable operation of help desks;
- **Capacity-building of key stakeholders:** **Objective:** Strengthened capacity of key stakeholders. **Milestone achievements:** a) capacity built within the Ministry of Manpower and Transmigration to take a full and independent role in economic empowerment training; b) capacity built within the Ministry of Foreign Affairs to deliver ongoing training programs for diplomats and consular officials and thus for them to take growing roles in overseas support for Indonesian migrant workers; c) growing capacity among trade unions, NGOs, migrant worker associations and community based organisations to deliver training and outreach services for migrant workers; d) growing capacity of a range of destination country NGOs and unions to provide outreach services for a large number of migrant domestic and other workers and internationally to build and maintain networks to assist migrant workers; e) gender mainstreaming and audit training resulting in inclusion of gender aspects in programs and policies of a range of worker organisations and other civil society partners; and f) mainstreaming of HIV/AIDS training and support for migrant workers among a range of project partners; and
- **Research/ data collection and dissemination systems:** **Objective:** Improved documentation and data collection and dissemination systems. **Milestone achievements:** a) a useful range of documentation on legal development (including conventions) and service provision issues, as well as background information on migrant workers and their families; b) enhanced data management systems within the human rights commissions and the Ministry of Foreign Affairs.

The project has been implemented from the ILO Jakarta Office, with support from ILO globally and in particular through the Regional Office for Asia and the Pacific in Bangkok. It has been managed by its Chief Technical Advisor and four full-time staff members. ILO's role has been to coordinate and manage project activities with implementation the major responsibility of project partners in the Government of Indonesia, and trade unions, NGO and migrant worker associations in Indonesia, Hong Kong, Malaysia and Singapore.

2.4 Supplementary funds

As part of the evaluation of the Combating Forced Labour and Trafficking of Indonesian Migrant Workers Project, the evaluator was also asked to look into the impact of supplementary funding associated with the main project. Two main sources of relevant supplementary funding, the Regular Budget Supplementary Account (RBSA) and the

UNAIDS Programme Acceleration Fund (PAF), were accessed by ILO Indonesia during the period of CFLTIMW and are covered below. These have provided additional resources to mainstream gender and HIV/AIDS issues in conjunction with the implementation of CFLTIMW.

From an external evaluation perspective, it proved a challenge during the field phase to differentiate between activities purely resourced through supplementary funds and those through the main CFLTIMW project. Because they aim at mainstreaming, the complementary activities implemented using supplementary funds are integrated within the main project and the results they have produced have also been reported upon within CFLTIMW. The evaluator considers this appropriate as it demonstrates that indeed mainstreaming has occurred, even if it has made separate evaluation of supplementary funding quite difficult. It is also noted that these additional resources were not only for CFLTIMW, but were intended to mainstream within a number of larger ILO projects, only one of which, the CFLTIMW, has been evaluated.

Therefore what follows immediately below is an evaluative comment on the use of the supplementary funds, drawn together in one place for ease of reference. In the remainder of this report, comments on supplementary funding are made against main evaluation criteria as appropriate.

After extensive reading of proposal, reporting and evaluation material provided to the evaluator since the field phase, it is concluded that supplementary funds have been well used. Overall the evaluation concludes that the use of supplementary funds (through both regional and nationally focused projects) to mainstream gender and HIV/AIDS issues as they relate to migrant workers has been well managed and successful. It has effectively allowed the use of specialist expertise with appropriately scaled resources to provide programme impetus that CFLTIMW was not specifically resourced or designed to provide. This shows that ILO and its partners have been able to benefit from well structured learning experiences that will stand the organisation in good stead as it looks forward to designing new activities and projects to support migrant workers in the future, so that gender and HIV/AIDS perspectives can be integrated and mainstreamed.

This also signals that if used well supplementary funding can be of significant value in developing other programme areas in addition to gender and HIV/AIDS. One of the main advantages is that it allows the staff of the main programme to continue with their own management and implementation tasks, while new programme areas are being developed. Essentially this is a form of extended (or perhaps organic) programme design as it allows partners to consider new initiatives over a longer period of time than a normal design process would allow.

The downside of this type of arrangement is that management of supplementary projects is not necessarily vested in the same people that manage the larger programmes. The evaluator is not aware of problems caused by this during the implementation period of CFLTIMW, but the risk of this should be seen as a cautionary note. It essentially implies that coordination must rest higher up in the management framework of the organisation particularly if mainstreaming is being attempted across a range of different major projects. The evaluator notes that project final reports (particularly for PAF funding) were signed off at

a high level and therefore assumes that this aspect of risk has been identified and appropriately managed.

The Regular Budget Supplementary Account (RBSA). This is a funding innovation introduced in 2008-2009 as a means to soften the impact of zero real budget growth within the ILO and is based on voluntary contributions from member states. It provided support funding for ILO's Decent Work Country Programme and was utilised in a number of countries in the South and East Asia regions (including Indonesia) through a project titled "Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking, Protection of Domestic Workers and Gender Capacity Building". Technical backstopping for this regional project was provided by ILO's Decent Work Technical Support Teams in Bangkok and New Delhi. Below are a) notes on the RBSA project in Indonesia and its achievements as reported by ILO, and b) evaluator's comments on this project.

- **The RBSA project in Indonesia:** In Indonesia, approximately \$170,000 was provided through the RBSA mechanism with the main focus to assist ILO to build capacity in gender mainstreaming and to create a strong gender focal point within ILO Jakarta. The project also supported the development of ILO Indonesia's policy environment on child labour and sexual harassment. In particular it further developed and adapted a range of tools and training materials aimed at promoting equal employment opportunities for vulnerable groups of women workers, preventing human trafficking, and protecting domestic workers from labour exploitation. Of note were adaptations for Indonesia of ILO's Gender Mainstreaming Strategies (GEMS), Gender Mainstreaming in Project Design, Monitoring and Evaluation (GMPDME), and Participatory Gender Audit (PGA) tools. The RBSA project included training in the use of these methodologies for staff from ILO and partner organisations and some follow up practical applications of these methodologies within partner organisations.

The overall regional project was subject to an Independent Final Evaluation in April 2010. This concluded (inter alia) that the project demonstrated a flexible mechanism, highly relevant to supporting equality, non-discriminative and safe-migration policies in the region. For Indonesia (along with other countries) the evaluation concluded that ILO had systematically taken on the challenge to support processes for gender mainstreaming in government institutions as well as to develop the skills necessary to apply ILO and other gender mainstreaming tools.

- **b) Evaluators comments:** This evaluation notes that the tools developed through RBSA support have continued to be systematically used in the latter phases of CFLTIMW. In particular it is noted that considerable efforts have been made to utilise the PGA and GEMS tools in training and follow-up activities with a range of partners, including unions, NGOs and government agencies. This demonstrates that supplementary funding can be utilised effectively to develop methodologies that can be applied across a range of projects, and that bringing in a specialised team to do this provides expertise and resources that are unlikely to be available in larger programs or projects such as CFLTIMW. Furthermore, this is an effective way of developing capacity within ILO itself, in this case in mainstreaming gender across a range of programmes, including CFLTIMW.

This evaluation did not examine in any detail financial efficiency and long-term sustainability issues for the RBSA project as this would require examination of impact from the project through other ILO projects in Indonesia. However the evaluator

concludes that the relatively modest investment in gender mainstreaming has paid dividends at least for ILO's work through CFLTIMW.

The UNAIDS Programme Acceleration Fund (PAF). Recent guidelines for this fund explain that it is aimed at assisting "the UN system to play a catalytic and facilitating role in advancing the scope, scale and effectiveness of a country's response to the AIDS epidemic". It is thus available to a wide range of UN agencies, including ILO. The fund is relatively modest in financial terms with \$18 million available on a global basis during the 2010-2011 biennium. ILO Jakarta has (to the knowledge of the evaluator) accessed two tranches of PAF funding during the period of CFLTIMW. These and their results are noted immediately below in a) and b) for each project, with comments from this evaluation following in (c):

- **a) HIV Prevention, Treatment, Care And Support For Indonesian Migrants (2009 - 2011) - \$70,000.**

The aim of this project was to improve migrant workers access to HIV prevention, treatment, care and support services at all stages of the migration cycle.

The project commenced with a targeted research activity on migrant worker HIV and AIDS vulnerabilities in two selected sites in West Nusa Tenggara and East Java. Based on the research findings and recommendations, the project supported the development of pre-departure training modules for training of trainers. This was followed by training for trainers in Jakarta and cascade training for migrant workers by the trainers in the provinces.

The project also developed an advocacy training module to strengthen the capacity of stakeholders and service providers to improve health referral systems as well as reduce stigma and discrimination. It also supported the establishment of the Mobility Technical Working Group (under the National AIDS Commission, or NAC), consisting of representatives from the NAC, Ministry of Health, Ministry of Manpower and Transmigration, national and international NGOs, civil society organizations, private sector and UN agencies. The purpose of the Mobility Technical Working Group was to consult during the project implementation process, identify the needs of Indonesian migrant workers, propose solutions and policy recommendations as well as coordinate the response to migrant workers protection. This project was concluded towards the end of 2011 and internal evaluation (the final technical report) suggests a number of follow-up areas. These include the incorporation of results and policy directions into the National AIDS strategy, along with strengthening of advocacy on the issue of HIV/AIDS as it affects migrant workers. It was also found that the pre-departure training for migrants on HIV/AIDS needs to be longer in duration and more widely used. The report also recommended that efforts to strengthen the health referral system would enable Indonesia to detect a greater percentage of HIV positive migrant workers. It also recommended that results from this process should be incorporated into the revision of Law 39/2004 on the Placement and Protection of Indonesian Migrant Workers.

- **b) Addressing Gender-Based Violence against and HIV/AIDS Vulnerability in Indonesian Migrant Workers and their Families (2010-2011) - \$72,760.**

This activity involved the following Indonesian organisations in partnership with ILO: the NAC; the Ministry of Women's Empowerment and Child Protection; the National Commission on Violence Against Women; the Ministry of Manpower and Transmigration;

BNP2TKI; IPPI (Indonesian Women's Positive Network); SBMI (Indonesian Labour Union); and PBMI (Caring for Indonesian Migrant Workers). It had two complementary aims: 1) to strengthen the Indonesian national government and other stakeholders commitment and capacity to address GBV and HIV/AIDS vulnerabilities of Indonesian migrant workers through closing policy gaps and mainstreaming gender effectively into existing policy frameworks for the placement and protection of migrant workers; and 2) to strengthen the Indonesian national government and other stakeholders commitment and capacity to effectively implement existing policies on gender-mainstreaming into policy frameworks for the placement and protection of migrant workers.

The project commenced with a desk review of strategy considerations including an analysis of the prevalence of GBV and HIV among migrant workers and their causal relationship and an assessment of the existing regulatory, policy and programme framework in these areas. This was finalised in August 2011. Towards the end of this period ILO facilitated a workshop for partners on the desk study that concluded that there is room to improve sensitisation of government officials on GBV and HIV, for more advocacy to relevant ministries and more solid commitment to address these vulnerabilities in the future.

There then ensued a series of more detailed workshops for the Ministry of Women's Empowerment and Child Protection, and the Ministry of Manpower and Transmigration. Guidelines. Training modules on GBV and HIV/AIDS were developed by the project core technical team through dialogue with partners. The project culminated in November and December 2011 with capacity building workshops for government and worker and other civil society partners and the formal launch of the guidelines. Internal evaluation (the final technical report) of the project by ILO shows that this was a useful learning process that will feed into project designs in the future and that partners have learned significantly about GBV and HIV/AIDS in the migrant worker context. Stronger advocacy and stakeholder awareness building will be required in the future; and there are particular needs to help Indonesia incorporate GBV and HIV/AIDS into legislation, policy and programming on migrant workers, and to extend the use of the guidelines to sub-national levels.

c) Evaluators comments on the use of PAF

Both of these projects have clearly been highly targeted at migrant worker issues and therefore should be considered as essentially very close to if not exactly a part of CFLTIMW. They have both brought into ILO's programme on migrant workers a highly specialised but very important perspective that CFLTIMW was not designed specifically to produce. The evaluator considers this to be a good use of supplementary funding available from the UNAIDS network. They are also therefore good examples of UN inter-agency cooperation.

During the evaluation, the evaluator was able to hear at first hand from project partners, particularly the National Commission on Violence Against Women, BLP2KTI and the unions and NGOs involved that the project had given them considerable insights on HIV/AIDS as it affects migrant workers, and the impetus to do something about it through future policies, strategies and programs. Both projects have therefore effective in reaching their aims and for very modest financial investments they have been efficient.

The extent to which they will bring sustainable impact in the future is of course still an open question. Both projects finished quite close to this evaluation and both leave ILO and its partners with a number of recommendations that it will be essential to work upon to really bring long-term and widespread results (and protections) for Indonesia's millions of migrant workers. However, ILO is commended for the extent to which the results of these two small projects have to date been applied.

3. Evaluation Background

This evaluation has been conducted in March 2012, by Independent Evaluator Mike Freeman. The evaluation managers are Nelien Haspels of the Decent Work Technical Support Team and Pamornrat Pringsulaka of the ILO Regional Office for Asia and the Pacific (ROAP). The evaluation is based on the terms of reference as given in Appendix 1.

The purpose of the evaluation is:

"to assess the project objective, design, strategy, results and impact within the wider context of relevant Indonesian national and local policy and programme frameworks and stakeholder configurations. The evaluation will furthermore draw lessons from the implementation of the project and identify opportunities and priorities for future action, also with respect to up-scaling project action and mainstreaming migration and forced labour/trafficking concerns into the Indonesian development framework, strengthening the migration-development nexus. To the extent that the project objectives are found to remain relevant, the evaluation results will feed into the objectives, design, strategy and planned output of a new project proposal".

The clients of this evaluation are National and regional stakeholders, the donor and the ILO and in regards to the use of supplementary funding, UNAIDS and the ILO members who have volunteered funds. The evaluation reviews the entire project period from November 2008-March 2012, and also reviews the impact of supplementary funds (RBSA and PAF funds). It covers all project countries - Indonesia, Hong Kong, Malaysia and Singapore. The TOR states that the evaluation will:

- review the achievements of the project by assessing to what extent the stated objectives and major outputs have been achieved;
- review to what extent the project midterm evaluations' recommendations have been acted upon by the project;
- review the efficiency and effectiveness of the project implementation framework and links to national policy and programme frameworks, as well as its alignment to the ILO's Asian Regional Strategy on labour migration, Asian Regional Plan of Action, and ILO Multilateral Framework on labour migration. The evaluation should also review the potentials for doing so in an anticipated new project phase;
- review the efficiency and effectiveness of the project implementation framework and links to national frameworks;
- assess if the project has reached a state of maturity at the end of the current project phase so that project-initiated activities may be sustained without further external financial and technical support;
- review to what extent the programme is still relevant and is continuing to meet the needs of its direct target group, migrant and internal domestic workers in the project countries; and
- draw conclusions in terms of the progress made and make recommendations for future actions beyond the end of the project (i.e. what is the scope and potential for activities being sustained without technical assistance by the ILO, and what is the scope that ILO should continue to assist and/or focus on vis-à-vis its comparative advantages).

The scope of the evaluation has been, to the extent possible with limited time, all project activities during the second phase of CFLTIMW, with a major focus on activities among government, worker organisations and other civil society partners in Indonesia, and with the

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

4. Methodology

4.1 Underlying methods and sources

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

- **Validity of design** – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- **Effectiveness** - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily;
- **Impact** - positive and negative changes and effects caused by the Project at the sub-regional, national and provincial levels, i.e. the impact with social partners and various implementing partner organisations;
- **Relevance and strategic fit** – the extent to which the objectives are in keeping with sub-regional, national and local priorities and needs, the constituents' priorities and needs and the donor's priorities for the project countries;
- **Effectiveness of management arrangements;** and
- **Sustainability** – the extent to which adequate capacity building of social partners have taken place to ensure mechanisms are in place to sustain activities and whether the existing activities are likely to be maintained beyond project completion.

The questions utilised in relation to each of these evaluation are included in detail in the TOR and were used to provide the framework for the findings of this evaluation as given in Section 5. These questions are not listed here; please refer to the appended TOR.

This evaluation has not utilised formal assessment instruments such as surveys, questionnaires or case studies. A statistical approach to this evaluation would have been inappropriate given the relatively small number of interviews possible within a two week period. No case studies were design or implemented and they were not called for in the TOR. The evaluator therefore does not append a detailed description of evaluation instruments.

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

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

It was decided at the commencement of the evaluation that the evaluator would be accompanied for all meetings with counterparts in Indonesia by ILO's Indonesian staff responsible for the project components under consideration. This helped considerably to give the evaluator an understanding of the dynamics of the relationships between ILO and its key project counterparts. The evaluator notes that relationships between ILO and counterpart staff are sufficiently open to allow frank discussion of the strengths and weaknesses of the project.

How relevant are these methods to a final evaluation? The evaluator states that the approach used has been relatively informal and that discussions have provided ILO and its partners the opportunity to collegially discuss achievements and challenges. The purpose of the evaluation has not been to collect negative comments by isolating one partner from another. Rather, the evaluator has chosen to ask people to collegially stress challenges that remain rather than failures of the project or its partnering arrangements. Experience suggest that these are essentially two ways of asking about the same thing and that people are more willing to acknowledge challenge than admit failure. A major underlying purpose of this evaluation has been to be forward looking and to help ILO to think about its work in Indonesia with and for migrant workers in the future. The approach of this evaluation is considered appropriate to ILO and the uncertain situation regarding project funding for migrant domestic worker activities it currently faces.

The evaluator has consulted ILO website resources on evaluation, its norms, standards and ethics. These norms, standards and ethics have been incorporated into the development of the TOR for this evaluation and adhered to during the evaluation. As regards the position of the evaluator and this evaluation the following points should be noted:

- The evaluator is familiar with the OECD DAC criteria for evaluation and regularly utilises them for design and M&E assignments;
- The evaluator is completely independent from ILO Jakarta (and in fact has had no professional contact with ILO anywhere prior to this assignment);
- The evaluator has evaluative skills but does not possess prior thematic knowledge of the migration sector. This evaluation has been conducted by a one-person team;
- This evaluation does not mention respondents by name and makes no use of direct quotes from discussions. However the evaluator believes that within time constraints the cross-section of respondents has been appropriate; and
- Limitations to this evaluation have been frankly stated (see section 4.3).

4.2 Key activities and respondents

This evaluation has involved the following key activities:

- a desk study including review of project documentation including: the project design, progress and financial reports, previous evaluations, ILO policy/strategy documentation and monitoring frameworks, conventions and Government of Indonesia plans and strategies
- meetings and interviews in Jakarta with ILO team members, Government of Indonesia counterparts, trade union and non-government counterparts and Government of Norway donor representatives;
- field visits to project locations in Sukabumi, Bandung and Lembang, all in West Java including: including visits to project locations and interviews with government and non-government counterparts and community members working in project supported activities;

- telephone interviews with project partners in Hong Kong, Singapore and Malaysia;
- telephone interviews with ILO regional evaluation specialists and the ILO Regional Migration Advisor in Bangkok;
- a telephone interview with a senior International Trade Union Confederation (ITUC) official in Brussels;
- presentation and discussion of initial findings and impressions with senior ILO staff in Jakarta;
- preparation of the draft Final Evaluation Report for stakeholder consultation and input; and
- refinement of the Final Evaluation Report including the incorporation of discussions and feedback from ILO staff and counterparts.

At the commencement of evaluation activities in Jakarta, briefings were held with project staff and senior management in the ILO office. These focused on gaining staff views of what has been achieved in the project period from 2008 to 2012, especially focussing on the key changes that project activities have helped to engender. The evaluator also received a briefing from the Evaluation staff in the ILO Regional Office for Asia and the Pacific, Bangkok.

During the period of the evaluation, the evaluator met with key government counterparts in the Ministry of Manpower and Transmigration, the Ministry of Foreign Affairs, the National Agency for Placement and Protection of Migrant Workers (BNP2TKI), the Ministry of Women's Empowerment and Child Protection, the National AIDS Commission, and the National Commission on Violence Against Women. Interviews were also held with representatives from the Royal Norwegian Government, as well as a selection of trade union and NGO representatives who have been active in the project. Meetings with the National AIDS Commission and the trade union and NGO representatives were conducted in the ILO office. All other meetings took place at the counterpart offices.

In order to see at first hand some of the activities that are supported by the project, the evaluator conducted field visits in West Java. He interviewed colleagues from a women's NGO active in entrepreneurship support in Sukabumi (PPSW), and together with them visited a nearby village to interview a female ex-migrant domestic worker who has successfully started a cooperative and established her own business with project support. This was followed by a visit to the Ministry of Manpower's Main Training Centre in Lembang where trainers of trainers for the ILO supported Start and Improve Your Business (SIYB) gave a detailed account of their activities. In nearby Bandung, the evaluator interviewed the Head of the West Java Office of Manpower and Transmigration and staff of the Bank of Indonesia, who together are developing ILO supported financial training packages to assist migrant workers and their communities.

All interviews with ILO staff were conducted in English. All interviews with partner organisations in Indonesia were conducted in Bahasa Indonesia. While face to face interviews were restricted to those undertaken in Indonesia, the evaluator was able to conduct telephone interviews with key trade union and NGO counterparts in Singapore, Malaysia and Hong Kong.

4.3 Limitations of the evaluation

A lengthy mid-term evaluation was conducted as recently as the second half of 2011 which provided extensive analysis, conducted over several months, of project issues at objective,

outcome and activity level. Given this and the fact that this current evaluation was restricted to interviews over a two week period, it was not appropriate or possible to attempt an evaluation at a similar level of detail to the 2011 exercise. Instead this evaluation has appropriately focused on gaining a broad view of the project's achievements, strengths and weaknesses at outcome level with a focus also on lessons for future activities to support migrant domestic workers. This limitation was discussed with ILO at the start of the evaluation.

It is also acknowledged that time constraints have meant that while it was possible to meet a very good cross-section of project counterparts in Jakarta, it was only possible to visit a relatively small number of project counterparts outside of the capital city, and in only one province, West Java (which is easily accessible by road from Jakarta with visits there an efficient use of scarce time). Furthermore the counterparts interviewed during the field trip are all working on economic/livelihoods support activities. The evaluator was not able to visit migrant worker training facilities, or to extensively observe training events or to attend ILO supported awareness activities. Furthermore, because field visits for this evaluation were only in Indonesia, the amount of time spent in discussions with destination country organisations was limited to those who were available during the period of the field visits to Indonesia. No destination country government officials were included in interviews. These limitations were also acknowledged at the commencement of the evaluation.

A further limitation is that the evaluator did not meet with anyone from employer associations. It is acknowledged by ILO Jakarta that the involvement of Indonesian employers' associations in the project has been difficult, because those associations involved in ILO's wider set of activities in Indonesia do not at this stage see that migrant worker issues are specifically within their purview. While employer associations are actively involved in other aspects of ILO's work in Indonesia, they have not been actively involved in CFLTIMW Phase II. On the basis of this advice, the evaluator chose to prioritise time with other counterparts. Also, the evaluator did not interview any persons from migrant worker recruitment agencies. To the small extent that recruitment agencies appear to have responded to project aims and activities, impressions of these responses are derived from discussions with ILO and partners in Jakarta and from project reports.

Finally the evaluator wishes it to be noted that he is not in any way a specialist in labour migration. This is the first time he has worked with ILO and he has not had any professional contact with CFLTIMW or any other ILO project in the past. With a background in project and program design and M&E, the evaluator comes to this assignment with a design/M&E systems bias to his work. His findings are based on a professional background of having observed and in some cases formally monitored development projects in a wide range of sectoral environments, and not on the basis of any intimate understanding of this particular sector. The evaluator acknowledges this limitation, and states his appreciation of the learning he has achieved about migrant workers and their issues through quality discussion with ILO and its partner organisations.

Despite the limitations as above, the evaluation followed evaluation norms, standards and ethical safeguards as explained in section 4.1.

5. Main findings

5.1 Validity of design

This section explores "the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs". It refers only to CFLTIMW and not to projects implemented with supplementary funding.

5.1.1 Project logical structure

Conclusion: Development objectives for CFLTIMW Phase II are logical, clear and valid but lack higher level indicators. Logical connections between overall objectives and component outcomes are insufficiently developed. Risk analysis is missing.

The development objectives of the project as stated in the "brief description" (i.e. summary) of the "design document and as presented to the evaluator in his TOR are to:

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

These objectives are logical and clear. From an outsider perspective we could logically expect that reduction in vulnerability plus provision of services plus improved stakeholder capacity will lead to significant improvements in the situations of migrant domestic workers. The question then becomes to what extent the situations of migrant workers are expected to overall be improved. It is at this point that the design is unclear.

The three appropriate development objectives above are only mentioned once in the design document, and it is somewhat confusing to find a different overall development objective in the "Project Strategy" section which is:

- the eradication of forced labour and trafficking of migrant domestic workers in South East Asia through an integrated programme of 1) technical support for strengthening of policy and regulatory frameworks and implementation mechanisms, 2) awareness-raising and advocacy, 3) outreach, organizing, assistance, services and economic empowerment of migrant workers and their families, 4) capacity-building of key stakeholders, and 5) documentation and data dissemination.

This is a poor statement of intentions because it mixes what might be better described as a aspirational or long-term "goal" to eradicate forced labour and trafficking of migrant domestic workers in South Asia, with what is simply a statement of current project component structure (and not project or component objectives which are different again and stated at component level). Opinions amongst project designers vary on the use of aspirational or long-term goals. On the one hand it is very hard to measure progress towards their achievement, while on the other they do define ultimate intentions to which project

stakeholders can agree. It is appropriate to articulate ultimate intentions, provided the design makes it clear that the project is only expected to contribute to their achievement. This design does not make this clear.

There are four elements of sound design, which if addressed more comprehensively would have made the project's logical structure clearer:

1) The logical connection between the goal and development objectives on the one hand and project objectives and outcomes on the other is nowhere stated and this need should be addressed in future designs;

2) A analysis of "sufficiency" is missing i.e. that is if individual project objectives are achieved then the three development objectives as expressed in the "brief description" will be achieved, thus leading to at the least a contribution to the overall goal. This testing of assumptions and sufficiency is missing from the design and could be attempted in future designs;

3) An attempt to measure success through definition of indicators at these highest levels of project logic is missing. Indicators are only given at project objective level and below. It would have been particularly useful to measure results against the three higher level development aims, even if it is impractical to measure the extent to which forced labour and trafficking has been eliminated, but this was not attempted (again this should be addressed in future designs; and

4) The design does not attempt a risk analysis: please see comments in section 5.1.4 on this.

These suggestions notwithstanding, the needs and problems that the project aims to impact upon have undoubtedly remained valid throughout the period of the project. The three development objectives stated at the beginning of this section are sound and do describe solutions to identified needs.

- It is valid to try to tackle migrant domestic worker vulnerabilities through awareness raising, advocacy and technical cooperation with the view to improved policy and legislative measures. Policies, plans and legislation are all required as an underpinning framework for much needed reform in this area. Without this framework, sending and receiving countries will have no basis whatsoever to inspect and police the individuals and organisations who are routinely engaged in practices that flout the human rights of migrant domestic workers. The project and its partners have worked hard on this and achievements have been made;
- It is appropriate to provide protection, outreach, livelihoods and reintegration services to migrant domestic workers, particularly those most vulnerable to forced labour and trafficking. The services that this effort encompasses offer migrant domestic workers the opportunity to be more informed about their rights and to have the capacity to deal with situations when their rights are not respected. Within these efforts are collective responses to building stronger, practical and rights based networks to help the workers who get into trouble. There is considerable evidence to suggest the project has helped stakeholders to make major strides in this area; and
- It is valid to combine these efforts with work on improving the capacity of government and other key stakeholders to combat forced labour and trafficking. Without the appropriate skills and capacities to improve the policy and regulatory frameworks, or to provide much needed support services, stakeholder activity will be poorly focused

and prone to failure. ILO's role in capacity building is acknowledged in this evaluation as being fundamental to improvements in regulation, policing and service provision.

5.1.2 Response to design related recommendations in the mid-term evaluation

Conclusion: The period of time between the mid-term evaluation and this final evaluation is too short to make a judgement as to the extent to which mid-term recommendations have been fully followed up.

The Mid-Term Evaluation recommended increased or stepped up effort in a number of areas including: awareness raising for stakeholders (couched in terms of overcoming vested economic interest); awareness raising among the general public; capacity building for "migrant friendly laws" and improved implementation procedures; gender awareness among stakeholders and the need to mainstream gender; knowledge on HIV/AIDs vulnerabilities as they affect migrant workers; effective advocacy and campaign strategies for migrant worker protection; increased funding for migrant worker services; capacity to build effective and more outcome based monitoring and reporting systems; increased focus on data collection, research and documentation; and interventions targeting the root causes of migrant worker's vulnerabilities.

The evaluator notes that the period of time that has elapsed since the Mid-Term Evaluation was finalised in September 2011 is simply too short to make any significant conclusions as to the extent that recommendations have been acted upon. The recommendations are wide-ranging in nature, and would require a longer time period than available since the mid-term evaluation to be fully implemented. Discussions with project staff show that they have taken on board the recommendations of the mid-term evaluation and in fact were part of the extensive evaluation process and thus played a part in formulating the recommendations. They further note that they had been working on many of the issues raised even before the Mid-Term Evaluation commenced.

Recommendations made at the mid-term stage are interpreted in this evaluation to imply lessons for future project activity.

5.1.3 Indicators and coherence of activities, outputs and objectives

Conclusion: Changes desired through the project are clear even if high level indicators are absent. The evaluator acknowledges that behavioural change is difficult to measure. Extensive surveys and reliance on partner documentation are not particularly appropriate to this type of project. Project reporting has improved at the end of the project.

As mentioned above there was no definition of indicators at the overall goal and development outcome levels. Impact and process indicators were defined in the project's original logical framework at the component and outcome level along with means of verification. The changes desired through project implementation are quite clear in the logical framework and it is easy for the reader to link outcomes to project objectives. As outlined in section 5.1.1, there is some difficulty in being assured that all the outcomes, outputs and activities listed in the logical framework and work program will lead to the desired overall development objectives being achieved (the principle of sufficiency).

However, it is the measurement of changes, because many of them are behavioural changes, that is difficult to achieve. The methodology described in the design document for ILO to measure the attainment of outcomes relied heavily on ILO's standard reporting formats, with the additional measures of various surveys and access to partner documentation. The evaluator has not had sufficient time to follow up on these additional monitoring tools, and cannot therefore comment on the extent to which they have been produced. However, the following comments are pertinent:

- project reporting using the ILO format has managed quite well to provide analysis of how the various activities and their outputs have been contributing to the achievement of outcomes. This gives a good flavour of what is being achieved but is not a particularly rigorous approach to monitoring and reporting, and it assumed the additional means of verification (as per the two points below) were an attempt to address this need;
- reliance on access to partner internal documentation as means of verification is always problematic. A logical framework that requires extensive monitoring of poorly defined sources such as "local stakeholder records", "local government records", "National Parliament records" and even more poorly defined "stakeholder records" is being unrealistic as to a) the extent to which partners either have this type of information or will make it available, and b) the amount of project staff resources and time the collection of this information entails; and
- reliance on "Knowledge, Action and Practices (KAP) surveys", "user surveys", "studies/assessments", "stakeholder statements" and the like is also likely to fall short in terms of time and resources available. Overly complicated survey and study requirements within a project's M&E system often fail to either be undertaken or to produce useable results.

Instead it is suggested that in future designs a more light-on and user-friendly approach to measuring change be adopted. This could see a use of regular structured discussions with stakeholders on an annual or semi-annual basis around a range of questions relating to the DAC development effectiveness criteria and focused on the defined areas of change. It acknowledges that formal surveying and access to stakeholder records are both problematic; and above all it is much less time-consuming.

A revised logical framework for reporting purposes has been prepared by the project prior to and in preparation for this evaluation (latest version February 2012), which does make a concerted effort to better measure change (and it does not rely on surveys). The revised logframe has achieved a much better correlation between planned and achieved outcomes for each component of the project. It has also provided the opportunity to comment upon project impact. This is a much more useful tool, which in hindsight would have been better prepared at the commencement of the project for utilisation throughout implementation.

5.1.4 Risk factors

Conclusion: Risk analysis is missing in the design and implementation of the project but should be considered as good practice in the future.

The design does not attempt a risk analysis, which would have been highly beneficial in a period of a high degree of uncertainty, both globally and regionally. A few example questions should suffice to illustrate this:

- What would be the effect of a major downturn in Indonesia's economy due to global economic shock? Would migrant numbers increase? In fact Indonesia has so far weathered the global financial crisis very well, and there does not seem to be any major increase in officially recorded migrants going overseas. But what would have happened if the situation was different and how would the project have responded? We do not know;
- What would be the price to migrants or potential migrants of failure in Indonesia's programs to alleviate poverty? Indonesia is making concerted efforts on this under the guidance of the Vice President, but it is probably too early to assess the extent of achievements to alleviate poverty in this coordinated manner;
- What could the project and its stakeholders do to minimise corruption within the migrant placement, training and support sector? Cases relating to the migrant sector have in fact gone before the Corruption Court during the project period and respondents have mentioned that corruption occurs in the system. The design makes no mention of this, or of what (if anything) could be done through project approaches and activities to help GOI reduce it; and
- On a practical note, how would the project deal with a shortfall in funding? This happened to the project due to fluctuations in exchange rates and caused a significant problem. The project dealt with this by scaling back at the time, but was left in the unenviable situation of "back-loading" significant activities at the end of the period of implementation, with a no-costs extension being required to allow this to occur.

Of course, it is easy to see these risks in hindsight, and the evaluator has this luxury. But the message is clear here: project design benefits from risk analysis and project implementation from routine risk management. In future designs it is suggested that a risk analysis be included. This would not need to be overly complicated, and in any case should not include internal risks that the project should have systems to deal with (e.g. changes in staff, changes to ILO policy etc) but should focus on external factors that designers envisage could occur and require response from the project. These might include the consideration of effects of overall economic changes, changes to government policies in project countries, deterioration of stakeholder relationships, or deterioration of relations between governments on migrant worker issues. These suggestions are not exhaustive and should be seen as indicative only.

5.1.5 Stakeholder roles and commitments

Conclusion: Stakeholder analysis in the design of this project was poor, but stakeholders have found valuable and appropriate roles within their own mandates.

The description of roles of stakeholders within the CFLTIMW Phase II design is poor. The only place within the design where this is formally mentioned is section 5.2 "Role of ILO Constituents and Stakeholders", which is no more than a list of actors (with no list of acronyms to explain to the uninitiated the full names of these organisations - an ILO weakness in several documents viewed) likely to be involved in the project, and does not define roles. In addition, the evaluator is unsure as to how many of the organisations listed in section 5.2 have actually worked with or contributed to the project. It is a long list and in the short period of time for this evaluation it has certainly not been possible to meet with more than the more prominent stakeholders in government and the trade union movement, plus a selection of NGOs involved.

However, it is fair to note in the context of this design that ILO's tripartite basis of partnership does define quite clearly which types of organisations should be involved in a project of this nature. This is a reflection of ILO core business, and project implementers are certainly practised at operating within this organisational framework. Thus while stakeholder analysis in the design is poor, stakeholder understanding within ILO and its partners is good.

5.2 Delivery process and strategy

The evaluation TOR calls for consideration of the following questions.

5.2.1 Focus on objectives; delivery strategies and partner contributions

Conclusion: Without doubt, ILO project staff and their partners have focused on the achievement of the objectives of the project and have made significant progress in this regard. Significant results have been achieved by sustaining support over successive project periods and that ILO's delivery strategy has been effective in this regard. They also show that partners have made significant contributions as planned. Supplementary funding for mainstreaming gender and HIV/AIDS issues and actions has been well integrated.

It is important to understand, however, that a principle of attribution must apply here. ILO project staff cannot, and should not, for instance, be held responsible for the passing of a new law on migrant worker protection. Neither can they be held responsible for GOI, NGO or trade union roll-out of support systems for migrant workers. ILO does not produce laws or systems; its role is to advise and support those organisations that do from the perspective of world best practice, and this will only work if there is trust between ILO and its partners. Neither does ILO provide through this project significant financial resources with which partners can implement changes. Rightly, the project relies on leveraging partner resources to achieve change.

It is to the major credit of ILO in Jakarta, and in particular the CFLTIMW project staff, that major inroads have been made through trusting relationships in (inter alia) legal developments and migrant worker support and that furthermore, the vast bulk of activity has been paid for by GOI and other partners and not ILO. We can attribute to ILO significant support for partner achievement. It is clear that ILO support has contributed to progress.

Similarly, where partners have failed to meet objectives, or have yet to do so, ILO can be considered as part of the mix of organisations for which challenges remain, but cannot be apportioned sole responsibility for this. Such is the nature of working towards largely behavioural change within a multi-partnership framework. Some examples from each of the development objectives of CFLTIMW will suffice.

Indonesia ratified the International Convention on Migrant Workers in April 2012, after a wait of several years. This date of ratification is after the evaluation's terms of reference, and just after the project ended, but it is clear the project activities, advocacy and work with partners have contributed significantly to this. Furthermore, in aiming to help reduce migrant domestic workers' vulnerability to forced labour and trafficking, Indonesia is now poised to ratify Convention 189 on Decent Work for Domestic Workers (which is still in the early stages of ratification throughout the world). It is also, with the leadership now coming from within the DPR (Dewan Perwakilan Rakyat or National Parliament), close to reforming its own

domestic law on the Placement and Protection of Migrant Workers. Both of these legal instruments are in reality a reflection of change of viewpoint within Indonesia concerning the need to protect migrant workers, and these views have been changing over a number of years (which is well documented in ILO reports). The fact that both pieces of legislation are on the table, and close to finalisation is a major achievement in its own right, and one to which ILO has clearly contributed both during this project and prior to it.

The paths to these outcomes have not been particularly smooth, with objections being raised at several stages by key stakeholders within and outside of government. It is a little ironic that the CFLTIMW project has closed before two of the three abovementioned legal changes have occurred, given their central nature to achievement of project objectives. However, the evaluator is convinced that project staff have spent considerable time and effort throughout the period of the project advising GOI on the Convention that has just been ratified and both of the remaining legislative requirements. Discussions within the Ministry of Manpower and Transmigration, for instance, showed quite clearly that ILO advice and technical support has proven invaluable to these processes, particularly in ensuring adherence to international best practice. ILO is now poised to take this a stage further, with a direct request (during the evaluation period) from the DPR to provide assistance. The DPR is now faced with four conflicting drafts for the new Indonesian law. It is therefore logical for them to turn to ILO for help in rationalising this situation.

In the roll-out of support services to migrant workers it is quite clear that ILO and project support has been highly valued by GOI and non-governmental organisations. Four examples are pertinent to show that the project has been consistently working towards its objectives.

The evaluator was able to visit the Ministry of Manpower and Transmigration's central training centre in Lembang, West Java and to meet a very enthusiastic team of trainers (and trainers of trainers) working hard to extend the benefits of the Start and Improve Your Business (SIYB) training. This is an example of a global methodology from ILO being utilised locally by government (as well as NGOs) to provide some extra resilience in communities from which migrant workers are likely to come or to which they have recently returned. The Ministry has embraced this training in two such training centres and clearly now believes that such training for migrant workers and their communities is an important part of its service structure. It is likely that we will see further roll-out of this training in the future. This part of the project's delivery strategy demonstrates a good linkage between ILO and a range of its partners in addressing poverty dimensions of migration. Addressing financial education needs helps both migrants when they are overseas and their families at home to make better use of scarce financial resources.

Similar progress is being made by the GOI placement and protection agency, the *Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia*, BNP2TKI. BNP2TKI itself has enthusiastically embraced efforts to improve pre-departure training for migrant domestic workers, including the very important area of health and HIV/AIDS training. This has been achieved with project advice and support and through the appropriate use of supplementary funding.

The evaluation has commented in section 2.4 on the use of supplementary funding for the development of gender and HIV/AIDS elements within CFLTIMW Phase II. Without repeating these comments, it is pertinent to add here that this has been an appropriate and effective

delivery process and strategy in its own right, in that opportunities for partners to engage in sound thinking and reflection on lessons has paid dividends to CFLTIMW (and it is assumed other ILO projects). It has allowed the phased introduction of better methodologies to deal with gender and GBV and HIV/AIDS issues as they affect migrant workers.

The Singapore organisation, HOME, also acknowledges project support for its programs for migrant workers. Since its establishment in 2004, it has established help desks in Singapore which reach out to help with education on rights as well as to assist in cases of real need. It estimates it has helped 50,000 men and women from around the Asian region, with up to 10,000 taking advantage of the temporary shelter it provides, particularly those who cannot for legal reasons immediately return home. It estimates that 60% of beneficiaries of these services are women. HOME is also providing temporary job placements for women facing difficulties in Singapore. Both HOME and ILO acknowledge that HOME no longer relies on ILO financial support (most recently in 2009 for HIV and health programming), and that ILO support was in fact more significant financially in the first phase of the project. However HOME is pleased to have continued networking and advisory support from the project, as and when it needs it.

This evaluation concludes that partners have been very active in the project and have contributed significantly to its implementation. Discussions with respondents revealed that a close and productive relationship exists between them and their ILO project counterparts. The evaluator has also viewed the project document "Chronological Work Plan November 2008 - 2012", which helpfully lists over 400 activities which the project has supported in its just over three year implementation period. This shows an intense pace of activity and is an impressive achievement for a small number of project staff.

The examples in this section show that significant results can be achieved by sustaining support over successive project periods and that ILO's delivery strategy has been effective in this regard. They also show that partners have made significant contributions as planned.

5.3 Relevance and Strategic Fit

This section examines "the extent to which the objectives are in keeping with sub-regional, national and local priorities and needs, the constituents' priorities and needs and the donor's priorities for the project countries".

5.3.1 Relevance to the problems of domestic migrant workers

Conclusion: The project response to the problems of migrant domestic workers has been appropriate throughout implementation and is still relevant. Supplementary funding has allowed specific focus on gender and HIV/AIDS as particularly relevant to the needs of migrant workers.

The CFLTIMW Project was designed to help address the wide range of problems that face Indonesian migrant domestic workers when overseas, before departure and on their return (see above). Considerable inroads have been made to address these problems, as a result of the project's activities and as a result of the efforts of Indonesia as the sending country and worker associations and other civil society organisations in the receiving countries of Singapore, Malaysia and Hong Kong. These efforts and results are described in the

remaining sections of Chapter 5. The evaluator concludes that the project response to these problems has been appropriate and is still relevant.

While Indonesia is aiming to reduce the number of domestic workers going overseas (but not the overall number of migrant workers), BNP2TKI is registering a large number of migrant workers who are reporting problems. This is actually in one sense a success, because it is clear that systems are now emerging to record such problems, but nevertheless the sheer scale of the problems being addressed by the project still remains. So while Indonesia is making huge efforts nationally to address poverty as the major reason that foreign employment is desirable, and while significant inroads have been made to address specific migrant domestic worker issues, neither the number of domestic workers migrating nor the large number of families affected is likely to diminish significantly in the near future, and problems will continue to be reported. Therefore the problems that gave rise to the project still exist.

In this regard it is specifically noted that the relevance of mainstreaming gender within broader project activities is entirely appropriate to the needs of migrant workers, both female and male, because it cannot be simply assumed that their development needs or vulnerabilities are the same. This has allowed the main project to significantly refine gender approaches. Similarly mainstreaming GBV and HIV/AIDS issues within broader project activities is entirely appropriate and relevant as GBV and HIV/AIDS are sources of major and often hidden vulnerabilities. This refers to the use of supplementary funds through RBSA and PAF.

5.3.2 Institutional development versus direct support

Conclusion: ILO focus on leveraging partner resources rather than direct financial support has been appropriate and well managed.

It is assumed here that the term "direct support" refers to a strategy whereby resources are given to a beneficiary agency for them to undertake project activities. ILO has not chosen to substantially do this through CFLTIMW. Rather it has largely provided technical support for activities that partners themselves resource through their own budgets. This is particularly so for government agencies. In evaluation discussions the evaluator did not hear anyone reporting that ILO should have provided more direct financial support, and while respondents did report their budget limitations, no-one suggested that it is appropriate for ILO to make up shortfalls. It is noted in this regard that where a project aims primarily to change what partner organisations do and how they do it, this will only be sustainable if they pay for activities themselves.

The priority given to institutional development over direct support is therefore the correct strategy for ILO to utilise if it is to assist its partners to gain capacities to assist and support migrant domestic workers. This is as appropriate at the close of the project as it was at its commencement.

5.3.3 Alignment with Indonesian Government strategies and plans

Conclusion: The CFLTIMW Project has been well aligned to Indonesia's higher level policies and plans and to partner ministry mandates.

The Government of Indonesia's Medium Term Development Plan (MTDP) for 2010 to 2014 calls at a broad priority level for "a) increasing services to and protection of Indonesian migrant workers abroad during the process of their preparation, departure, and return to Indonesia; and b) for increasing the efforts to serve and protect Indonesian migrant workers abroad". The GOI medium-term plan considers these improvements (for all migrant workers including domestic workers) within the context of the Government's wider goals to reduce poverty, create work opportunities and the reduce unemployment, as well as from the perspective of providing protections to Indonesian migrant workers, both abroad and at home.

The CFLTIMW Project Phase II fits strategically within GOI's MTDP as the project aims to reduce the vulnerability of migrant domestic workers to trafficking and forced labour and to provide protection, outreach, livelihoods and reintegration services to them. The project's complementary aim to increase GOI capacity in these areas is both relevant and strategically appropriate to GOI plans.

The Government's plans regarding services, protections and support for Indonesian overseas migrant workers are further detailed in the Ministry of Manpower and Transmigration's strategic plan for 2010 to 2014. The Ministry aims to enhance worker competency and productivity, industrial relations, worker social security and labour protection across all sectors of the workforce, including those involved in Indonesia's within country transmigration programs. The plan has a specific policy thrust that seeks to "extend job opportunities and improve placement and protection services for the nation's labour force both at home and abroad". The CFLTIMW Project clearly fits strategically within this thrust and within the Ministry's policy to enhance good governance within its own ranks.

5.3.4 Alignment with UN and ILO strategies

Conclusion: The CFLTIMW Project Phase II aligns well with UN and ILO strategies on decent work and on migrant worker issues.

Because the project has been designed within UN and ILO goals, it is natural that it fits within the broad framework of UN programs relating to labour and migration, both in Indonesia, regionally and globally. The UN Partnership for Development Framework for Indonesia 2011-2015 (UNPDF), which itself aligns to GOI's 2010-2014 Medium Term Development Plan, includes the aim (in Sub-Outcome 7) that "support services for migrant workers before, during and after overseas work are strengthened, and social protection to prevent trafficking and HIV". The project fits within ILO's global goals, most specifically Outcome 7 which is "More migrant workers are protected and more migrant workers have access to productive employment and decent work", which is further reflected in ILO's Indonesia Decent Work program framework. The project is in line with ILO's Multilateral Framework on Labour Migration and draws from the fundamental rights at work as defined in various ILO and UN conventions.

One of the three pillars of ILO's Decent Work Country Programme for Indonesia is "Improving labour migration management for better protection of Indonesian migrant workers". The CFLTIMW project is central to this pillar and has supported it through work on the development of legal and policy frameworks, on outreach and empowerment and on targeted interventions to respond to forced labour and trafficking. The project has supported

GOI efforts to ratify the International Convention on Migrant Workers (which happened in April 2012) and ILO Convention 189 on Migrant Domestic Workers which is close to ratification, both of which form a central plank of ILO strategy worldwide. While Indonesia still has not ratified Convention 189, it is now on the table in the National Parliament, and it seems likely that this will also occur in the relatively near future.

5.4 Effectiveness

5.4.1 Achievement of objectives and outcomes

Conclusions:

The project has made significant progress in helping the region to develop standards and cooperation mechanisms for human rights and protection of migrant domestic workers.

Within the Indonesia context, progress in meeting awareness raising aims has been impressive and this is very important because this aspect of the project's work is a major driver for change.

The project has made extensive progress in training for a wide range of outreach services for migrant domestic workers.

As a relatively small-scale project with relatively few staff, CFLTIMW has needed to prioritise its training and capacity building activities, but capacity building is complex and could have been a little more focused.

The project has helped to produce a useful range of documentation on legal development and service provision issues, as well as background information on migrant workers and their families and has achieved progress in data systems with selected agencies.

Supplementary funded activities in gender and HIV/AIDS developments have met their stated objectives and have been mainstreamed into CLFTIMW. These aspects can now be fully mainstreamed in future projects from the start as well as within organisational and public awareness activities.

This section of the evaluation draws heavily on the project's own reporting, most recently summarised (February 2012) in a logframe based reporting tool, prepared by project staff as a prelude to this evaluation. The evaluator is grateful for this information. While the logframe report is still in draft form, the evaluator has reviewed it and concluded that: a) it presents a useful, clear and concise view of project progress against the original logical framework; and b) does clearly outline where progress has and has not been made. The framework used in this reporting tool does provide information to output and activity level.

As explained in section 4.2 above, this evaluation has not attempted to discuss and comment upon each and every output and activity and each indicator within CFLTIMW. This level of information is better as presented in the 2011 mid-term evaluation. However, the evaluator broadly concurs with the conclusions of the logframe report at outcome level. Achievements at outcome level are given in the synopsis in Appendix 4 which has drawn largely on the project's own reporting and monitoring system. The evaluator takes responsibility for the preparation of Appendix 4 which is a synthesis of project report information as per the logframe based reporting with his own findings. No attempt should therefore be made to differentiate between findings and ILO's own reports in reading the

appendix. Readers should obtain and consult the logframe based tool for ILO's own internal view of progress, regardless of the extent to which the evaluator has gratefully utilised this information.

The following are the evaluator's conclusions on achievements and challenges against each project /objective and are duplicated from the appendix.

Project Objective 1: Strengthened Policy and Regulatory Frameworks and Implementation Mechanisms for the Protection of Domestic Workers against Trafficking and Forced Labour.

Overall progress and challenges: The project has made significant progress in helping the region to develop standards and cooperation mechanisms for human rights and protection of migrant domestic workers and this should be viewed as an achievement of ILO's overall operations in the region as well as of the project itself. This falls short of the milestone achievement of a binding instrument for the Association of South East Asian Nations (ASEAN), through no fault of the project (and also please note that Hong Kong would not be covered by this). In terms of national policies and regulations, the project has contributed to major progress in Indonesia, with finalisation of key legislation expected soon. Progress in Hong Kong, Malaysia and Singapore has been slow, nevertheless with positive achievements in raising advocacy efforts from trade unions and NGOs. The project has helped to develop five example district laws on migration in Indonesia, which are awaiting the finalisation of national legislation before they can go ahead. Significant progress has been made to ensure that HIV/AIDS issues are included in protection policies, systems and measures for migrant workers.

Project Objective 2: Improved Awareness of Decision-Makers, Migrant Workers and their Families, and the Public

Overall progress and challenges: Within the Indonesia context, progress in meeting this objective has been impressive and this is very important because this aspect of the project's work is a major driver for change. It is clear to the evaluator, from both reports and discussions, that the national government awareness of migrant worker issues and what government can do about them has grown immensely during the period of the project. Major progress is also being made in placing migrant worker problems and issues within the human rights framework. Public awareness and concern about these issues has grown immensely, at least in the major urban centres. Politicians and the media are sensitised, and the public is active (to the point of being very vocal).

The project demonstrates that its methodologies are able to raise awareness in sending communities and to help generate dialogue and mechanisms accordingly. Linking these with economic/livelihoods development is a project strength. The challenges for the future are to further raise public awareness in the more rural, poorer and remote areas from which significant numbers of migrant workers come and to help Indonesia scale up efforts to meet the major needs of thousands of sending communities. Efforts to more closely link district legislative work with village programs are likely to be beneficial.

In the wider region, progress has been excellent as far as the work being done by trade unions, migrant worker associations and NGO organisations. The challenge is to translate this now into effective advocacy programs that will influence entrenched public opinion (particularly among employers of migrant domestic workers) and convince reluctant

governments that more comprehensive policy and legislation support for migrant workers is urgently required. With mainstreaming particularly on GBV and HIV/AIDS having been the focus of PAF funding, and with results clearly defining ways forward, the challenge is now to ensure that HIV/AIDS issues are prominently advocated and publicised to help mitigate this major vulnerability for migrant workers.

Project Objective 3: Strengthened Outreach, Organizing, Assistance, Reintegration and Economic Empowerment Services for Migrant Domestic Workers and Their Families

Overall progress and challenges: The project has made extensive progress in training for a wide range of outreach services for migrant domestic workers, with the economic empowerment efforts that the evaluator saw at first hand as being exemplary (this is not a detrimental comment on other forms of training which the evaluator did not see at first hand). The project has been innovative in its approaches and has utilised sensible strategies involving training of master trainers, training of trainers and facilitated step-down training for beneficiaries, with the emphasis on implementing organisations resourcing training themselves. These approaches and strategies have helped beneficiaries to make significant positive changes in their lives. They are also resulting in the emergence and strengthening of local organisations to assist migrant workers in Indonesia, Malaysia, Singapore and Hong Kong.

Three major areas of challenge are noted. Firstly is the need in the future to help partners (particularly the Government of Indonesia) to scale up and replicate these approaches and strategies in order to benefit a much wider group of pre-departure and returning migrant workers and their families and communities. Secondly, despite excellent achievements by the Indonesian Ministry of Foreign Affairs, union and NGO partners in destination countries, outreach services are still not catering for everyone who needs them. Thirdly, and crucially, progress in convincing destination country governments to invest their own resources in outreach services for migrant workers is slow.

Project Objective 4: Strengthened Capacity of Key Stakeholders

Overall progress and challenges: This is a highly ambitious project component. There are a very large number of partners who support or could support advocacy or services for migrant domestic workers. The very large number of migrant workers and potential migrant workers in Indonesia, the high level of complexity within the industry and the resulting wide range of problems that migrant workers face all add up to an immense challenge to build capacity. As a relatively small-scale project with relatively few staff, CFLITMW has needed to prioritise its training and capacity building activities.

Thus in this phase, sustained and effective training work has been undertaken with the Ministry of Foreign Affairs that has resulted in diplomats, consular officials and manpower attaches gaining significant capacity to provide support for Indonesian migrant workers overseas. There have been fewer formal training events aiming for capacity building in a wider sense through CFLITMW for the Ministry of Manpower and Transmigration and the BNP2TKI. However both of these organisations have been involved in a wide range of project supported opportunities for dialogue and have received on-going advisory support from ILO in areas like legislation and policy. Training for unions, migrant workers associations, NGOs and other organisations and groups within civil society has been wide ranging and geared towards strengthening the valuable roles they play in advocacy and service provision. The involvement of a wide range of agencies in the mainstreaming of

gender and HIV/AIDS issues is acknowledged to be a major capacity building success resulting from supplementary projects and now mainstreamed into CFLTIMW itself.

The project efforts to help establish capacity in the area of economic empowerment for migrants, their families and communities is a good example of effective capacity building. A thorough system of training of master trainers, training of trainers and step-down training for trainers directly providing training for migrant workers has been put into place, using internationally established ILO methods and content. Of particular note is the enthusiastic adoption of SIYB training approaches by the Ministry of Manpower and Transmigration, which is now undertaking this work through its nationally funded training centres in two regions entirely through its own funding. In addition a range of NGOs, trade unions, migrant associations and local community based organisations have been trained to train in SIYB and related economic empowerment. In recent months the project has extended this to the involvement of the Bank of Indonesia, suggesting that further involvement of financial institutions may well be appropriate for the future.

The evaluator suggests three major areas of challenge for future ILO capacity building activities related to support for migrant workers.

Firstly the evaluator has not seen documentation relating to systematic training needs analysis or post training evaluation for the wide range of training that has been provided, and questions whether this has been done to a significant degree (noting that needs analysis was undertaken on financial education through component 5 and the analysis phases of the supplementary projects essentially fulfilled this role for HIV/AIDS and gender aspects). While internationally developed training modules are clearly designed to be provided to all in order to work towards internationally accepted standards, there is merit, particularly in future training, in examining more closely and in advance the specific needs of partner organisations. Thus, as an example, the situation of finding out only after commencing training for trainers that some organisations involved in economic empowerment training lack understanding of micro-finance and credit systems could have been avoided. Similarly ILO would be well rewarded at this juncture with a thorough training evaluation exercise aiming to measure, at minimum in a qualitative manner, how much partner organisations have gained in terms of capacity through project training.

Secondly, it is abundantly clear that while ILO has, through this project, been able to deliver a wide range of training aiming at capacity building, a major challenge in the future is to replicate and scale up training efforts so that capacity can be built in a much larger group of agencies, regardless of whether they are from government, workers' or other civil society organisations. This should be a key discussion area for the design of future activities, particularly with the opportunities now presenting themselves for incorporation of larger programs within and funding through Indonesia's next five year medium term plan (2015-2019), and particularly in relation to Indonesia's growing efforts to alleviate poverty. Such discussions would benefit by being informed by the training evaluation work suggested above.

Thirdly, the evaluator feels that capacity building support for organisations in destination countries has been diffuse. The project has supported union, migrant worker and NGO organisations from Singapore, Malaysia and Hong Kong appropriately through on-going technical advice. This is starting to bear fruit through, for instance, closer links between organisations in the region and is evidenced by some impressive service provision initiatives in all three destination countries. However, the need to support and develop capacity to advocate to reluctant governments on the needs and protection of migrant domestic workers is still a major challenge for the future. Successes in and lessons from Indonesia could form

the basis of a more structured capacity building effort for workers' and other civil society organisations in Malaysia, Hong Kong and Singapore in the future.

Project Objective 5: Improved Data Collection and Dissemination Systems

Overall progress and challenges: The evaluator has not undertaken extensive analysis of this component due to time constraints. The achievements against this objective in the appendix are as reported by the project. The project has helped to produce a useful range of documentation on legal development (including conventions) and service provision issues, as well as background information on migrant workers and their families. Specific work has been undertaken on data collection and dissemination systems in Indonesia with the human rights commissions and the Ministry of Foreign Affairs. There has been discussion on similar work with the Ministry of Manpower and Transmigration, but specific activities have yet to be undertaken. The evaluator notes that the project does not appear to have done any work with BNP2TKI on data collection and dissemination but that the agency is already collecting significant amounts of data on outbound and incoming migrant workers, including ground-breaking efforts to systematically record their problems and issues. There is scope for further work with BNP2TKI in the future, particularly to help them refine and disseminate results of their data collection.

Supplementary activities: Please refer to the separate section on these projects for a more detailed description of what they have achieved (Section 2.4). It is concluded in particular that gender tools have been developed and deployed with partner organisations having started to take them up for themselves. Significant progress has been made on developing strategies to assist migrant workers vulnerable to GBV and HIV/AIDS, and partners have had the major benefit of being part of an organic design process that increases awareness in parallel with developing strategies. There is of course scope for further work on both of the areas in the future. It is hoped that with lessons learned these aspects can be more fully mainstreamed into major project designs from the start.

5.4.2 Target group involvement and benefits

Conclusion: Involvement of Indonesian Government agencies has been extensive and benefits have accrued through both CFLTIMW and supplementary activities , but this cannot be said for governments in destination countries. GOI has adopted ILO methodologies and is now utilising its own resources. Workers' and other civil society organisations involvement has been excellent both in Indonesia and destination countries, but long-term benefits will rely on sustainable funding. Significant inroads have been made to support and involve migrant workers and their communities with the long-term challenge now to scale this up significantly.

There are two broad beneficiary groups for this project: institutions involved as partners including government agencies, migrant worker associations, trade unions and NGOs and individual migrant workers, their families, communities and community based organisations as the ultimate beneficiaries of project efforts.

It is clear to the evaluator that the relevant government agencies in Indonesia, particularly at the national level, have been very much involved as partners in the preparations for and implementation of project activities both for the main project and for supplementary funded projects. The activities that ILO has supported belong to these organisations, and it is to the

credit of the project and its partners that the majority of ongoing activities are entirely resourced by the participating GOI agencies. It is also clear that the Government of Indonesia has become increasingly active in seeking to lobby its counterpart governments in destination countries.

It is equally clear to the evaluator that involvement of government agencies in Malaysia, Singapore and Hong has been slow to emerge. While some notable achievements have been made, such as the landmark one day off per week in Singapore (which was announced during the evaluation field visits), challenges remain in terms of convincing governments that comprehensive policies and legislation to protect migrant workers are needed.

The involvement of Indonesian government agencies at the provincial and district level in developing legislation, services and protections for migrant workers has grown throughout the period of the project. The project has been able to involve a selection of provinces and districts throughout the archipelago. The evaluator estimates that approximately 25% of provincial governments have had some exposure to ILO methodologies and activities through the project. Firm figures of the number of Indonesia's 500 districts and municipalities that have had some involvement have not been sighted. The evaluator estimates this to be less than 5% and can make no comment as to the number of different sectoral agencies involved in each local government (either at province or district/municipality level). However it is noted that the project has focused a large number of activities in Jakarta, West, Central and East Java and West Nusa Tenggara, with selected activities in provinces in Sumatra, Kalimantan and Sulawesi and in East Nusa Tenggara. A particular challenge in the future is to develop ways of mainstreaming the benefits of gender and HIV/AIDS work for provincial and district/municipality governments and through them to the many millions of people who are affected by overseas migration.

The comments on workers' and other civil society organisations involvement here are prefaced by the note that there does not appear to be any comprehensive register of all of the trade unions, associations and NGOs likely to have some interest in the situation of migrant workers around Indonesia. But to the extent that the project has involved trade unions, migrant worker's associations and NGOs, their involvement has also been extensive. In a similar manner to government agencies they have, to the extent that they are able within their current resource bases, developed capacity to run their own activities in the future and developed ownership of activities. The selected trade union, NGO and migrant association partners from destination countries also report excellent involvement in and linkages to the project, particularly in regard to the establishment of support services for migrant workers and in the work on HIV/AIDS and gender.

As regard to assessing the numbers of the migrant workers, families and communities receiving benefits from the project, the evaluator is not aware of any firm statistical base on migrant workers as an overall group and domestic workers, both migrant and employed in Indonesia. The Indonesian Central Bureau of Statistics does not have figures readily available for the spread of these categories of workers by home area, although it does have figures for 2004 for selected provinces suggesting that there were at least 30 million informally employed people in the country (which presumably includes domestic workers). It also has figures on poverty and human development indices for all provinces which may be useful as proxy indicators for identifying likely concentrations of sending communities.

What can be deduced from the number and scope of the project's activities is that many thousands of migrant workers, family and community members have received benefits either directly or indirectly from project and partner activities. For instance, HOME in Singapore has provided support to over 50,000 migrant workers in recent years, although we do not know how many of these were Indonesians. As another example, the varied approaches of the project to entrepreneurship training through government, unions, NGOs and associations have provided direct support for thousands of Indonesians, although we do not appear to have a consolidated table available (it may be possible for ILO to produce one). The involvement of migrant workers as beneficiaries of support services is thus judged extensive in a qualitative sense, but not supported at this stage by quantitative gender disaggregated evidence. In terms of the total number of Indonesian migrant workers, family and community members that could benefit from such approaches and services, the evaluator can only state that potential beneficiaries are several orders of magnitude greater in number than those so far involved.

Have migrant workers been involved in designing and preparing for the services they receive? Community based services, such as economic empowerment, involve community consultations as a matter of course, so yes, they have been involved in designing their own projects and businesses. The evaluator suggests that it does not seem that migrant workers receiving protection services, have as yet been involved in the design of services, especially as the project reports that migrant workers have generally shown reticence when surveyed. The challenge to date has been to establish these services based around internationally accepted standards.

5.4.4 More effective ways of addressing the problems in the future

Conclusion: Considerable benefits in effectiveness can be obtained in the future by seeking relationships with an expanded range of strategically placed partners in Indonesia. Methodologies for gender and HIV/AIDS related activities developed through RBSA and PAF funding should be mainstreamed in future major projects from the start. ILO should consider deployment of project staff in destination countries in order to place more emphasis on supporting worker and other civil society organisations to advocate to their governments. ILO should further support Indonesia in the leading international role it is playing to support migrant workers.

Based on the comments above, the evaluator suggests the following points regarding delivery strategies (some of which appear in the allowed number of evaluation recommendations) could be considered in the design of future activities, noting that some of these will be implemented as a matter of course by ILO in Jakarta regardless of whether a further formal project is established in the short-term or not:

1. Further develop work with the Indonesian National Parliament on building consensus on national regulations and with the Ministry of Manpower and the Ministry of Home Affairs on assisting local governments to develop their own legislation supporting migrant workers. In particular help partners to develop methodologies for linking local government legislation and programs to practical village level projects with substantial local government budgets;
2. Help partner agencies to seek new and alternative sources of funding for service delivery and protection measures; in particular work with the State Planning Agency (BAPPENAS), the Office of the Vice-President (in regard to poverty alleviation), and

- the Coordinating Ministry of Economic Development to seek ways of replicating and scaling up support activities for migrant workers, their families and communities to take advantage of opportunities that will arise as Indonesia prepares its next MTDP;
3. Continue to support Indonesia's leading role in lobbying for legislation and systems for migrant worker rights and protections in destination countries including through ASEAN; place more emphasis on coordinated advocacy to destination governments on migrant worker protection and the expansion of services for migrant workers, as much as anything as a long-term investment for the governments themselves. The leadership of Indonesia in this and its successes to date could be utilised as a basis for this;
 4. Continue to support Indonesia's efforts to reduce vulnerability to HIV/AIDS within the migrant worker environment, by ensuring that methodologies for this (as well as gender tools) are mainstreamed in future project designs right from the start. ILO's success in mainstreaming through its own programs serves as a useful basis for doing this.
 5. Although ILO does not have offices in Singapore and Malaysia, and is only represented in Hong Kong remotely from Beijing, consider ways in which the project can directly deploy staff in these locations (perhaps under contract rather than as ILO staffers) in order to more comprehensively and regularly support worker and other civil society organisation partners in these countries and to work on advocacy to destination governments;
 6. Scale down public awareness activities implemented directly by ILO (they have to a considerable degree achieved their outcome) but help partners seek ways to be resourced to maintain this work by themselves (N.B. Efforts on GBV and HIV/AIDS awareness still need to be prioritised);
 7. Institute more comprehensive training needs analysis and evaluation exercises as an integral part of all future training activities including a centralised register of participants and beneficiaries disaggregated by gender; and
 8. Undertake further work with BNP2TKI on developing and operating data systems to gain a better picture of the numbers of migrant workers (gender disaggregated) leaving and returning and the problems that they report. Also approach the Indonesian Central Bureau of Statistics to 1) ascertain if data on migrant workers is currently available from its suite of surveys and how it can be best accessed; and 2) if it is not, advocate for its inclusion in the future.

5.5 Efficiency

5.5.1 Justification of resources and value for money

Conclusion: The \$2.6 million invested in CFLTIMW Phase II is: a) relatively small scale; b) has been utilised in as strategic a manner as possible; and c) represents value for money. While there is some evidence that the project has been over-ambitious in the area of capacity building (see comments in 5.4.1 on Component 4), the project has achieved a remarkable number and quality of activities for the small amount invested and the few dedicated project staff it has employed. The use of supplementary funding for HIV/AIDS and gender developments has been good value for money.

In all likelihood the project has actually made its achievements with expenditures close to the estimated \$2.6 million. ILO reports that as of 31 March almost all project funds had been spent, however with some payments still outstanding, awaiting final outputs & documentation.

While actual expenditure figures for expenditures from September 2011 to March 2012 were not provided to the evaluator in consolidated form, figures as at September 2011 indicate a total of \$1.14 million spent for the years 2008 to 2010 and \$0.61 million either spent or committed for 2011 at that time. The remaining allocations for the final six months thus totalled \$0.85 million. The total expenditure to September 2011 of \$1.75 million equates to an average spending rate for 35 months of \$50,000/month, which for a small team of 5 full-time people, whose preferred approach to sustainability has been to leverage funds elsewhere rather than directly spend on activities, is a reasonable and appropriate rate of expenditure. Continuing at this rate for a further 6 months would indicate a further \$300,000 total expenditure, leaving an unspent amount of just over \$0.5 million. But, as indicated above, ILO indicates that almost all funding has been expended, as the project has accelerated its activities in the last six months.

It is also noted that the project requested a no-cost extension initially for one further year to October 2012, which may in hindsight have been a useful target to more fully achieve results. Eventually the donor agreed to a no-cost extension to March 2012 (for reasons that are not entirely clear to the evaluator). The reason for the under-expenditure as at September 2011 was fluctuation in exchange rates between the Norwegian Kroner and the US Dollar due to the global financial crisis, something clearly outside of the control of all project stakeholders.

Why has CFLTIMW Phase II represented good value for money? The many achievements reported in section 5.4.1. and in more detail in Appendix 4, have cost significantly less than \$3 million. For the equivalent of less than 20 cents a year for each citizen from the donor country, ILO has helped partners to make advances in legislation and policy, has helped to achieve significant advances in advocacy and service provision and has made inroads in capacity building. For this strategic investment (which in bilateral program terms is modest) many thousands of Indonesian citizens going abroad as migrant workers have started to gain benefits that in the long-term will help to improve their situations and lift them out of poverty. If in the future these benefits can be extended to millions of others this will have been a very good return on a strategic investment by the donor (see section 5.5.2). The budget negotiated for this project was realistic and appropriate, and while the project may have in some cases tried to do too much, its overall levels of expenditure have been commensurately realistic and appropriate.

The evaluator has not undertaken a similar level of analysis on the value for money of the supplementary funded gender activities because they are not only aimed at migrant worker issues, intended as they are to benefit a wide range of ILO programmes and approaches. However, both PAF projects for HIV/AIDS cost in the region of \$70,000 each, which is viewed as a very modest investment that has resulted in significant gains for both ILO and its partners in regard to migrant worker interventions. This must be seen as excellent value for money.

5.5.2 Complementarity of partner actions and leveraging further resources

Conclusion: The project strategy of working with selected Indonesian government agencies on migrant worker issues is appropriate and efficient. The choice of agencies is derived logically from their mandated roles and functions in regulation, policing and service provision. To date the project has had little success in involving

the private sector in a formal sense, although the evaluator notes that corporate social responsibility notions are on the rise. The project strategy of trying to leverage longer-term funding from government partner budgets has been efficient. For workers' and other civil society organisation partners the ability to leverage funding is more problematic. The involvement of NGOs as partners in ILO supported project activities has been efficient. They play a very valuable role in both the promotion of human rights and in the provision of services, and often have very dedicated and skilled human resources, but without significant funding bases of their own, will always seek outside funding. The major challenge is to assist to leverage large scale funding from GOI in the future.

The project strategy of working with selected Indonesian government agencies on migrant worker issues is appropriate and efficient (the evaluation notes that this and the comments that follow also apply to supplementary funding projects). The choice of agencies is derived logically from their mandated roles and functions in regulation, policing and service provision. Their increasing commitments to migrant worker issues throughout the period of the project should be clear to all. The nature of ILOs own mandate clearly calls for unions and migrant worker associations to be involved and once initial barriers to dialogue with government were overcome the complementary nature of government and union action became clear and productive. In this regard the Ministry of Manpower notes that both itself and unions and NGOs can now sit down together and productively discuss migrant worker issues. In terms of efficiency, the "demonstrators" have become participants able to offer complementary strengths (albeit with the proviso that partners do not always agree). This is a major attitude change for all concerned that the project has assisted to bring about.

The involvement of NGOs as partners in ILO supported project activities has been efficient. If NGOs are chosen whose mandates include helping migrant workers, they tend to apply themselves to their agreed tasks with dedication. They are also able and accustomed to operating with relatively small overheads. It is abundantly clear that over the last 15 years or so, the ability of NGOs and government agencies to complement each other in Indonesia has grown exponentially, including in service delivery. NGOs have also grown in their capacity to successfully advocate to government.

To date the project has had little success in involving the private sector in a formal sense, although the evaluator notes that corporate social responsibility notions are on the rise among companies in Indonesia and there are indications from discussions in West Java that selected companies might be willing to fund activities to benefit migrant workers, their families and communities (please see suggestions in 5.5.3). The employer's associations, representing the third group in the ILO tripartite triangle with government and unions, have been active in a number of ILO's other programs in Indonesia but not in this project. Frankly the project and the employers have struggled to find common ground for action, with Indonesian employer's associations to date seeing migrant worker problems outside their remit. The project should not be criticised for lack of progress in involving Indonesian employer's associations, who are probably asking why they should be involved at all. This issue might be addressed in the future through exploring ways that employer's associations can assist migrant industrial workers through collaboration with employer's associations in receiving countries. It is doubtful whether this would be an effective way of achieving positive outcomes for migrant domestic workers who are largely employed by families.

The project has also attempted to involve recruitment agencies and their associations, but to date with very little impact. Until these agencies are properly policed, the temptation for them to buy their way out of problems will remain. Unfortunately, this situation does lead one to suspect a set of corrupt relationships between some government officials and some private sector managers over which the project and ILO have had to date very little influence. Expending significant project resources to work with recruitment agencies is not efficient, although that should not preclude keeping them aware of opportunities and developments in the future. It is possible that some recruitment agencies could in the future be persuaded that the reduction of vulnerability to HIV/AIDS is of sufficient import to engender some more response from them (some have paid some attention to this issue in the past). However, the evaluator is insufficiently knowledgeable to make any firm recommendation in this regard.

The project strategy of trying to leverage longer-term funding from partner budgets has been efficient, as far as the Government of Indonesia partners at a national level are concerned. Both the Ministry of Manpower and Transmigration and the Ministry of Foreign Affairs are now regularly using their own resources (people, facilities and funds) to undertake training related to improving the situations of Indonesian migrant workers, either at home or overseas. They neither call upon, nor are offered, direct ILO funding for these activities. The extent to which similar project activities in the future can leverage crucial resources from local governments in Indonesia is still an open question.

Also an open question at this stage is the extent that ILO can assist to leverage large scale funding from GOI in the future, to make the benefits of the approach available to millions rather than thousands of people. However, it is noted that a) migrant worker remittances are a significant source of income for Indonesia (variously estimated at between \$3 and \$6 billion a year), and b) Indonesia will likely enjoy increased income from remittances in the future. Further investment on behalf of migrant workers (with a focus on the large percentage of them who are domestic workers), even if it eventually requires funding to the extent of hundreds of millions of dollars, might be seen by GOI as a sound investment for the country, as much as it is a sound investment in human rights and poverty alleviation. With Indonesia making strong economic strides and with large scale funding available for poverty alleviation, a strategic approach by ILO to advising GOI on this could bring huge benefits for migrant workers, especially as GOI agencies are seeking better ways to coordinate and invest in poverty alleviation. GOI will soon be considering its options for the next five year medium term plan. The time is right to seek extensive leveraging of the ILO approaches.

For workers and other civil society organisation partners the ability to leverage funding is definitely more problematic. Unions, associations and NGOs do not at this stage have access to extensive funds of their own to expend on project activities of this nature. The Indonesian unions have major mandates to assist workers at home and are still feeling their way into the area of support for migrant workers. The project has shown them that benefits are to be had in networking regionally, developing reciprocal member arrangements and advocating for migrant workers to government. The evaluator is unsure of the extent to which Indonesian unions could gain strength by migrant workers being covered by membership overseas and then returning to continue membership in Indonesia, but this might be a point to explore. If the positive and growing response so far from unions and associations in Indonesia, Malaysia, Singapore and Hong Kong is anything to go by, it would seem that building rights based programs for migrant workers does add strength and

credence to union organisations. If this can be leveraged into more self-resourcing by unions of programs for migrant workers in the future, this will be a major positive step.

NGOs play a very valuable role in both the promotion of human rights and in the provision of services, and often have very dedicated and skilled human resources, but without significant funding bases of their own, will always seek outside funding. Unlike their international NGO counterparts few national or local NGOs in Indonesia have extensive public donations to support their work. Leveraging significant resources through Indonesian NGOs for migrant worker programs is not a viable option at this stage. If ILO wants to continue and extend the beneficial relationships it and its other partners have had with NGOs to date it will need to consider either continuing to fund them or helping them to find alternative funding sources. The situation for the large faith-based organisations (such as Muhammadiyah and Nadhatul Ulama, both of which have in excess of 40 million members and operate extensive and comprehensive social welfare programs) is different. The project has made overtures to faith based organisations during phase II. Further work of this nature should be considered.

5.5.3 Lessons learned for improving efficiency

Conclusion: Relatively small-scale and focused activity with strategies to leverage partner resources do lead to an efficient use of resources, and there is scope for private sector funding to play a larger role in the future. But ILO should consider more flexible approaches to its own funding requirements in the future including multi-funder approaches

The following are suggested as lessons and pointers regarding efficiency for similar activities to the current project in the future:

1. Relatively small-scale and focused activity with strategies to leverage partner resources do lead to an efficient use of resources. ILO should reflect on the methodologies it has used in CFLTIMW Phase II with a view to scaling up the level of resources its activities can efficiently leverage, particularly from GOI sources. With poverty alleviation efforts attracting significant funding and coordination efforts and with GOI now moving towards its next five year planning period, the time is absolutely right to work on this now;
2. While ILO has in the past needed to rely on projectised funding for activities of this nature, a more flexible approach to funding ILO activities targeted at migrant workers may be appropriate in the future, recognising that ILOs mandate can and should logically include such activities on a long-term basis. This might include a multi-donor approach to funding, perhaps with overlapping funding tranches. This would certainly assist ILO to avoid currency exchange shocks and other potential causes of temporary funding shortfall;
3. ILO could also consider sourcing funding from corporations operating in Indonesia, who are prepared to take a serious corporate social responsibility role. While an appropriate degree of due diligence would be required from ILO in choosing such partners, enlightened self-interest from companies that are prepared to invest in community economic empowerment with the long-term view that this will benefit their business interests and their public image, may not be inappropriate;
4. ILO could consider rationalisation of the number of different types of training it has offered under CFLTIMW Phase II. The range of training offered has been impressive, but a little ambitious in total scope;
5. There is some scope for developing approaches to leveraging union and association funding for migrant worker programs in the future, but this will more likely happen if

such organisations see clear benefits to their own positions and strengths through providing their own resources. ILO can assist them to explore such issues;

6. Indonesian NGO involvement is usually efficient and should certainly be further encouraged in the future. However NGOs cannot be expected to finance activities themselves, and will need support to gain appropriate resources. They are probably best geared for ground-breaking, small-scale activities or value adding activities within larger programs rather than taking on large-scale programs on their own; and
7. Large faith based organisations could if they wished play significant and efficient roles in supporting work to protect and support domestic migrant workers. They have large memberships, can mobilise funds and have management resources suitable for large scale operations.

5.6 Sustainability

Conclusion: Initiatives started with government have a very good chance of being sustainable with work in the Ministry of Manpower and Transmigration and the Ministry of Foreign Affairs being good examples. More support is required for BNP2TKI, particularly to help make its data collection, analysis and dissemination functions more sustainable. Trade unions, migrant associations and NGOs will need further resource support in the future to make their work in regard to migrant workers sustainable. Significantly more support will be required to help communities and their organisations work on these issues sustainability.

Sustainability is best analysed in the context of this evaluation in terms of the organisations involved in supporting migrant workers in partnership with CFLTIMW Phase II and the types of activities in which they have been involved and how they have benefitted migrant workers. Please note (as per Section 2.4) that it is too early to make comment on the sustainability of HIV/AIDS benefits under the PAF funded initiatives.

The Ministry of Manpower has an ongoing mandate to work on legal developments relating to migrant workers (including migrant domestic workers). Now that the Indonesian National Parliament has ratified the International Convention on Migrant Workers, it is actively considering options for both the ratification of ILO Convention 189 and the revision to Law 39 of 2004. It is noted however, that ILO advisory support will still be needed after the project has completed, and the National Parliament has already signalled it would like this support. It is also noted that the nature of the legislative formation process in Indonesia means that when draft public laws (Undang Undang) are passed into law they tend to leave administrative and regulatory detail dependent on further ministerial regulations. There will still be work for the Ministry to do on this ongoing process in the future and ILO support will likely be appropriate.

The Ministry of Manpower has also enthusiastically embraced ILO methodologies for training in economic empowerment and has made its own funding available. These activities will likely continue at the two training centres that have already adopted them and through extension to local governments and thus benefit a large number of migrant workers, but ILO may still need to provide technical and advisory assistance in the future to ensure that programs remain on track. The extension of these methodologies to more of the Ministry's training centres and to provincial and district Manpower agencies is not yet assured.

The Ministry of Foreign Affairs has incorporated training on migrant worker rights and support into its routine programs for diplomats and consular officials. Particularly given the

level of political commitment Indonesia is now giving to this there is no reason to think this will cease in the near future and it is likely that increasing numbers of Indonesian migrant workers will receive benefits overseas. A point for ILO to watch, however, will be the extent to which political commitment of this type is a priority after the general elections of 2014. ILO could in the interim, if invited, examine in more detail the impact of such training on the services that Indonesian official representative offices provide overseas, with a view to examining the case for more support in the future.

The National Commission on Violence Against Women has absorbed all of the inputs and support provided by the project (and supplementary funding projects) and internalised them within its own programs, particularly the work done together with ILO on HIV/AIDS. Apart from HIV/AIDS work, ILO involvement with the Commission in the latter part of the project has been restricted to occasional advice and technical support, which can easily continue regardless of the presence of a project. Work with the National Human Rights and AIDS Commissions seems to have been similarly internalised.

Work with the State Ministry of Women's Empowerment does not appear yet to have resulted in sustainable organisational benefit for the Ministry. However the evaluator acknowledges that the staff met during field visits had only just taken up new positions relevant to the project's activities and that it was not possible to judge the extent to which, for instance, the introduction of gender tools has resulted in sustainable benefits. The evaluator notes that the Ministry was instrumental in the development of these tools through RBSA funded activities.

The project relationship with BNP2TKI has been productive and the agency has clearly progressed in its role and programs during the period of the project. However, the evaluator notes that no specific CFLTIMW training programs have been undertaken with the agency, although BNP2TKI has had significant involvement in training and capacity building activities through all supplementary funded projects. BNP2TKI and the Ministry of Manpower and Transmigration are still experiencing ongoing tensions regarding the delineation of their roles. BNP2TKI would benefit in the future from support for its data collection and management role as this underpins its work in migrant worker protection in country. In particular the agency, along with other government agencies, has a major challenge to reduce the number and percentage of migrant domestic workers travelling overseas unofficially. It is indicative that no-one seems to know at this stage what this number actually is, with estimates varying from two to four times the officially registered number of migrant workers. While the very nature of unofficial travel overseas means that government does not know the full story, unless the number of officially registered migrant workers does increase significantly, we can only assume that protections are not reaching the majority. This evaluation has also flagged the possibility of Central Bureau of Statistics involvement in surveying migrant workers or their families. The evaluator is unsure whether this happens and further exploration of this topic would be appropriate.

Trade unions and migrant workers associations have found valuable and productive roles within the main and supplementary projects but will need continued support in the future. They are gaining valuable experience of working with migrant workers going overseas and the role for them is highly appropriate. Of particular benefit to them is the development of strong links with counterpart organisations in destination countries. However, there is little

indication that they can sustainably continue this work at this stage, particularly in the light of their own resourcing constraints.

Trade unions, migrant associations and NGOs in the destination countries have played very useful roles in establishing and operating support systems that are able to reach significant numbers of migrant workers (of course not just those from Indonesia). These systems are well designed and have significant resource support within the destination countries although it is fair to say that they probably do not reach all who need them. These organisations do undertake advocacy to their respective government within the bounds of political realities within their own countries. ILO will almost certainly continue to liaise with and support these organisations regardless of the continuation of the project or not.

NGOs with a poverty alleviation and human rights focus have a natural role to play in working with either prospective or returning migrant workers. NGOs focusing on women migrant domestic workers have a particularly valuable role to play. These NGOs will likely have their own methodologies, or will have adopted and adapted ILO methodologies to enable them to have the capacity for this type of work well into the future. But they cannot do this without continued access to funds from outside their own organisations and if attention is not paid to this may be forced to move away from programs targeting migrant workers.

Support to communities sending migrant workers overseas has been demonstrated as both viable and effective, to the extent that CFLTIMW Phase II has been able to reach them. The extent to which this will continue and increase in the future is highly dependent on the continuation and sustainability of the activities being implemented by the above organisations. Of particular interest will be the extent to which local government can become more actively involved in offering practical programs of support to these communities; and the extent to which communities will gain confidence and trust in them as they do this.

5.7 Impact

Conclusion: The information provided by the project has to a significant degree demonstrated consideration of impact in reporting and monitoring. However baseline information on migrant workers in Indonesia is a weakness and data systems need more attention in the future in order that they can better focus on impact.

The impacts of the CFLTIMW and supplementary projects have been covered throughout sections 5.2 to 5.6 above. The evaluator suggests that sufficient information has been provided in these sections to demonstrate that the projects have had impact and that it has been documented.

To answer a separate evaluation question, it is pertinent to state that the information provided by the project has to a significant degree demonstrated consideration of impact in reporting and monitoring, in earlier stages through regular narrative reporting, and more recently through a logical framework report format (which it is noted could have been adopted rather earlier in the project's implementation).

However there are three major areas where the demonstration of impact could be improved in future projects. These have already been mentioned above, but are collected together here for easier reference:

- Baseline information on the numbers of migrant workers and migrant worker sending communities and on their views and issues is a major weakness at present. This is however a gargantuan task, and it is unreasonable to expect ILO to have the capacity or the funds, or even the organisational role to ensure that this happens. Further support from ILO to Indonesia to develop this baseline effort would nevertheless be appropriate;
- Training needs analysis and ensuing training evaluations, if systematically undertaken would provide a much improved picture of organisational impact for ILO; and
- BNP2TKI data systems deserve further support in the future, particularly if Indonesia is to reduce the number of migrant workers travelling unofficially. The fact that travelling unofficially is technically illegal is irrelevant if no-one knows how many people are travelling unofficially. This type of data would provide a much greater degree of impact assessment in the future.

5.8 Causality and Unanticipated Effects

Conclusions: The project has been implemented in a period of political positivity in Indonesia towards migrant workers and while progress has been slow in this regard in destination countries, Indonesia is emerging as a regional champion for the rights of migrant workers. There have been few unanticipated effects that have hampered the project or the RBSA and PAF funded activities.

As has been suggested in section 5.2, this project would have benefited from systematic risk assessment at design and risk management during implementation. While risks and emergent problems are discussed in project reporting, a more systematic approach would imply the preparation of some kind of matrix attached to the design and identifying potential risks, their likelihood and possible impacts and methods from a management perspective as to how they would be handled. This would then form the basis for regular reflection by project staff and management to document already identified risks and how they are handled as well as to add new risks and management approaches as they emerge. This has not happened (in fact development assistance projects in general are often lacking in this rigour). Therefore the evaluator only has reporting and discussions in hindsight to rely on. Notwithstanding this the following causality and unanticipated effect for CFLTIMW Phase II is noted:

1. Exchange rate problems related to the global financial crisis, entirely external to the project and its stakeholders resulted in a shortfall in project funds in earlier years and a back loading of funding in the final year or so. This has been dealt with to some extent by the project's accelerated schedule towards the end of its implementation period; and
2. In hindsight organisational capacity building has proven more complex and requiring more support than was envisaged in the original design. This situation was not helped by poor stakeholder analysis during design. The evaluator suggests that better analysis up front would have likely resulted in greater organisational impact through a less ambitious set of training activities. However the evaluator also suggests that this statement is much easier made in hindsight and should not in any way denigrate the large number of training exercises that the project has achieved to the best of its ability;
3. Whether disagreements between parties within a project are to be considered an unanticipated effect or not is a moot point, given that any project that effectively addresses change will likely encounter differences of opinion among stakeholders. In the light of this comment it is noted that differences of views among stakeholders

have occurred (e.g. among ASEAN states regarding the binding instrument, and among GOI agencies regarding the revised law and the ratification of Convention 189). There have been differences in views between the Ministry of Manpower and BNP2TKI. The evaluator simply notes that these issues may have slowed project implementation but that robust dialogue of this nature should not be considered as unanticipated.

In fact the evaluator is unaware of other major unanticipated external problems that have hampered the project's results or those of the projects implemented under supplementary funding. The projects have been implemented in a period of political positivity in Indonesia towards migrant workers and while progress has been slow in this regard in destination countries, Indonesia is emerging as a regional champion for the rights of migrant workers. This is a major positive achievement to which the project has contributed.

5.9 Gender Concerns

Conclusion: The CFLTIMW project and the supplementary projects have responded well to gender issues throughout implementation. Given the majority of Indonesian migrant workers are women the emphasis on domestic workers has proven a useful focus. The work of trade unions in the destination countries has well considered the needs of both women and men, with major emphasis on the plight of women domestic workers as a particularly vulnerable group. Worker and other civil society organisations have both welcomed the training on gender and utilised it in preparing programs. Gender audits have gone ahead on an independent, voluntary basis and have proven valuable. Gender disaggregated data has not been provided on a systematic basis.

The project has responded well to gender issues throughout its implementation and has used inputs from the supplementary funded project on gender very well. Given the majority of Indonesian migrant workers are women the emphasis on domestic workers has proven a useful focus, even if at times it is difficult to tell from documentation whether the project was dealing with the needs of migrant domestic workers or a wider group of migrant workers. (Ultimately this probably does not matter, given that the rights of all migrant workers include the rights of migrant domestic workers as a large sub-set).

There is evidence that the work of trade unions in the destination countries has well considered the needs of both women and men, with major emphasis on the plight of women domestic workers as a particularly vulnerable group, given the highly informal nature of their employment and their vulnerability to abuse. The project has mainstreamed gender in its work with unions, associations and NGOs with considerable efforts having been made to train in gender mainstreaming and gender audit through the RBSA funded activity. There is sufficient evidence from discussions that government respondents are aware of gender equity concerns and have taken these into account in their own work.

It is clear that worker organisations and NGOs have both welcomed the training on gender and utilised it in preparing programs. Gender audits have gone ahead on an independent, voluntary basis within the majority of organisations partaking in the training. The work on HIV/AIDS has clearly taken a gender mainstreaming approach within a health framework for migrant workers. The government is actively promoting HIV/AIDS awareness activities for as many would be migrant workers as it can reach.

Within economic empowerment training there is evidence that there has been a good gender balance of trainees. While there have likely been more male trainers, migrant worker training has appropriately targeted a majority of females. Their needs would appear to have been incorporated into the training methodology and content. In general terms however it is noted that the more consistent use of gender disaggregated data to record participants in project training, workshops and meetings would have further aided this evaluation.

5.10 Effectiveness of Management Arrangements

Conclusion: The project has had significant political and administrative support from the Government of Indonesia. It would have benefited by a larger complement of project staff, but has received excellent back-stopping support from other staff in ILO Jakarta. It has received appropriate and valuable support from ILO in Jakarta, regionally and globally.

Please note that comments here only apply to CLFTIMW and not to supplementary projects, for which effectiveness of management arrangements has not been evaluated.

It is clear from discussions with staff from major stakeholder organisations in government in Indonesia and from worker organisations and NGOs in all four countries that the cooperation and support from them has been good throughout the project implementation period. The project has enjoyed collegiate and cordial relations with all of its major stakeholders.

Political support for activities to protect and provide services for migrant workers is evident at the highest levels in Indonesia (up to and including the President). As should be clear from discussions throughout this evaluation report, political support for the kind of work the project has been undertaking has evolved and grown during the project period as Indonesians and their leaders have become more aware of migrant worker issues and problems. This has not meant that all project supported activities have necessarily progressed in a straightforward manner. For instance, legal developments to protect migrant workers have engendered considerable dialogue in Indonesia with achievement of ratification of Convention 189 and revision of Law 39 still to come.

Administrative support for involvement of staff from the various ministries and government agencies has been very good. Discussions with the Ministries of Manpower and Transmigration, Foreign Affairs, BNP2TKI, two of Indonesia's three human rights commissions and the Ministry of Women's Empowerment have indicated enthusiastic agreement to involvement of their staff in project supported activities. As examples of partner support and involvement, responses from the Ministries of Manpower and Foreign Affairs to the challenge to establish and run their own training have been both effective in meeting outcomes and efficient in the use of project resources.

The evaluator understands that the project has had the benefit of supervisory support from its Project Advisory Committee (PAC) consisting of representatives from major stakeholder organisations. The evaluator been unable to source minutes from this Committee and makes no further comment on it.

In hindsight, the project would have benefited from additional full-time staff. The Chief Technical Advisor and her four full-time staff have clearly been required to work long hours (this is particularly evident as the project came to a close). However, as can be seen

throughout this report, the team has shown excellent technical and administrative capacities, has facilitated a remarkable number of meetings, workshops and training events and has consistently worked towards project outcomes. The availability of back-stopping staff involved in other ILO activities in the Jakarta office has provided a major contribution to and support for the project. Coordination and collaboration with other ILO projects in Jakarta has been ongoing. CFLTIMW Phase II has been able to both offer a major contribution to ILO Indonesia Decent Work outcomes and to receive support from ILO's overall Decent Work program for its own activities. The contribution from the ILO office in Jakarta and its management has been collegiate and supportive in all respects.

Project records and discussions indicate that ILO Regional Office for Asia and the Pacific (ROAP) and other ILO specialists from the region have been active in project activities and events as appropriate and have made significant amounts of additional funding available to CFLTIMW Phase II for technical support purposes.

Notwithstanding the comments in this evaluation report concerning the late development of a more systematic monitoring tool, the evaluator acknowledges that the project has responded to this challenge as recommended in the mid-term evaluation report. The tools that the project has at its conclusion will serve future projects well.

6. Conclusions

The conclusions from each section of the report (as above) are drawn together here for ease of reference.

A. VALIDITY OF DESIGN

A1. Project logical structure: Development objectives for CFLTIMW Phase II are logical, clear and valid but lack higher level indicators. Logical connections between development objectives and component outcomes are insufficiently developed. Risk analysis is missing.

A2. Response to the mid-term evaluation: The period of time between the mid-term evaluation and this final evaluation is too short to make a judgement as to the extent to which mid-term recommendations have been fully followed up.

A3. Indicators and coherence of activities, outputs and objective: Changes desired through the project are clear even if high level indicators are absent. The evaluator acknowledges that behavioural change is difficult to measure. Extensive surveys and reliance on partner documentation are not particularly appropriate to this type of project. Project reporting has improved throughout the period of the project.

A4. Risk factors: Risk analysis is missing in the design and implementation of the project but should be considered as good practice in the future.

A5. Stakeholder roles and commitments: Stakeholder analysis in the design of this project was poor, but stakeholders have found valuable and appropriate roles within their own mandates.

B. DELIVERY PROCESS AND STRATEGY

B1. Focus on objectives: Without doubt, ILO project staff and their partners have focused on the achievement of the objectives of the project and have made significant progress in this regard. Significant results have been achieved by sustaining support over successive project periods and that ILO's delivery strategy has been effective in this regard. They also show that partners have made significant contributions as planned. Supplementary funding for mainstreaming gender and HIV/AIDS issues and actions has been well integrated.

C. RELEVANCE AND STRATEGIC FIT

C1. Relevance to migrant worker problems: The project response to the problems of migrant domestic workers has been appropriate throughout implementation and is still relevant. Supplementary funding has allowed specific focus on gender and HIV/AIDS as particularly relevant to the needs of migrant workers.

C2. Institutional development versus direct support: ILO focus on leveraging partner resources rather than direct financial support has been appropriate and well managed.

C3. Alignment with Indonesian Government: The CFLTIMW Project has been well aligned to Indonesia's higher level policies and plans and to partner ministry mandates.

C4. Alignment with the UN and ILO: The CFLTIMW Project Phase II aligns well with UN and ILO strategies on decent work and on migrant worker issues.

D. EFFECTIVENESS

D1. Achievement of project objectives and outcomes by component:

Component 1: The project has made significant progress in helping the region to develop standards and cooperation mechanisms for human rights and protection of migrant domestic workers and this should be viewed as an achievement of ILO's overall operations in the region as well as of the project itself.

Component 2: Within the Indonesia context, progress in meeting awareness raising aims has been impressive and this is very important because this aspect of the project's work is a major driver for change.

Component 3: The project has made extensive progress in training for a wide range of outreach services for migrant domestic workers.

Component 4: As a relatively small-scale project with relatively few staff, CFLTIMW has needed to prioritise its training and capacity building activities, but capacity building is complex and could have been a little more focused.

Component 5: The project has helped to produce a useful range of documentation on legal development and service provision issues, as well as background information on migrant workers and their families and has achieved progress in data systems with selected agencies.

Supplementary funded projects: Supplementary funded activities in gender and HIV/AIDS developments have met their stated objectives and have been mainstreamed into CLFTIMW. These aspects can now be fully mainstreamed in future projects from the start as well as within organisational and public awareness activities.

D2. Target groups: Involvement of Indonesian Government agencies has been extensive and benefits have accrued through both CFLTIMW and supplementary activities, but this cannot be said for governments in destination countries. GOI has adopted ILO methodologies and is now utilising its own resources. Worker and other civil society organisation involvement has been excellent both in Indonesia and destination countries, but long-term benefits will rely on sustainable funding. Significant inroads have been made to support and involve migrant workers and their communities with the long-term challenge now to scale this up significantly.

D3. More effective ways of addressing the problems in the future: Considerable benefits in effectiveness can be obtained in the future by seeking relationships with an expanded range of strategically placed partners in Indonesia. Methodologies for gender and HIV/AIDS related activities developed through RBSA and PAF funding should be mainstreamed in future major projects from the start. ILO should consider deployment of project staff in destination countries in order to place more emphasis on supporting worker and other civil society organisations to advocate to their governments. ILO should further support Indonesia in the leading international role it is playing to support migrant workers.

E. EFFICIENCY

E1. Justification of resources and value for money: The \$2.6 million invested in CFLTIMW Phase II is: a) relatively small scale; b) has been utilised in as strategic a manner as possible; and c) represents value for money. While there is some evidence that the project has been over-ambitious in the area of capacity building, it has achieved a remarkable number and quality of activities for the small amount invested and the few dedicated project staff it has employed. The use of supplementary funding for HIV/AIDS and gender developments has been good value for money.

E2. Partner complementarity and leveraging resources: The project strategy of working with selected Indonesian government agencies on migrant worker issues is appropriate and efficient. The choice of agencies is derived logically from their mandated roles and functions in regulation, policing and service provision. To date the project has had little success in involving the private sector in a formal sense, although the evaluator notes that corporate social responsibility notions are on the rise. The project strategy of trying to leverage longer-term funding from government partner budgets has been efficient. For worker organisations and other civil society partners the ability to leverage funding is more problematic. The involvement of NGOs as partners in ILO supported project activities has been efficient. They play a very valuable role in both the promotion of human rights and in the provision of services, and often have very dedicated and skilled human resources, but without

significant funding bases of their own, will always seek outside funding. The major challenge is to assist to leverage large scale funding from GOI in the future.

E3. Lessons on efficiency: Relatively small-scale and focused activity with strategies to leverage partner resources do lead to an efficient use of resources, and there is scope for private sector funding to play a larger role in the future. But ILO should consider more flexible approaches to its own funding requirements in the future including multi-funder and multiple project approaches

F. SUSTAINABILITY

F1. Sustainability: Initiatives started with government have a very good chance of being sustainable with work in the Ministry of Manpower and Transmigration and the Ministry of Foreign Affairs being good example. More support is required for BNP2TKI, particularly to help make its data collection, analysis and dissemination functions more sustainable. Trade unions, migrant associations and NGOs will need further resource support in the future to make their work in regard to migrant workers sustainable. Significantly more support will be required to help communities and their organisations work on these issues sustainability.

G. IMPACT

G1. Impact: (overall impact has been covered under the heading of effectiveness and in Appendix 4). The information provided by the project has to a significant degree demonstrated consideration of impact in reporting and monitoring. However baseline information on migrant workers in Indonesia is a weakness and data systems need more attention in the future in order that they can better focus on impact.

H. CAUSALITY AND UNANTICIPATED EFFECTS

H1. Unintended effects: The project has been implemented in a period of political positivity in Indonesia towards migrant workers and while progress has been slow in this regard in destination countries, Indonesia is emerging as a regional champion for the rights of migrant workers. There have been few unanticipated effects that have hampered the project or the RBSA and PAF funded activities.

I. GENDER CONCERNS

I1. Gender: The CFLTIMW project and the supplementary projects have responded well to gender issues throughout their implementation. Given the majority of Indonesian migrant workers are women the emphasis on domestic workers has proven a useful focus. The work of trade unions in the destination countries has well considered the needs of both women and men, with major emphasis on the plight of women domestic workers as a particularly vulnerable group. Worker organisations and other civil society organisations have both welcomed the training on gender and utilised it in preparing programs. Gender audits have gone ahead on an independent, voluntary basis and have proven valuable. Gender disaggregated data has not been provided on a systematic basis.

J. MANAGEMENT ARRANGEMENTS

J1. Management arrangements: The project has had significant political and administrative support from the Government of Indonesia. It would have benefited by a larger complement of project staff, but has received excellent back-stopping support from other staff in ILO Jakarta. It has received appropriate and valuable support from ILO in Jakarta, regionally and globally.

6.1 Lessons Learned

The following are suggested as significant lessons learned from CFLTIMW Phase II:

1. Underlying rationale for the project: "The existence of clandestine and poorly regulated migration agencies coupled with a poor regulatory environment and vulnerabilities such as poverty, lack of choice and poor education have resulted in communities and individuals being unable to make informed choices regarding labour migration, nor to advocate for their own rights and protection. While the protection of migrant workers has been identified as a priority within successive national development plans of Indonesia, progress towards the protection of migrant workers has proven insufficient to protect migrant workers from exploitation and abuse both domestically and within receiving countries^[1]". This lesson came from the mid-term evaluation of the project's first phase and is still valid.

This evaluator notes that it is valid to try to tackle migrant domestic worker vulnerabilities through awareness raising, advocacy and technical cooperation with the view to improved policy and legislative measures. It is appropriate to provide protection, outreach, livelihoods and reintegration services to migrant domestic workers, particularly those most vulnerable to forced labour and trafficking. It is valid to combine these efforts with work on improving the capacity of government and other key stakeholders to combat forced labour and trafficking.

2. Awareness raising as the driver for change: Public and official awareness raising is very important because this aspect of the project's work is a major driver for change. The project demonstrates that its methodologies are able to raise awareness in sending communities and to help generate dialogue and mechanisms accordingly. Linking these with economic/livelihoods development is a project strength. The challenges for the future are to further raise public awareness in the more rural, poorer and remote areas from which significant numbers of migrant workers come and to help Indonesia scale up efforts to meet the major needs of thousands of sending communities. Efforts to more closely link district legislative work with village programs are likely to be beneficial. In the wider region, progress has been excellent as far as the work being done by trade unions, migrant worker associations and NGO organisations. The challenge is to translate this now into effective advocacy programs that will influence entrenched public opinion (particularly among employers of migrant domestic workers) and convince reluctant governments that more comprehensive policy and legislation support for migrant workers is urgently required.

3. Community support: Support for communities sending migrant workers overseas has been demonstrated as both viable and effective, to the extent that CFLTIMW Phase II has been able to reach them. The extent to which this will continue and increase in the future is highly dependent on the continuation and sustainability of the activities being implemented by the large number of organisations that ILO has involved in this type of support. Of particular importance will be the extent to which local government can become more actively involved in offering practical programs of support to these communities; and the extent to which communities will gain confidence and trust in them as they do this.

4. The natural role of NGOs: NGOs with a poverty alleviation and human rights focus have a natural role to play in working with either prospective or returning migrant workers. NGOs focusing on women migrant domestic workers have a particularly valuable role to play. These NGOs will likely have their own methodologies, or will have adopted and adapted ILO methodologies to enable them to have the capacity for this type of work well into the future. But they cannot do this without continued access to funds from outside their own organisations and if attention is not paid to this may be forced to move away from programs targeting migrant workers;

5. Complexity of capacity building: Organisational capacity building has proven more complex and requiring more support than was envisaged in the original design. This situation was not helped by poor stakeholder analysis during design. The evaluator suggests that better analysis up front would have likely resulted in greater organisational impact through a less ambitious set of training activities. However the evaluator also suggests that this statement is much easier made in hindsight and should not in any way denigrate the large number of training exercises that the project has achieved to the best of its ability;

6. Data collection: The collection, analysis and dissemination of statistical information on migrant workers is still a weakness, although BNP2TKI is making serious efforts to improve this. This needs to be addressed if Indonesia is to be able to have confidence that it is dealing with migrant worker problems comprehensively. It is simply not good enough to state that a notional number of millions of people are overseas as migrant workers at any one time and to quote vague and unsubstantiated figures for the value of remunerations to Indonesia.

7. Reporting: Project reporting has managed quite well to provide analysis of how the various activities and their outputs have been contributing to the achievement of outcomes. Project reporting has managed quite well to provide analysis of how the various activities and their outputs have been contributing to the achievement of outcomes. But reliance on access to partner internal documentation as means of verification is problematic because it assumes that partners have or can make available their documents and that project staff have the time to collect them. Reliance on a large number of surveys is likely to fall short in terms of time and resources available. Overly complicated survey and study requirements within a project's M&E system often fail to either be undertaken or to produce useable results.

8. Risk analysis: Both project design and implementation benefit from risk analysis and management methodologies. This need not be overly complicated or onerous, and should only be used for analysis of external risks, such as effects of overall economic changes, changes to government policies in project countries, deterioration of stakeholder relationships, or deterioration of relations between governments on migrant worker issues.

6.2 Good Practices

The following are noted as particularly good practices observed in CFLTIMW Phase II:

1. Leveraging partner resources: The priority given to institutional development over direct support is the correct strategy for ILO to utilise if it is to assist its partners to gain capacities to assist and support migrant domestic workers. ILO has consistently applied the principle that initial funding (at least to government agencies) is only provided to leverage funding so that the agencies can manage and implement their own programs. Coupling this with

technical assistance and advice based on ILO's own mandates and expertise is also good practice. This approach is as appropriate at the close of the project as it was at its commencement.

2. Solid training methodologies: Notwithstanding the need to develop consistent approaches to training needs analysis and training evaluation, ILO's approach to training of master trainers, helping them to train trainers and then providing facilitation in initial step-down training is good practice. It quite quickly and efficiently builds a significant body of skilled trainers, and bodes well for building the much larger programs of support for migrant workers that will be needed in the future.

3. Linking migrant support with economic empowerment: Of particular value in the project has been the ground-breaking delivery strategy that links developing a range of rights based support mechanisms, both at home and overseas, with economic empowerment efforts in the sending communities. Working with migrant workers and their families on for instance financial education directly supports migrant workers to better manage finances when they are overseas, but also helps migrant communities to address the poverty that is such a large factor in why people migrate in the first place. This more holistic approach also helped the project to look more widely at the alternative ways of addressing migrant worker problems.

4. Gender and HIV mainstreaming: ILO's work on mainstreaming gender and HIV issues within capacity building and training efforts is good practice and has proven effective in helping organisations to internalise these important cross-cutting issues and to build them into their own programming efforts. Gender audit as a voluntary tool for organisations is an excellent methodology (and again has had good response).

5. Supplementary funding for gender and HIV/AIDS: The use of supplementary funds (through both regional and nationally focused projects) to mainstream gender and HIV/AIDS issues as they relate to migrant workers has been well managed and successful. It has effectively allowed the use of specialist expertise with appropriately scaled resources to provide programme impetus that CFLTIMW was not specifically resourced or designed to provide. This shows that ILO and its partners have been able to benefit from well structured learning experiences that will stand the organisation in good stead as it looks forward to designing new activities and projects to support migrant workers in the future, so that gender and HIV/AIDS perspectives can be integrated and mainstreamed.

6. Supplementary funding potential for other programme areas: If used well supplementary funding can be of significant value in developing other programme areas in addition to gender and HIV/AIDS. One of the main advantages is that it allows the staff of the main programme to continue with their own management and implementation tasks, while new programme areas are being developed. Essentially this is a form of extended (or perhaps organic) programme design as it allows partners to consider new initiatives over a longer period of time than a normal design process would allow.

7 Backstopping: The use of a backstopping system in a project that has not been particularly well resourced in terms of the number of staff it possesses has brought very positive benefits for ILO. As well as providing additional staff resources at busy times, this also encourages a more holistic approach to management of projects by helping to

encourage specialist expertise within the ILO Jakarta office which is available to different projects. A good example is the synergies developed in the areas of gender & HIV, in which the specialist staff in these areas have played a significant role in supporting activities in these cross-cutting areas in the project.

8. Community support: Recognising that work to improve situations for migrant workers requires supporting the sending communities is the basis of a good development strategy. It recognises the root causes of why migrants go overseas and helps to strengthen community resilience to poverty and economic disempowerment. It provides the basis for better understanding of migrant worker issues within the community and better community support for those that have problems. It lays the ground for community or community based organisation (CBO) advocacy, particularly to local levels of government. It also lays the ground for much better utilisation of migrant worker remittances and funds they might retain after returning to Indonesia. The involvement of NGOs to provide support in this important area is particularly appropriate and can be highly effective.

9. Awareness raising: While more undoubtedly needs to be done to advocate to destination governments on the issues facing migrant workers, the work on this at the national level in Indonesia through CFLTIMW Phase II has been very good practice. The project has been able to invest considerable effort and resources to present consistent messages to the media and to be innovative in how this is done. Radio talk shows have been particularly effective. Both public and official awareness of migrant worker rights and issues have grown immensely through the period of the project and the lessons learned from this experience will prove of great use in extending media work more consistently into the local, rural and more remote areas (with the likelihood of radio and road-show work being more effective in these locations).

6.3 Recommendations

The following recommendations are offered by the evaluator and are listed with notes on resource requirements, to whom the recommendations are addressed, the timeframe for action and an assessment of their relative importance. As these are broad recommendations for future programming they do not relate to specific project indicators.

1. Scaling up: The way forward within Indonesia for the future of rights based rules and support systems for Indonesian migrant workers is undoubtedly to help Indonesia meet the challenges of massive scale up so that benefits can be afforded to millions of individuals in the future. This will involve helping Indonesia to maintain focus on regulations and most importantly adherence to and policing of them, at the same time as seeking budgetary support for vastly expanded programs of training and local support, with a major focus on making linkages between local legislative efforts (and policing) and practical local government budgetary support. The emerging partnerships described in the next recommendation will be the key to this. **Resources required from government will depend on strategies chosen, but are likely to be significant. Addressed to ILO Jakarta and ROAP for immediate consideration and with very high importance.**

2. Emerging partnerships: Given the keen interest that has been shown concerning migrant worker issues by higher levels in the Indonesian Government system, the imminent deliberations on Indonesia's next medium term development plan and the need for support and protection for migrant workers to be widely expanded, the time is now absolutely right

for ILO to seek to widen its partner base for future work related to migrant workers to include other strategic high level government agencies. It should seek to build on the current invitation from the National Parliament in regard to legislative initiatives, to develop stronger links with the Office of the Vice President, the Coordinating Ministry for Economic Affairs and BAPPENAS in regard to scale up and future budget prospects for migrant worker related initiatives, the Ministry of Home Affairs on assistance to local governments in regard to local migrant worker programs and the Central Bureau of Statistics in regard to how the Bureau might help BNP2TKI to have more accurate baseline data on migrant workers, their families and communities. **This recommendation is aimed as leveraging significant resources from sources external to ILO. Addressed to ILO Jakarta and ROAP for immediate consideration and with very high importance.**

3. "Projectisation": If it wants further "projects" to support migrant worker activities in the future, ILO should acknowledge that project approaches have limitations to long-term work on its mandates in this area (as well as meaning potential loss of skilled staff when project funding ceases). It should seek to adopt a more flexible funding strategy that would see contributions from a range of funders, including a wider range of bilateral development assistance donors, the corporate world and possibly large scale civil society organisations. This should aim to have a system of overlapping funding periods/tranches. **This recommendation is aimed at assisting ILO to broaden its own resource base. Addressed to ILO Jakarta and ROAP for immediate consideration and with high importance.**

4. Work in destination countries: ILO should now build upon the successes it has helped the Ministry of Foreign Affairs and its worker organisation and other civil society organisation partners in destination countries to achieve in regard to advocacy and services for Indonesian migrant workers in the destination countries. This is clearly linked to regional efforts by ILO (in South East Asia and wider afield) to advocate to destination governments. In particular ILO should consider (if it is invited) undertaking analysis of how it can best help the Indonesia Ministry of Foreign Affairs in this part of its brief in the future as well as the deployment of project staff in destination countries, even if ILO does not have offices in those countries. **This implies the need for specialist expertise and thus has resource implications for ILO. Addressed to ROAP and ILO Jakarta for consideration as new projects emerge and with high importance.**

5. Involvement of workers' organisations and other civil society organisations: With significant and valuable experience of fostering the involvement of civil society organisations (including unions, NGOs, migrant worker associations and community based organisations) in the second phase of the project, ILO should now focus future efforts on improving the sustainability of work that these organisations undertake. This will need to include, as an absolute necessity, supporting them to find new and alternative sources of funding on a long-term basis. It should also include more focused capacity building support (utilising training disciplines as recommended above) geared to structured discussions with the workers' organisations and other civil society organisations involved on the benefits to them of gaining strengths in supporting migrant workers. The involvement of large scale faith based organisations, either as funders or participants is also recommended for further exploration. **This is aimed at helping worker organisations and other civil society partners gain resources. Addressed to ROAP and ILO Jakarta for consideration as new projects emerge and with high importance.**

6. Involvement of the private sector: Financial institutions in Indonesia should be further investigated as future project partners, based on the groundbreaking work the project has developed with Bank Indonesia, particularly in the area of provision of financial education and economic empowerment support for migrant workers, their families and communities. Coupled with this ILO should investigate the future involvement of business entities willing to embrace corporate social responsibility as part of their remit through funding of migrant worker programs (bearing in mind the need for rigorous due diligence in the choice of partners). ILO should on the other hand accelerate support for GOI efforts to crack down on corrupt practices around the migrant cycle, in particular with a view in the medium term of recruitment agencies becoming more cooperative partners in migrant worker protection efforts. **This is aimed at helping Indonesia better access and control resources it utilises for migrant worker support. Addressed to ILO Jakarta for consideration as new projects emerge and with high importance.**

7. Public and official awareness: While ILO should scale down its own efforts on and resources applied to public and official awareness in Indonesia regarding migrant worker issues (having achieved significant results to date) it should concentrate fully on helping partners utilise their own resources for this in the future. However, ILO should continue to develop approaches to awareness on gender based violence and HIV/AIDS as these affect migrant workers, as results in this area have only recently been drawn together. ILO should continue to support Indonesia's leading role in lobbying for legislation and systems for migrant worker rights and protections in destination countries, including through ASEAN, and help Indonesia to place more emphasis on coordinated advocacy to destination governments on migrant worker protection and the expansion of services for migrant workers. It is understood that significant public awareness work is still required in some of the destination countries. However this recommendation applies specifically to Indonesia. **It is envisaged that this recommendation will result in lower use of ILO resources but assist partners to broaden resources bases for awareness and advocacy. Addressed to ILO Jakarta and ROAP for consideration as new projects emerge and with high importance.**

8. Design Issues: Future project designs should focus more clearly on a) logical connections between the goal and development objectives on the one hand and project objectives and outcomes on the other; b) the principle of sufficiency so that achievements at all levels can be more assured to produce achievements at the next level up ((activity to output to outcome to project objectives to development objectives and goal); c) the definition of indicators at the higher levels of project logic focusing on changes that the project aims to help stakeholders achieve; d) more adequate stakeholder analysis; and e) attempts to predict risks and define their management. **This may have modest resource implications. Addressed to ILO Jakarta and ROAP for consideration as and when new design exercises go ahead and with high importance.**

9. Measuring change: Regular annual or semi-annual structured stakeholder discussions should be used to maintain a watch on changes projects are aiming to support and to develop and utilise an understanding of the lessons being learned as they arise. Reliance on a large number of surveys and the provision of internal documentation by stakeholders is unrealistic and should unless absolutely necessary be discontinued. Guidance on reporting formats closely aligned to logical frameworks and their indicators should be included in project designs and should be utilised as routine from project inception as an aid to ongoing

learning. **This is unlikely to have direct resource requirements but will assist in enhancing resource efficiency and effectiveness in the future. Addressed to ILO Jakarta for consideration as and when new design exercises go ahead and with medium to high importance.**

10. Training analyses and evaluation: Future training and capacity building efforts should utilise systematic training needs analysis, by closely examining the specific needs of participating organisations, even if the training offered is derived from internationally developed modules. They should also utilise training evaluation methodologies, which at minimum should systematically record the results of post training evaluations and should if possible canvass post training evaluation of the benefits to organisations (which could be part of the structured stakeholder discussions recommended above). All training data should include gender disaggregated data. More systematic approaches to training needs analysis and evaluation will result in more focused, less diffuse capacity building efforts. **This is unlikely to have major direct resource requirements but will assist in enhancing resource efficiency and effectiveness in the future. Addressed to ILO Jakarta for consideration as and when new design exercises go ahead and with medium to high importance.**

Appendices

Appendix 1: Terms of Reference

1. Introduction and Rational for Evaluation

The ILO Project Combating Forced Labour and Trafficking of Indonesian Migrant Workers, INS/08/02/NAD, for Indonesia, Malaysia, Singapore, Hong Kong, with a project period of November 2008 – March 2012, is funded by the Government of Norway. The project activities are based on earlier cooperation and activities from respectively May 2004 – August 2006, funded by DFID, and September 2006 – October 2008, funded by the Government of Norway. The project has furthermore received additional funding for implementation, such as UNAIDS PAF funds, as well as ILO RBSA, RBTC and other ILO funding.

The project midterm internal evaluation was conducted in March 2011. The project will end at the end of March 2012 and as per ILO evaluation policy, at least one independent evaluation will be required for project with budget of more than USD 1 million. The final evaluation is thus will be independently managed and will be conducted by external evaluator (s). The final independent evaluation will take place in Feb - Mar 2012.

2. Background of the project and context

The ILO Project Combating Forced Labour and Trafficking of Indonesian Migrant Workers, INS/08/02/NAD, for Indonesia, Malaysia, Singapore, Hong Kong, with a project period of November 2008 – March 2012, is funded by the Government of Norway. The project budget is USD 2,679,210.

The ILO Decent Work Country Programme for Indonesia has as one of its priority objectives to “Stop Exploitation at Work”, which specifically includes the Project’s overall objective “combating forced labour and trafficking of migrant domestic workers”.

The immediate Project objectives are to:

1. reduce migrant domestic workers’ vulnerability to trafficking and forced labour practices by raising public awareness, and undertaking targeted advocacy and technical cooperation to promote policy and legislative protection measures for migrant domestic workers.
2. provide protection, outreach, livelihoods and reintegration services to migrant domestic workers who are vulnerable to or victims of trafficking and forced labour practices,
3. build capacity in government officials and other key stakeholders to increase their effectiveness in combating forced labour practices and trafficking in migrant domestic workers

The project’s strategic components are the following:

- Policy and legislative protection
- Awareness-raising and advocacy
- Outreach, protection, livelihood activities and reintegration services
- Capacity-building of key stakeholders
- Research/ data collection and dissemination systems

Institutional Structure and Management Arrangements

The project is implemented by a small project team based in the ILO Country Office for Indonesia and Timor Leste, consisting of an international specialist, a national project coordinator, a project officer/trainer, a project/ information assistant, two administrative /financial assistants, one of which will undertake part-time hands-on training.

The project is directly supervised by the Director and backstopping Programme Officer of the ILO Country Office for Indonesia and Timor Leste, and the project is delivered within the existing cooperation agreements between ILO and the project countries. The project is supervised by National Advisory Stakeholder Committees, which brings together a range of Ministries, workers and employers organizations, NGOs and others.

The implementation involves collaboration between ILO field offices responsible for the countries concerned (Jakarta, Bangkok). Technical support is provided by the ILO Decent Work Team – Bangkok and from technical units at ILO headquarters in Geneva (the International Migration Programme, the Special Action Programme to Combat Forced Labour, the Gender Bureau, TRAVAIL, the Enterprise Programme, the Social Finance Programme, ILO AIDS, etc.

3. Purpose and scope of the evaluation and clients of the evaluation

The evaluation shall review and assess the Project achievements taking as a starting point the objectives and outputs in the project's guiding document by assessing the i) efficiency, ii) effectiveness, iii) relevance, iv) impact and v) sustainability of the project as these are briefly described below:

- **Validity of design** – the extent to which the the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs.
- **Efficiency** - the productivity of the Project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources.
- **Effectiveness** - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily.
- **Impact** - positive and negative changes and effects caused by the Project at the sub-regional, national and provincial levels, i.e. the impact with social partners and various implementing partner organisations
- **Relevance and strategic fit**– the extent to which the objectives are in keeping with sub-regional, national and local priorities and needs, the constituents' priorities and needs and the donor's priorities for the project countries
- **Effectiveness of management arrangements**
- **Sustainability** – the extent to which adequate capacity building of social partners have taken place to ensure mechanisms are in place to sustain activities and whether the existing activities are likely to be maintained beyond project completion.

The project's mid-term evaluation, which took place March-September 2011, thoroughly reviewed the results and impact of specific project activities implemented, in view of the problems and needs of the target group. It also made specific recommendations for the project focus and implementation strategies for the remainder of the period, and recommended a new project phase in order to address the magnitude of the problem.

Purpose

The end-of project evaluation, to take place in February-March 2012, will assess the project objective, design, strategy, results and impact within the wider context of relevant Indonesian national and local policy and programme frameworks and stakeholder configurations. The evaluation will furthermore draw lessons from the implementation of the project and identify opportunities and priorities for future action, also with respect to upscaling project action and mainstreaming migration and forced labour/trafficking concerns into the Indonesian development framework, strengthening the migration-development nexus. To the extent that the project objectives are found to remain relevant, the evaluation results will feed into the objectives, design, strategy and planned output of a new project proposal.

Generally, the evaluation will:

- First, review the achievements of the Project by assessing to what extent the stated objectives and major outputs have been achieved.
- Second, to review whether to what extent the project midterm evaluations' recommendations have been acted upon by the project.
- Third, review the efficiency and effectiveness of the project implementation framework and links to national policy and programme frameworks, as well as its alignment to the ILO's Asian Regional Strategy on labour migration, Asian Regional Plan of Action, and ILO Multilateral Framework on labour migration. The evaluation should also review the potentials for doing so in an anticipated new project phase.
- Fourth, review the efficiency and effectiveness of the project implementation framework and links to national frameworks
- Fifth, assess if the project has reached a state of maturity at the end of the current project phase so that project-initiated activities may be sustained without further external financial and technical support
- Sixth, review to what extent the programme is still relevant and is continuing to meet the needs of its direct target group, migrant and internal domestic workers in the project countries
- Finally, draw conclusions in terms of the progress made and make recommendations for future actions beyond the end of the project (i.e. what is the scope and potential for activities being sustained without technical assistance by the ILO, and what is the scope that ILO should continue to assist and/or focus on vis-à-vis its comparative advantages)

Scope in Terms of Time and Geography and Clients of the Evaluation

The final evaluation will review the entire project period from November 2008-March 2012, and also review the impact of supplementary funds (RBSA, RBTC, PAF funds etc.). It will cover all project countries.

The clients of the evaluation are:

- National and regional stakeholders
- The donor
- The ILO

Evaluation Methodology, Components and Time Line

In terms of scope and methodology this final evaluation supplements the mid-term evaluation held March-September 2011, which took a quantitative data approach.

The evaluator will hold meetings with the ILO Jakarta management, backstopping and programme officers, project CTA and project staff. The evaluator will hold meetings in Jakarta with i) national stakeholder counterparts and key implementing partners, ii) and make field visits to observe the impact of action programmes in Indonesia and interview local stakeholder counterparts and key implementing partners based in local areas.

A detailed draft itinerary will be developed by the Project and will be presented to the evaluator for comments and suggestions before embarking on interviews in Indonesia, as will relevant information and documents about the project.

4. Key evaluation questions/analytical framework

The evaluator should address the progress made and the following main effect and impact concerns regarding the project: validity of design, delivery strategy, and performance including relevance, effectiveness, efficiency, sustainability, impact, causality and unanticipated effects, alternative strategies and gender concerns.

The evaluation should also analyse project' performance in relation to poverty, labour standards, and tripartism/ social dialogues. A specific section on cross-cutting gender issues should be included in the report i.e 1) the extent to which the mainstreaming of gender equality has been practically followed up in project implementation; 2) effectiveness and efficiency in mainstreaming equality; 3) outcomes delivered in terms of gender equality; 4) estimate the impact of the policies implemented on the equality of women and men where appropriate.

Specific questions to be addressed include:

A. Validity of design

- Are the objectives clearly stated, describing the solutions to the identified problems and needs?
- To what extent the issues related to the design in adapting or responding to the midterm evaluation findings/recommendations, has been taken into consideration by the project e.g. More interventions targeting the root causes of migrant workers vulnerability to exploitation and discrimination should be developed.
- Are the indicators of achievement clearly defined, describing the changes to be brought about?
- Have the external factors affecting project implementation been identified and assumptions proven valid?
- Is the project document logical and coherent linking the inputs, activities and outputs to each immediate objective?
- Are the roles and commitments of the various partners clearly identified?
- What are the lessons learnt? Recommendations?

B. Delivery Process

- Has the overall execution of the project focused on the achievement of the objectives?
- Has adequate progress been made towards meeting the indicators of achievement?

- Is the delivery strategy established by the project effective?
- Have the various partners contributed to project implementation as planned?
- Have the main partners interacted and coordinated as planned?
- How do the resources invested so far relate to what has been achieved?
- To what extent has the project contributed to the ILO's mission and mandate and specific country and regional's objectives)?

C. Performance

Relevance and strategic fit

- Do the problems/needs that gave rise to the project still exist, have they changed or are there new needs that should be addressed?
- Was the project an appropriate response to the problems/needs that existed when it started?
- Is it still appropriate to the problems/needs?
- Have the priorities given to the basic components of the project, i.e. institutional development versus direct support, changed? If so, why?
- Did the project align with the national development plan RPJMN 2010-2014, the RENSTRA of Ministry of Manpower 2010-2014 and UN national development frameworks, such as UNDAF & UNPDF?
- Did (and how) the project align with and promote the ILO's Asian Regional Strategy on Labour Migration, Asian Regional Plan of Action, and the ILO Multilateral Framework on labour migration?
- Did the project support and to what extent contribute to the Indonesia DWCP and links to any relevant ILO projects and programmes in the Indonesia and/or region?

Effectiveness

- Have the project's immediate objectives been achieved –vis-à-vis the project logical framework and taking into account the midterm evaluation's recommendations. Please provide justifiable evidences to support if the project objectives are achieved
- What are the extent of the achievement vis-à-vis the project performance indicators. Have all the project outputs been produced? If not why? Did the target group participate in the formulation and implementation of the project?
- Have the benefits of the project accrued to the target group?
- Is there, or would there have been, a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?

Efficiency

- Did the project results justify the resources incurred (funds, expertise, time, etc.)
- Have the resources been spent as economically as possible?
- Were the actions of the various partners complementary?
- Are there more efficient ways and means of delivering more and better outputs with the available inputs?
- Has there been any arrangements in the implementation of the project at various level (inter-agencies, national, provincial, district, and community) to leverage resources?
- What are the lessons learnt and/or possible good practices noteworthy of documentation for knowledge sharing purposes?

Sustainability

- What is the likelihood that the project's benefits will be sustained after the withdrawal of external support?
- Do conditions exist to ensure that the project's results will have lasting effects?

Impact

- Has sufficient attention been given to document the impact of the project?
- Have data been collected by the project on the indicators of achievement? Do they provide adequate evidence regarding the effects and impact of the project? Is it necessary to collect additional data?
- Can documented impact be attributed to the project?

Causality & Unanticipated effects

- What particular factors or events have affected the project's results?
- Were these factors internal or external to the project?
- What particular factors or events have affected the project's results?
- What could be done to either enhance or mitigate them so that the project has a greater overall impact?

Gender Concerns

- Have the different needs of men and women been addressed in the delivery process?
- Have the men and women in the target group benefited equitably from the project activities?
- Have the project gender mainstreamed services, tools and products?

Integration and Synergies

- Has the project integrated and synergized technical know-how from different thematic sectors, and if so, how have such efforts impacted project outputs, outcomes and impact?

Effectiveness of Management Arrangements

- Has the project's stakeholder consultative and advisory arrangements been adequate and effective?
- Does the project receive adequate political, and administrative support from its national and local governmental and non-governmental stakeholder counterparts and implementing partners? Do implementing partners provide for effective Project implementation? Has the cooperation with Project partners been efficient?
- Has the project had adequate staff capacity to implement the project? What alternative arrangements could have been made?
- Has the project received adequate administrative and technical support from ILO Jakarta, ROAP, technical specialists and responsible technical HQ units. How effective was the internal coordination among technical units to support the project? Has the Project made strategic use of coordination and collaboration with other ILO projects?
- How has the project managed monitored and delivered project outputs, and what tools have been developed and used?
- Has the monitoring and evaluation capacity been improved as per recommendations of the midterm evaluation?
- Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?

- Has relevant information and data systematically been collected and collated? Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics, if relevant)?
- Has the information been regularly analyzed to feed into management decisions?
- Any substantive factors that have supported (or hindered) smooth project implementation?

Lessons Learned

- What are the major lessons learnt through the project implementation and what are the implications for future project design?

The evaluator should make conclusions and recommendations based on the above specific questions and based on any other available information and questions that the evaluation may wish to address.

5. Main outputs of evaluations

The evaluator will draft a short inception report upon the review of the available documents and an initial discussion with the project management. This inception report should set out the clear evaluation instrument (which include the key questions and data gathering including questionnaires /and analysis methods/ the choice of site visits –the selection of location should be done randomly or based on sound selection criteria) and any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The inception report will be approved by the Evaluation Manager.

After the evaluation mission, the evaluator will make a first presentation on the initial findings to the Project and the ILO Jakarta management towards the end of the evaluation in Indonesia. This will allow the project and the offices to discuss findings and provide additional information, if need be. Subsequently, a final report will be submitted.

The Final Report will follow the Evaluation Template (to be attached as annex to this TOR). The Evaluator will also provide an Evaluation Summary, using ILO template, the content of which will be publicly disseminated.

Upon completion of the evaluation report, the findings and recommendations of the evaluation will be discussed in the Project Advisory Committee.

The main output will be first a draft report, later transformed into a final report when comments of the ILO, and other stakeholders have been received on the draft. The report will contain an executive summary, a section with project achievements to date, findings and recommendations for short and medium term action. The report should be set-up in line with the 'Quality Checklist for Evaluation Reports in the ILO' which will be provided to the evaluator. The final report is subject to final approval by ILO Evaluation Unit.

ILO management will prepare management response to the evaluation recommendations and action to act upon the recommendations will be undertaken and report to ILO Evaluation Unit.

Quality recommendations in the evaluation report must meet the following criteria: -

The ILO Evaluation guidelines to Results-based Evaluation: Principles and rationale for evaluation – Version 1 includes the following criteria for drafting quality recommendations in evaluation reports: (1) recommendations are based on findings and conclusions of the report, (2) recommendations are clear, concise, constructive and of relevance to the intended user(s), and (3) recommendations are realistic and actionable (including who is called upon to act and recommended timeframe). In addition to The ILO Guidelines, EVAL has also issued guidance for formatting requirements for evaluation Reports, establishing the following criteria for the drafting of recommendations: (1) actionable and time-bound with clear indication of whom the recommendation is addressed to, (2) written in two to three sentences of concise text, (3) numbered (no bullet points) and (4) no more than twelve. Also, recommendations must be (5) presented at the end of the body of the main report, and the concise statement should be (6) copied over into the Executive Summary and the Evaluation Summary (that is, the concise statements of recommendations should be verbatim identical in the recommendation section of the main body of the report, the Executive Summary, and the Evaluation Summary). Annexes required for report: assignment includes the evaluation TOR, time schedule, interview list, list of documents reviewed, list of participants in joint meetings, report from field visits and evaluation questionnaires, if any.

The **evaluation summary** according to ILO template will also be drafted by the evaluation team leader after the evaluation report has been finalised. The evaluation manager will finalise the evaluation summary.

6. Methodology

ILO's Evaluation Guidelines provides the basic framework, the evaluation will be carried out in accordance with ILO standard policies and procedures. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the evaluator in consultation with the Evaluation Manager. Several methods will be used as a minimum to collect information including:

- A desk review of the project documents, progress reports and achievements made by project implementation and strategic partners
- Interviews/ joint meetings with max 25 national level project stakeholders in total, as well as max. 15 local level project counterparts. All interviewees will be listed by the project.
- Visits to project sites in Indonesia and meetings with local counterparts
- Present the initial findings of the evaluation and facilitate an internal ILO meeting in Jakarta

Consultations

- The project will arrange meetings and interviews with the ILO Jakarta office management and backstopping officers, project personnel, relevant national stakeholders in Jakarta, local counterparts while on field visits, and key donor representatives. A detailed itinerary will be provided, and meetings organized by the project. A donor representative may participate in the evaluation exercise, as to availability.

Sources of information

The evaluator will have access to all relevant material on the Project. To the extent possible, key documentation will be sent to the evaluator in advance. The documentation will include the project document, work plans, progress reports and other relevant documents.

7 Management arrangements, workplan and time frame

7.1 Evaluation management and roles of evaluators and stakeholders:

The evaluation manager is Ms.Nelien Haspels. He/She will be in charge of preparing the evaluation TOR and the selection of the evaluator and manage the whole evaluation process. The final approval of the TOR and choice of consultant however rest with the Regional evaluation Officer based at the ILO Regional Office-Bangkok.

The evaluation team reports to the evaluation manager.

Evaluator's roles: The international consultant who has no prior involvement in the project will undertake the evaluation and will be responsible for delivering the above evaluation outputs using a combination of methods mentioned above.

Selection/Qualifications of Evaluator: The evaluator will be an independent international consultant appointed by the ILO. S/he will have expertise on project evaluations, development and human rights issues, preferably within the UN system and in South East Asia. The evaluator will be expected to undertake fact-finding, analysis and report writing, and should be fluent in English and, if feasible, proficient in Bahasa Indonesia and with working experience from Indonesia. A proven track record in the evaluation of similar complex projects, experience with Indonesia and in the labour migration field will be an advantage.

Stakeholders' role: All stakeholders particularly the project teams, ILO CO-Jakarta, DWT-Bangkok, MIGRANT, and donor will be consulted and will have opportunities to provided inputs to the draft evaluation report.

The tasks of the Projects: The project management will provide logistic support to the evaluation and will prepare a more detailed evaluation mission agenda. Also the project needs to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

7.2 Timetable and Itinerary

The work of the evaluation is foreseen to span over one month. The evaluator will be awarded an external collaborator contract from the ILO Jakarta Office. S/he will be engaged for 18 days within the period February-March 2012, which will include preparation, field visits and report writing. The project will arrange travels and cover travel costs A detailed itinerary will be provided to the evaluator prior to embarking on interviews.

Time Schedule and Deadlines for Consultancy

Working days of consultancy

3 days Desk study

3 days field visits and local travel

6 days interviews with stakeholders, ILO

4 days drafting of report

2 days integration of feedback from ILO and stakeholders

18 days total work

Deadlines for consultancy work

29 February – 02 March Desk study

04 - 12 March Interviews with stakeholders, ILO, donor, field visits and local travel in total in Indonesia

14-17 March Drafting of report

18 March Submission of report to ILO

20 March Reception of feed-back from ILO

21 March Integration of feed-back from ILO

22 March Submission of revised draft report to ILO

27 March Reception of input from stakeholders

28 March Integration of input from stakeholders

29 March Submission of final revised report to ILO

Schedules for interviews and meetings will be arranged by the ILO/Project team in consultation with the evaluator.

7.3 Budget for Consultancy

To be paid by the Project:

- All-inclusive honorarium for 18 working days
- DSA for travel days according to the regulations of the ILO.

ILO will organize all transport and logistics for interviews and field observation.

Travel schedules, means of transport and communication subject to prior arrangement with ILO

DSA to be paid upon contract signing.

100 %payment of professional fee upon delivery of all outputs to the full satisfaction of the ILO

8. Annexes

Annex I: Indonesia Interview & Site Visits

Annex II: Evaluation Summary Template

Annex III: Evaluation Report Template

Appendix 2: List of persons or organisations interviewed

| No | Organization | Name | Title |
|----|--|------------------------------|--|
| | Colleagues in Jakarta | | |
| 1 | Royal Norwegian Embassy | 1. Rahimah (Ms) | Adviser Development Cooperation |
| | | 2. Lily (Ms) | Programme Manager for Human Resources and Gender |
| 2 | Kemenakertrans - Manpower Ministry | 1. Guntur Wicaksono (Mr) | Head of Center of International Cooperation |
| | | 2. Akhyar HZ (Mr) | Head Section of Legal Assessment and Convention |
| | | 3. Erwina Wahyuhindarti (Ms) | Head Sub Section Legal Assessment and Convention |
| | | 4. Rostiawati (Ms) | Director Center of Research and Development |
| 3 | Meneg PP - Women Empowerment Ministry | 1. Niken Kuswandari (Mss) | Assistant Gender Mainstreaming/Economic Empowerment |
| 4 | Komisi AIDS Nasional - National AIDS Commission | 1. Halik Sidik (Mr) | Deputy Regional Sumatera Area |
| 5 | BNP2TKI - National Board of Overseas Employment | 1. Elia Rosalina (Ms) | Head of section of Health Facility of Placement Deputy |
| 6 | Komnas Perempuan - National Commission of Women Protection | 1. Yuniyanti Chuzaufah (Ms) | Chairperson |
| | | 2. Desti Murdijana (Mss) | Vice Chairperson |
| 7 | Kemenlu - Ministry of Foreign Affairs | 1. Eka Aryanto Suropto (Mr) | Head of Diplomat Training Programme |
| | | 2. Eva Triyana (Mrs) | Staff |
| 8 | JALA PRT - National Network of Domestic Workers | 1. Endah Cahya (Ms) | Coordinator |
| 9 | KSBSI - National Trade Union | 1. M. Firman (Mr) | Coordinator Domestic Workers |
| 10 | Peduli Buruh Migran | 1. Lily Pujiati (Ms) | Director |
| | | 2. Raymond (Mr) | Advocacy Coordinator |
| | Colleagues in West Java | | |
| 1 | Bank Indonesia Bandung - Provincial Central Bank | 1. Harry Baskoro (Mr) | Senior Analyst SME Sector |
| | | 2. Erwin (Mr) | Junior Analyst, SME Sector |
| | | 3. Akhmad Ginulur (Mr) | Junior Analyst, SME Sector |
| 2 | Disnakertrans Jawa Barat - Provincial Manpower Office of West Java | 1. Hening Widiatmoko (Mr) | Head |
| | | 2. Maman Surahman (Mr) | Head of Industrial Relation |

| No | Organization | Name | Title |
|---|---|---------------------------------|---|
| | | 3. Sudianti (Ms) | Secretary of Overseas Employment Center of Disnakertrans Jawa Barat |
| 3 | BDS - Business Development Service Bandung | 1. Edwar Fitri (Mr) | Director, also Vice President of Indonesia SIYB Association (ISA) |
| | | 2. Jimmy Febriady (Mr) | Trainer |
| 4 | PPSW Pasoendan - Local NGO plus woman met in village (Desa Cikaret near Sukabumi) | 1. Endang Sri Rahayu (Ms) | Director |
| | | 2. Endah Khodijah (Ms) | Program Officer / Trainer |
| | | 3. Mimin (Ms) | Ex-migrant worker / entrepreneur / head of cooperative |
| 5 | Balai Besar Pengembangan & Perluasan Kerja (BBPPK) of Kemennakertrans in Lembang | 1. Tarsa (Mr) | Head of Trainer |
| | | 2. Anno Sukarno (Mr) | Trainer |
| | | 3. Yudi Rusdianto (Mr) | Trainer |
| | | 4. Agus (Mr) | Public Relation |
| | | 5. Iman Riswandi (Mr) | Former Head of Trainer |
| | | 6. Purwanto (Mr) | Head of Training |
| | | 7. Heri Prasetyo (Mr) | Trainer |
| | | 8. Suherman (Mr) | Trainer |
| Colleagues in ILO Office Jakarta | | | |
| 1 | Project staff and other ILO staff in Jakarta | 1. Peter van Rooij (Mr) | Director |
| | | 2. Michiko Miyamoto (Ms) | Deputy Director |
| | | 3. Lotte Kejser (Ms) | Chief Technical Advisor, Migrant Workers Project |
| | | 4. Albert Yoshua Bonasahat (Mr) | National Project Officer, Migrant Workers Project |
| | | 5. Irham Ali Saifuddin (Mr) | Programme Assistant, Migrant Workers Project |
| | | 6. Muhamad Nour (Mr) | Project Officer, Migrant Workers Project |
| | | 7. Ratih Rianingsih (Ms) | Finance Assistant, Migrant Workers Project |
| | | 8. Early Nuriana Dewi (Ms) | Consultant on HIV/AIDS, Migrant Workers Project |
| | | 9. Dyah Retno Sudarto (Ms) | Programme Officer |
| | | 10. Lusiani Julia (Ms) | Programme Officer |
| | | 11. Tenny Gunawan (Mr) | National Project Coordinator, Enterprise Development |

| No | Organization | Name | Title |
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| | | 12. Muce Mochtar (Mr) | National Project Coordinator, Green Jobs |
| | | 13. Dede Sudono (Ms) | Education Specialist of IPEC |
| | | 14. Risya Aryani Kori (Ms) | National Programme Officer for HIV/AIDS |
| Colleagues in ILO Bangkok, Singapore, Malaysia and Hong | | | |
| | | | |
| 1 | ILO Regional Office for Asia and the Pacific | Nelien Haspels (Ms) | Adviser Decent Work Technical Support Team and Evaluation Manager |
| | | Pamornrat Pringsulaka (Ms) | Evaluation Manager |
| | | Nilim Baruah (Mr) | Regional Migration Adviser |
| 2 | International Domestic Workers' Network (Hong Kong) | Elizabeth Tang (Ms) | International Coordinator |
| 3 | HOME (Singapore) | Bridget Tan (Ms) | President |
| 4 | UNI-MLC (Malaysia) | Moh. Shafie (Mr) | President |
| 5 | International Trade Union Federation (Belgium) | Marieke Koning | Gender Equality Adviser |
| 6. | TWC2 (Transient Workers Count Too) (Singapore) | John Gee | President |

Appendix 3: Lists of publications and documents used

The following are the main documentary sources used in this evaluation:

CFLTIMW Project Design and Reporting Documents

Combating Forced Labour and Trafficking of Indonesian Migrant Workers, Phase II, Project Document, 2008

CFLTIMW Logical Framework Matrix For Project Evaluation (Draft), February 2012

Letters to the Norwegian Embassy regarding the CFLTIMW no-cost extension to March 2012

Various CFLTIMW progress and financial reports

CFLTIMW Chronological Work Plan 2008 to 2012 (a record of project supported events throughout the period of implementation)

Conventions

C97 Migration for Employment Convention (Revised), 1949

C143 Migrant Workers (Supplementary Provisions) Convention, 1990

C189 Text of the Convention Concerning Decent Work for Domestic Workers

International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, Adopted by General Assembly resolution 45/158 of 18 December 1990

Indonesian Government Legislation and Documents

Law of the Republic of Indonesia Number 39 of 2004 Concerning Placement and Protection of Indonesian Workers in Foreign Countries

Regulation of the President of the Republic of Indonesia Number 5 of 2010 Regarding the National Medium Term Development Plan 2010-2014

The Regulation of the Minister of Manpower and Transmigration Of the Republic of Indonesia Number PER03 /men/i/2010 Concerning The Strategic Plan of the Ministry of Manpower and Transmigration for the Years 2010-2014

Policy and Strategy of the Government of Indonesia in Health Promotion for Migrant Workers (BNP2TKI 2012 - Powerpoint Presentation)

Other UN and ILO Documents

The United Nations Partnership for Development (UNPDF) Indonesia 2011-2015

Some information and thoughts about future work on domestic workers in Asia by (PROTRAV-TRAVAIL) (Undated)

Decent Work for Domestic Workers Regional knowledge-sharing forum Information Note (Undated)

ILO Strategy on Decent Work for Domestic Workers: Implementation framework (Undated)

ILO Strategy For Action Towards Making Decent Work A Reality For Domestic Workers Worldwide (Undated)

Various project publications from ILO Jakarta

ILO Decent Work Country Programme 2006 - 2009, ILO April 2007

ILO Strategic Framework and Results for 2010-11

Overall Assessment of Decent Work Progress at the Country Level, ILO Jakarta Internal Document

Earlier relevant evaluations and evaluation guidelines

Independent Evaluation Report: Mid Term Evaluation: ILO Combating Forced Labour and Trafficking of Indonesian Migrant Workers (INS/06/M10/NOR) Prepared by Donna Leigh Holden – Independent Evaluator, December 2007

Mid Term Evaluation Report 2011: ILO Combating Forced Labour and Trafficking of Indonesian Migrant Workers (INS/08/02/NAD) Prepared by Anna Piekkala - Independent Evaluator, October 2011

ILO Evaluation Checklist 4: Formatting Reports Revision 2, February 2011

ILO Evaluation Checklist 5: Rating Quality of Evaluation Reports, March 2010

Evaluating Development Cooperation - Summary of Key Norms and Standards, OECD DAC, 2010

Appendix 4: Synopsis of project achievements and challenges

This appendix has been produced to give more detail on the achievements and challenges of CFLTIMW Phase II. It draws heavily on the project's own documentation, for which the evaluator is grateful.

| | Outcome | Notable Achievements and challenges |
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| | <p>Project Objective 1: Strengthened Policy and Regulatory Frameworks and Implementation Mechanisms for the Protection of Domestic Workers against Trafficking and Forced Labour.</p> <p>Overall progress and challenges: The project has made significant progress in helping the region to develop standards and cooperation mechanisms for human rights and protection of migrant domestic workers. This falls short of the milestone achievement of a binding instrument for ASEAN, through no fault of the project (and also please note that Hong Kong would not be covered by this). In terms of national policies and regulations, the project has contributed to major progress in Indonesia, with ratification of the International Convention on Migrant Workers in April 2012 and finalisation of key legislation expected soon. Progress in Hong Kong, Malaysia and Singapore has been slow, with positive achievements in raising advocacy efforts from trade unions and NGOs. The project has helped to develop five example district laws on migration in Indonesia, which are awaiting the finalisation of national legislation before they can go ahead. Significant progress has been made to ensure that HIV/AIDS issues are included in protection policies, systems and measures for migrant workers.</p> | |
| 1.1 | Draft strengthened regional standards, cooperation mechanisms and programmes for the human rights and labour protection of migrant domestic workers throughout the migration process in South East Asia, and implemented in at least one of the project countries. | <p>Achievements</p> <ul style="list-style-type: none"> • ASEAN has with project support (during phase 1) adopted the Declaration on the Promotion and Protection of the Rights of Migrant Workers (2007). The binding instrument has yet to be ratified through unanimous vote. The project (phase 2) has continued to provide technical support to the ASEAN Secretariat in preparing the binding instrument and also assisted during the 4th ASEAN Meeting on Labour Migration in late 2011; • The project has supported a regional common action and strategy plan in the trade union focused East Asia Domestic Workers Conference (2009); • The project has supported regional strategy and coalition-building for cooperation on and promotion of ILO International Standards-Setting for Domestic Workers (Manila, 2009); and • The project is continuing to support the development of MOUs on the protection of migrant and domestic workers between Indonesia and Malaysia, Singapore and Saudi-Arabia. <p>Challenges</p> <ul style="list-style-type: none"> • The project notes that it is difficult and time-consuming to influence political processes in sovereign nations, particularly where there are conflicting and vested interests regarding the protection and rights of migrant domestic workers. |
| 1.2 | Draft strengthened national policy and regulatory frameworks and implementation mechanisms for the human rights and labour protection of migrant domestic workers throughout the migration process in at least three out of four project countries, including in | <p>Achievements</p> <ul style="list-style-type: none"> • The project has supported Indonesia's ratification of the International Convention on Migrant Workers, which occurred in April 2012. • The project has made major inroads in assisting Indonesia to adopt ILO Convention 189 on the Protection of Domestic Workers. Ratification of the Convention is now before the National Parliament. Support has included dissemination of research and policy review documents on ILO conventions and standards to decision makers; • Significant project support has been provided by the project to Indonesia to amend its Law 39 of 2004 on placement and protection of Indonesian migrant workers overseas. The project has worked closely with the Ministry of Manpower and Transmigration and with BNP2TKI on this, as |

| | Outcome | Notable Achievements and challenges |
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| | Indonesia. | <p>well as with trade unions and NGOs. ILO has been requested to assist the National Parliament as it comes final decisions on the four drafts currently under its consideration;</p> <ul style="list-style-type: none"> • The project has advised the Government of Indonesia during its preparation of the current five year medium term development plan, which for the first time includes clear policy reference to services and protections for Indonesian migrant workers; and • In receiving countries the project has worked closely with trade unions and other civil society organisations to promote standard setting and best practices for migrant domestic workers. The project has produced and disseminated IEC materials that have increased advocacy to governments on standards and best practices. Singapore recently legislated for a mandatory rest day per week for domestic workers. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Within Indonesia, the project reports that there have been issues in transparency of discussions on the revision of Law 39 leading to the current situation where four drafts of the same law are before Parliament; and • While the project has clearly met its outcome of supporting development of draft policy and regulations in Indonesia, this is not so in Hong Kong, Singapore and Malaysia where progress towards strengthening policy and regulations has been slow. Examples like the mandatory day off in Singapore do show progress, but this is by no means comprehensive. |
| 1.3 | Strengthened policy and legal frameworks draft and practical implementation structures for local governments' enhanced role in the human rights and labour protection of migrant domestic workers at the local level in at least 6 local governments areas in Indonesia. | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has supported the production of five "academic drafts" (i.e. drafts submitted by technical experts prior to legal refinement) of district regulations on human rights and protection for migrant workers. Districts concerned are: Jember and Banyuwangi in East Java; Cirebon in West Java; Banyumas in Central Java and Lampung District in Lampung Province. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Local regulations must conform to national regulation. The districts concerned will thus need to wait for the new national law replacing Law 39 of 2004, before they can finalise their local regulations. |
| | <p><u>Project Objective 2:</u> Improved Awareness of Decision-Makers, Migrant Workers and their Families, and the Public</p> <p>Overall progress and challenges: Within the Indonesia context, progress in meeting this objective has been impressive and this is very important because this aspect of the project's work is a major driver for change. It is clear to the evaluator, from both reports and discussions, that the national government awareness of migrant worker issues and what government can do about them has grown immensely during the period of the project. Major progress is also being made in placing migrant worker problems and issues within the human rights framework. Public awareness and concern about these issues has grown immensely, at least in the major urban centres. Politicians and the media are sensitised, and the public is active (to the point of being very vocal). The project demonstrates that its methodologies are able to raise awareness in sending communities and to help generate dialogue and mechanisms accordingly. Linking these with economic/livelihoods development is a project strength. The challenges for the future are to further raise public awareness in the more rural, poorer and remote areas from which significant numbers of migrant workers come and to help Indonesia scale up efforts to meet the major needs of thousands of sending communities. Efforts to more closely link district legislative work with village programs are likely to be beneficial.</p> <p>In the wider region, progress has been excellent as far as the work being done by trade unions and NGO</p> | |

| | Outcome | Notable Achievements and challenges |
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| | | organisations. The challenge is to translate this now into effective advocacy programs that will influence entrenched public opinion (particularly among employers of migrant domestic workers) and convince reluctant governments that more comprehensive policy and legislation support for migrant workers is urgently required. |
| 2.1 | Increased awareness of stakeholders about the plight of migrant domestic workers and their protection needs; Increased support by stakeholders for domestic workers rights and protection measures | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has worked hard in Indonesia with trade unions, NGOs and migrant worker's associations to accelerate and be further involved in lobbying, advocacy and campaigns designed to raise awareness of migrant worker issues. This has contributed to the development of policies and legislation in the country on the placement and protection of migrant workers which reflect international standards; • The project has been successful in raising awareness of the issue of HIV/AIDS among migrant workers, which is now recognised by government as being a necessary part of the protection framework, and which GOI is now addressing; and • Work on these awareness raising aspects is at an earlier stage in Hong Kong, Singapore and Malaysia, where campaigning and lobbying is underway through trade unions and NGOs (to the extent that political climates allow). <p><u>Challenges</u></p> <ul style="list-style-type: none"> • The project acknowledges that human, technical and financial capacity within worker's and other civil society organisations to undertake lobbying and advocacy campaigning has been limited; • Deeply ingrained social and cultural attitudes particularly towards the rights of women migrant workers are still hampering more complete awareness raising; and • While progress in Indonesia is very encouraging, the unwillingness of receiving country governments to improve protection of migrant workers due to economic interests is still a challenge. |
| 2.2 | Increased awareness of stakeholders about the human rights violations against migrant domestic workers and their protection needs; Increased support by stakeholders for domestic workers rights and protection measures | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has worked extensively in Indonesia with national human rights institutions, notably the National Commission on Violence Against Women (Komnas Perempuan), the National Human Rights Commission, and in an issue specific sense the National AIDS Commission. It has worked with Komnas Perempuan, which organised: regional consultations on working conditions and protection needs in the Asia and Middle East regions (Jordan 2009); and consultations in Indonesia on national human rights mechanisms. • Following on from the above consultations Komnas Perempuan (again with project support) has produced a comparative study on best practices in national human rights institutions in South Korea, Indonesia, Malaysia and other destination countries. The evaluator is unsure whether this has yet been published. • Evaluation discussions with Komnas Perempuan indicate that the Commission is now working on these issues largely without the need for project support (and certainly no further project funding). <p><u>Challenges</u></p> <ul style="list-style-type: none"> • The evaluation is unsure of the level of contact between the project and human rights commissions in destination countries, noting however that efforts of this nature are inevitably long-term in nature and • Destination governments tend to respond reactively and defensively to efforts to raise awareness on human rights. |
| 2.3 | Increased awareness of the public in all project | <u>Achievements</u> |

| | Outcome | Notable Achievements and challenges |
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| | <p>countries about the discrimination, trafficking and forced labour practices faced by migrant domestic workers throughout the migration process, the rights of migrant domestic workers, what domestic workers can do in case of problems, what their employers, recruitment agencies and the governments must do to address forced labour problems.</p> | <ul style="list-style-type: none"> • Public awareness of migrant domestic worker issues in Indonesia is at an all time high, with daily media reports on the subject. The project has made impressive efforts to contribute to this aspect of awareness raising through the press, radio and TV. Raised public awareness is clearly providing additional impetus for the Government to step up its own efforts; • Sadly, there is a silver lining in the cloud cast over Indonesia after the public execution of an Indonesian domestic worker for murder in Saudi Arabia in 2011. This caused a major diplomatic incident between Saudi Arabia and Indonesia, which was not informed of the punishment in advance and thus was unable to represent the person concerned. The execution caused a huge public uproar, which has yet to abate, and while this is a completely external factor (as far as the project is concerned), it did add significantly to the public calls for change along the lines that the project has been advocating all along; • The progress in raising public awareness does indicate to the evaluator that in all likelihood, ILO activity in this area in the future (at least in major urban centres in Indonesia) will need only to be minimal; and • The evaluator is aware through discussions with union and NGO organisations in the wider region that the project has provided support for them to act as catalysts in raising public awareness of migrant worker issues in destination countries. However, unlike the situation in Indonesia, no evaluation is possible at this stage as to the ultimate effectiveness of these efforts in changing government policies. The project does note that public opinion in receiving countries is hard to change and governments are generally resistant to advocacy. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Mass media publicity of any issue of this nature is expensive and the project has had limited funding for it. However the evaluator notes that ultimately this has not been a major constraint to the outcomes mentioned above; and • The project notes that the further one gets from major cities the harder public awareness raising becomes. The evaluator concurs with this (given past experience in Indonesia). The more rural and poorer areas are the areas where this work is most needed as these are the areas from which prospective migrant workers are drawn. This remains an ongoing challenge for the future. This is discussed more in relation to the outcome immediately below. |
| 2.4 | <p>Increased awareness in sending communities in Indonesia as well as among migrant domestic workers and employers in receiving communities in Malaysia, Singapore and Hong Kong.</p> | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project reports that where project activity has occurred in sending communities in Indonesia, the response has been very good. The project reports significant interest from community, traditional and religious leaders in migrant worker issues. It reports significant interest from individuals and the establishment of village level working groups and community dialogue processes that have continued after project activities are completed. It also reports the emergence of local CBOs dealing with migrant worker issues; • Only one village visit was afforded to the evaluator but significant progress was plainly evident there in terms of the establishment of a strong cooperative group for local economic advancement and the emergence of female headed local businesses. It would be wrong to claim that this village is verifiably representative of all communities in which the project has worked, but the evaluator feels the project view of progress is very reasonable; • The project strategy to link migrant worker issues with demonstrable benefits to developing sustainable livelihoods in sending communities is very sensible and appears to have produced great results where it has |

| | Outcome | Notable Achievements and challenges |
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| | | <p>been implemented; and</p> <ul style="list-style-type: none"> Phone discussions on trade union and NGO work in Malaysia, Hong Kong and Singapore, indicate that major strides have been made (with but not entirely dependent on project support), on awareness raising for migrant workers when they are overseas. The establishment of such support mechanisms as help desks, worker shelters, publicity campaigns for migrant workers, etc are naturally and clearly having a positive effect. While these more naturally fall under activities in component 3 as described below, they are pertinent here as powerful mechanisms for awareness raising. <p><u>Challenges</u></p> <ul style="list-style-type: none"> One major challenge here is the sheer number of sending communities around Indonesia. The project has worked extensively in some 14 villages and has good results to report. How this will be replicated in the many thousands of villages which send migrant workers overseas remains to be seen; and The evaluator is unsure as to the extent the project has been able to link village level activity with district level work on advocacy and regulation formation. However experience from other projects in Indonesia would suggest that the key to reform/change at the village level is to link this to well thought out strategies for policies and resulting programs at the local government level. This means that government people need to spend time in villages discussing and supporting village level activities and mechanisms and providing resources for them beyond paying for simple socialisation activities. |
| | <p>Project Objective 3: Strengthened Outreach, Organizing, Assistance, Reintegration and Economic Empowerment Services for Migrant Domestic Workers and Their Families</p> <p>Overall progress and challenges: The project has made extensive progress in training for a wide range of outreach services for migrant domestic workers, with the economic empowerment efforts that the evaluator saw at first hand as being exemplary (this is not a detrimental comment on other forms of training which the evaluator did not see). The project has been innovative in its approaches and has utilised sensible strategies involving training of master trainers, training of trainers and facilitated step-down training for beneficiaries, with the emphasis on implementing organisations resourcing training themselves. These approaches and strategies have helped beneficiaries to make significant positive changes in their lives. They are also resulting in the emergence and strengthening of local organisations to assist migrant workers in Indonesia, Malaysia, Singapore and Hong Kong.</p> <p>Three major areas of challenge are noted. Firstly is the need in the future to help partners (particularly the Government of Indonesia) to scale up and replicate these approaches and strategies in order to benefit a much wider group of pre-departure and returning migrant workers and their families and communities. Secondly, despite excellent achievements by Indonesian Ministry of Foreign Affairs, union and NGO partners in destination countries, outreach services are still not catering for everyone who needs them. Thirdly, and crucially, progress in convincing destination country governments to invest their own resources in outreach services for migrant workers is slow.</p> | |
| 3.1 | Pre-departure training and post-arrival orientation programme established in national and local governments' one-stop centres, health centres recruitment agencies' training centres or through trade unions and community-based | <p><u>Achievements</u></p> <ul style="list-style-type: none"> Pre-departure training services were established in the first phase of the project including through the Indonesian Migrant Workers Trade Union (SBMI) and the NGO JARNAS at the national level. Work in the second phase on pre-departure training has focused on extending these services to 14 sending communities within which the project reports continued pre-departure training on safe migration after project direct support has ceased. The evaluator notes that CBO involvement in pre-departure training in these community areas has also increased. These activities are also considered in Outcome 4.3 as a capacity building |

| | Outcome | Notable Achievements and challenges |
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| | organizations in all project countries. | <p>issue;</p> <ul style="list-style-type: none"> • Post arrival orientation services have been established by a number of organisations in receiving countries, including the Hong Kong Confederation of Trade Unions, the Malaysian Trade Union Congress and HOME in Singapore. The evaluator understands that the bulk of the work on establishing these programs was in phase 1 of the project with support during the second phase limited to occasional inputs; and • The Indonesian Ministry of Foreign Affairs does now provide training and plans support overseas in its Citizen's Service Centres (in selected overseas missions including the project destination countries with a pilot centre planned for Singapore). The project has helped to advocate for these services and has contributed significantly to training of Indonesian consular and diplomatic staff in migrant worker related issues. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Attempts have been made to influence pre-departure training by recruitment agencies in Indonesia, but the project reports that while this might in the long-term be a good investment for them, to date the tendency has been for them to try to minimise the training provided to be less than the hours stipulated by the government; • Government budgets for pre-departure training, which if assured on a country-wide basis in Indonesia would go a considerable way to meeting training needs, are insufficient, particularly at the local government level; and • Despite major inroads on post-arrival training by HKCTU, MTUC and HOME, there is still insufficient availability of such training in destination countries. This will remain a challenge. ILO cannot (and should not) directly fund such training on a large scale basis. More comprehensive funding for this would be highly desirable in the future. |
| 3.2 | Para-legal and psychological counselling and referral, as well as help desks and/or hotlines established at local governments, trade unions or NGOs in all project countries. | <p><u>Achievements</u></p> <p>Please note that the evaluator did not discuss this aspect in any depth. The following are achievements noted in project reports:</p> <ul style="list-style-type: none"> • The project has encouraged training of trainer work on this aspect and is now seeing the emergence on new organisations able to provide such services in Indonesia; • The Indonesian migrant worker association, SMS, has with project support been able to continue its program of psychological counseling for victims of forced labour and trafficking, as part of its reintegration services; • Para-Legal and psychological counselling and referral services have been established within the local governments, NGOs, Migrant Workers Organizations and CBOs in 9 sending communities in Indonesia; • HKCTU, MTUC and HOME have incorporated aspects of para-legal and psychological counselling and referral services into their existing help-desk services; and • The Ministry of Foreign Affairs continues to offer the project supported training modules for its staff which include aspects of para-legal and psychological counselling and referral, which is of benefit to Indonesian migrant workers in destination countries. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • As for Outcome 3.1, significant challenges remain to ensure in the future |

| | Outcome | Notable Achievements and challenges |
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| | | <p>that sufficient funding is made available through government, particularly at the local level to maintain and expand these services; and</p> <ul style="list-style-type: none"> • Again as for Outcome 3.1, in destination countries there is still a challenge to sufficient obtain funding and resources to expand para-legal and psychological counselling and referral services. |
| 3.3 | <p>Reintegration, micro-credit, entrepreneurship & production skills training and services available for returning migrant workers and their families in local governments' one-stop centres, national vocational training centres, or by trade unions, community-based organizations and migrant workers organizations in Indonesia and at least 2 out of three project destination countries</p> | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has made significant inroads into the establishment of methodologies and programs for micro-credit and entrepreneurship for returning workers as well as more generally for people in sending villages. Of particular note is the Start and Improve Your Business (SIYB) training package, which is an ILO global product. The evaluation notes that this is in selected locations, and that government training centres, local NGOs, local government agencies trade unions and migrant workers associations have been involved and have participated enthusiastically in training of trainer training organised and supported by the project. In the Ministry of Manpower and Transmigration some 150 trainers have been trained, with approximately 50% of them women. This shows an excellent spread of organisations becoming involved in this type of training in Indonesia; • During the period November 2009 to July 2011 the project was directly involved in facilitated step-down training for some 400 migrant workers of whom approximately 60% were female. All of the organisations involved in step-down training have since conducted SIYB based training of their own. The project reports that trainers have organised 47 training events completely without ILO funding involving almost 1000 trainees. In addition to this total the district government of Bandung has itself organised 27 training events that incorporate SIYB; • The project reports a high degree of take up by SIYB trainees with 60% having started or improved their own businesses within one year of training. Around 80% of these are reporting monthly incomes of up \$110 equivalent, 15% between \$110 and \$220 and 5% over \$220. Clearly SIYB has been a success; • The project has instigated rural productivity and economic empowerment facilitator training (TREE) for local government officials, trade union, employers organizations from three provinces in Java. This clearly fits well into the emergence of business development services in Indonesia; • The project has also instigated financial education training for migrant workers with field testing of a specially designed module during 2010. Training of trainers and step-down trainings have been provided for national and local government, NGO and unions during 2011. The Bank of Indonesia is now keenly interested in taking up and developing training along these lines as is the Coordinating Ministry for Economic Development through national poverty alleviation programs. These are major opportunities for wider replication of training for migrant workers in the future; • Given the importance of food processing businesses for migrant worker communities the project has also undertaken some food processing and hygiene training at the training of trainer level which has resulted in training in 12 communities in 12 separate provinces; and • The project's work on micro-credit for migrant worker communities is also noted. This has involved the development of a training module for NGO partners. One such NGO partner in West Java (PPSW) has been able to help 9 cooperatives and 50 pre-cooperatives (interpreted to mean those in the process of forming) which together have over 2000 members. The evaluator notes that such developments can have wider impacts through for instance providing support for communities to tackle social issues. |

| | Outcome | Notable Achievements and challenges |
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| | | <p><u>Challenges</u></p> <ul style="list-style-type: none"> • For all training types the project is reporting that progress in destination countries is being hampered by difficulties in influencing government programs and policies. While the time for economic related training for migrant communities in Indonesia has clearly come, this is not yet the case in destination countries; and • As with other aspects of the project that aim to impact directly on migrant workers and their communities, the sheer scale of need across Indonesia means that efforts to expand and replicate economic empowerment outreach services should be of major strategic interest to ILO and its partners in the future. |
| 3.4 | Service provision, including transferable membership of trade unions and migrant workers organizations in source and destination countries established in minimum 1 trade union with transnational organizational structure. | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has provided support for union organisations in Indonesia and Malaysia to develop common approaches to provision of services to migrant workers. In particular Indonesian union organisation KSBSI and Malaysian MTUC have now signed an MOU on provision of services and transferability of membership; and • ASPEK in Indonesia and MTUC have both established hot lines/help desks for migrant workers needing assistance. KSBSO and MTUC have jointly developed publicity material on migrant worker rights (known as the "migrant worker passport", which is handed to migrant workers on their arrival in Kuala Lumpur by Indonesian Consulate staff. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • The project notes that trade unions in the region are generally short of funding and available human resources to expand these services at the present time. |
| 3.5 | Strengthened migrant workers associations and trade unions, with enhanced cooperation with trade unions and NGOs in sending and destination countries in all project countries. | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • During the East Asia Domestic Workers Conference (2009), participants identified the need to campaign for better organization of migrant and domestic workers in the source and destination countries. A common action and strategy plans was developed including awareness raising through the media and internet, awareness-raising and campaigning through public events known as "Domestic Workers Days", and lobbying the government and employer's organizations to take action; and • Otherwise please note achievements in Outcome 3.4 as pertaining to Outcome 3.5 as well. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • The project notes that trade unions in the region are generally short of funding and available human resources to expand these services at the present time. |
| 3.6 | Strengthened human resources, capacities and institutions of migrant | <p><u>Achievements</u></p> |

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| | workers associations and trade unions, | <ul style="list-style-type: none"> • Through technical assistance for development and implementation of Organizing & Leadership ToTs, the project has contributed in strengthening human resources and capacities of migrant workers associations and trade unions to more effectively organize the migrant workers and enable a better service delivery • Within 1 year of training, the involved organizations improved their capacities in organizing the migrant workers which are being indicated by the increased networking with other stakeholders and expanding their coverage areas. SBMI has expanded its outreach to 60 of its branches and in some areas is now able to offer training at the village level. JARNAS has expanded its outreach coverage into more districts of Indonesia. Both SBMI and JARNAS are exploring approaches to reach migrant workers through faith-based organisations and local NGOs; • Unions in Indonesia are becoming more able to influence government legislation, policies and medium term plans (the evaluator confirms this through discussion with unions in Jakarta); and • The evaluator can make no comment as to the extent of improved capacities among similar organisations in destination countries. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • The project notes that further skill training is needed by associations and unions, particularly in the areas of administration, reporting and public relations. |
| 3.7 | Strengthened alliances among organizations working on migrant workers protection issues | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Through supporting the formation of regional coalition of NGOs and trade unions, the project has strengthened alliances among organizations working with migrant workers issues and their protection needs. The coalition continues to actively engage in building a stronger cooperation between organizations specifically with issues related to the planned ILO Convention on Decent Work for Domestic Workers; and • A regional coalition of NGOs and Trade-Unions met in 2010 (in Jakarta) for a conference, in which they developed a response for the proposed text of the ILO Convention on Domestic Workers (the "Brown Report").The coalition prepared for the International Labour Conference 2011 by having a consultation meeting in April 2011 (in Singapore) to develop response to current proposed text of the Migrant Workers Convention and Recommendations (the Blue Report) . As is widely reported elsewhere, the ILO Convention on Decent Work for Migrant Workers was approved and adopted by its member states during the International Labour Conference in June 2011. Contributing to coalition building in this way was a timely effort by the project. However the evaluator is not able to comment further on the content of coalition materials resulting from the exercise. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • It is early days for coalition activities such as these in the region. Trade unions and migrant workers associations are under-resourced and will need further support in the future. The ratification of the ILO Convention on Decent Work for Migrant Workers is the next challenge. Coalition building around ratification might be a suitable focus of future ILO project support. |
| | <p><u>Project Objective 4:</u> Strengthened Capacity of Key Stakeholders</p> <p><u>Overall progress and challenges:</u> This is a highly ambitious project component. There are a very</p> | |

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| | <p>large number of partners who support or could support advocacy or services for migrant domestic workers. The very large number of migrant workers and potential migrant workers in Indonesia, the high level of complexity within the industry and the resulting wide range of problems that migrant workers face all add up to an immense challenge to build capacity. As a relatively small-scale project with relatively few staff, CFLTIMW has needed to prioritise its training and capacity building activities.</p> <p>Thus in this phase sustained and effective training work has been undertaken with the Ministry of Foreign Affairs that has resulted in diplomats, consular officials and manpower attaches gaining significant capacity to provide support for Indonesian migrant workers overseas. There have been fewer formal training events aiming for capacity building in a wider sense for the Ministry of Manpower and Transmigration and the BNP2TKI. However both of these organisations have been involved in a wide range of project supported opportunities for dialogue and have received on-going advisory support from ILO in areas like legislation and policy. Training for unions, migrant workers associations, NGOs and other organisations and groups within civil society has been wide ranging and geared towards strengthening the valuable roles they play in advocacy and service provision.</p> <p>The project efforts to help establish capacity in the area of economic empowerment for migrants, their families and communities is a good example of effective capacity building. A thorough system of training of master trainers, training of trainers and step-down training for trainers directly providing training for migrant workers has been put into place, using internationally established ILO methods and content. Of particular note is the enthusiastic adoption of SIYB training approaches by the Ministry of Manpower and Transmigration, which is now undertaking this work through its nationally funded training centres in two regions entirely through its own funding. In addition a range of NGOs, trade unions, migrant associations and local community based organisations have been trained to train in SIYB and related economic empowerment. In recent months the project has extended this to the involvement of the Bank of Indonesia, suggesting that further involvement of financial institutions may well be appropriate for the future.</p> <p>The evaluator suggests three major areas of challenge for future ILO capacity building activities related to support for migrant workers.</p> <p>Firstly the evaluator has not seen documentation relating to systematic training needs analysis or post training evaluation for the wide range of training that has been provided, and questions whether this has been done to a significant degree (noting that needs analysis <u>was</u> undertaken on financial education through component 5). While internationally developed training modules are clearly designed to be provided to all in order to work towards international standards, there is merit, particularly in future training, in examining more closely and in advance the specific needs of partner organisations. Thus, as an example, the situation of finding out only after commencing training for trainers that some organisations involved in economic empowerment training lack understanding of micro-finance and credit systems could have been avoided. Similarly ILO would be well rewarded at this juncture with a thorough training evaluation exercise aiming to measure, at minimum in a qualitative manner, how much partner organisations have gained in terms of capacity through project training.</p> <p>Secondly, it is abundantly clear that while ILO has, through this project, been able to deliver a wide range of training aiming at capacity building, a major challenge in the future is to replicate and scale up training efforts so that capacity can be built in a much larger group of agencies, regardless of whether they are from government, worker's or other civil society organisations. This should be a key discussion area for the design of future activities, particularly with the opportunities now presenting themselves for incorporation of larger programs within and funding through Indonesia's next five year medium term plan (2015-2019). Such discussions would benefit by being informed by the training evaluation work suggested above.</p> <p>Thirdly, the evaluator feels that capacity building support for organisations in destination countries has been diffuse. The project has supported union, migrant worker and NGO organisations from Singapore, Malaysia and Hong Kong appropriately through on-going technical advice. This is starting to bear fruit through, for instance, closer links between organisations in the region and is evidenced by some impressive service provision initiatives in all three destination countries. However, the need to support and develop capacity to advocate to reluctant governments on the needs and protection of migrant</p> |

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| | domestic workers is still a major challenge for the future. Successes in Indonesia could form the basis of a more structured capacity building effort for worker's and other civil society organisations in Malaysia, Hong Kong and Singapore in the future. | |
| 4.1 | Strengthened capacity of relevant national and local government ministries to provide more effective protection of migrant domestic workers within their mandate area throughout the migration process | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Extensive training and capacity building work has been carried out by the project with the Ministry of Foreign Affairs. During 2009 five separate training events were held to train trainers, diplomats and manpower attaches (from the Ministry of Manpower and Transmigration) on migration management, protection, decent work and service provision in embassies and consulates. 137 trainees attended and 11 trainers were trained. The evaluator confirms that the Ministry is now conducting this training on its own. In addition the project has helped the Ministry to develop M&E tools to aid migrant worker protection. The project has also planned to include Ministry of Foreign Affairs officials in training on psycho-social support for migrant workers (the evaluator is unsure whether this has yet gone ahead). In its own initiative, the Ministry also piloted a workshop for 30 participants local governments in Java and West Nusa Tenggara in order to share local and international experiences of governance issues within migration; and • In addition, the Project has also provided its technical expertise to improve the labour inspection systems within Indonesia by assisting two trainings organized ILO headquarters on Indonesia labour inspection systems improvement within the Ministry of Manpower and Transmigration. This was aimed at improving the overall capacity of Indonesian labour Inspectors to undertake effective labour inspections, with a part of the training dedicated to address the labour needs of vulnerable workers such as migrant workers. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • It would be useful to thoroughly review the effectiveness of training within the Ministry of Foreign Affairs by looking at the impact this has had on what diplomats and consular staff can now do for migrant workers in destination countries. The Ministry reports that service provision is growing. The evaluator suggests it is timely to examine what ILO can do to continue to assist them in the future. The project, for instance reports that access to services by migrant domestic workers is still limited and that the Ministry could place extra emphasis on the importance of such services. |
| 4.2 | Strengthened capacity of national and local stakeholders to campaign and advocate on behalf of migrant workers and to raise awareness on migrant workers problems and protection needs. | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has made a start to involving and building capacity of local religious education leaders in supporting migrant workers communities in Indonesia through a training of trainers approach for Islamic schools in West and Central Java. This approach makes logical sense, and could be extended in the future, but has yet to be consolidated; • Technical and/or financial assistance for activities of regional and national trade-unions in building advocacy capacity has proven to be a very useful aspect of the project. This has not been a training approach per se, but the project has provided technical and limited financial assistance that has helped NTUC, MTUC and KSBSI in Singapore, Malaysia and Indonesia respectively to more actively advocate to their governments on migrant worker issues; • Gender mainstreaming and participatory gender audit (PGA) activities within the advocacy environment have also been a project focus. The project has facilitated the former through one training for a range of union and NGO organisations as well as for the National Commission on Violence Against Women (the evaluator is not aware of the gender |

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| | | <p>breakdown of participants). Participating organisations have variously reported increased mainstreaming of gender within their work on migrant worker issues through improved capacity to identify specific needs of women and men, the consideration of the rights of men and women, and the conduct of gender specific activities within their work programs. All participating organisations have now established a gender focal point or a gender specific division;</p> <ul style="list-style-type: none"> • Participatory gender audit as facilitated by the project, is a self diagnostic tool used by organisations to assess the gender-responsiveness of their organizations and programmes and to identify where there are most significant needs for improvement . Training was provided during 2009 for three groups (totalling 80 participants of whom over 50 were women) from trade unions and NGOs on PGA and the project reports that one year after training 70% of the organisations had undertaken PGA by themselves, with organisational outcomes such as improved gender responsiveness in training, production and dissemination of gender related publications, and gender specific training for spouses of female staff; and • HIV/AIDS is now becoming mainstreamed within a range of project partner organisations after project support for the development of HIV/AIDS specific modules for migrant pre-departure training, training for the organisations themselves on HIV/AIDS issues within the migrant worker field and the preparation of HIV/AIDS information publications. Participants involved in training have included people from NGOs, recruitment agencies, religious organisations, the Ministry of Manpower and BNP2TKI. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Trade union focus on migrant worker issues is a relatively small part of their overall roles and programs and there is a challenge for them to further prioritise this. Trade unions involved in destination countries face considerable resistance from their governments leading to only relatively low key advocacy activities taking place; • Cultural and traditional views still largely shape people's views on women migrant worker needs, their responses and commitments to gender related programs and activities; • The difficulty of dealing with HIV/AIDS due to sensitiveness of issues relating to sex and sexual behaviour continues to hamper the full delivery of training both to stakeholders and of further training to migrant workers; and • Almost universally organisations that could play a larger part in advocating for migrant domestic workers are constrained by lack of financial and available human resources. |
| 4.3 | Strengthened the capacity of national and local stakeholders to provide information, counselling, protection services and establish help desks for migrant workers and their families in at least 3 project countries | <p>Please note that most of the achievements in this outcome have already been covered under component 3 above. This is a very brief synopsis of training and capacity building support provided to help achievements in Component 3.</p> <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Development and delivery of training of trainer packages for pre-departure briefing of migrant workers in sending areas in Indonesia by NGOs and unions; • Step-down training for pre-departure briefing at the district level in selected areas of Sumatra, Java, West and East Nusa Tenggara and |

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| | | <p>South Sulawesi. This has encouraged the establishment of community based information centres, the appointment of local migration focal points, the establishment of migration focused local NGOs, improved community awareness of migration issues and in some places a reduction in unregistered migration (the evaluator is unsure of how data on this latter aspect is obtained);</p> <ul style="list-style-type: none"> • Technical assistance for NGOs and trade unions aimed at encouraging the development of para-legal and psycho-social counselling services as well as step-down training for them to apply what they have gained to train local organisations. This has resulted in strengthened networks to deal with these issues and to correctly refer cases of abuse, and in faster handling of such cases. The BNP2TKI has taken a major role in promoting and using these services; <p><u>Challenges</u></p> <p>Please refer to sections above on component 3. No additional challenges are noted here.</p> |
| 4.4 | Strengthened capacity of national and local stakeholders to provide reintegration and economic empowerment services at local level, such as remittances savings and productive investment, entrepreneurship training, production skills training, financial education, business counselling, micro-credit, micro-insurance in Indonesia | <p>Please note that most of the achievements in this outcome have already been covered under component 3 above. This is a very brief synopsis of training and capacity building support provided to help achievements in Component 3.</p> <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Training of master trainers, training of trainers and step-down training in Start and Improve Your Business for government agencies (notably the Ministry of Manpower's nationally funded training centres in the regions), migrant workers organizations, trade unions, NGOs, CBOs, mass organizations, micro-finance providers and financial service providers. This has been extended to include local organisations as trainers in Sumatra, Java, West Nusa Tenggara, South Sulawesi and West Kalimantan. Overall this effort has been thorough, innovative and effective; • Further extension of economic empowerment training into the areas of 1) establishment of local business associations (with NGOs implementing the training); 2) financial literacy education at training of trainers and step down levels (with government agencies, NGOs and unions taking implementing roles; 3) food processing and hygiene training (with a university, a trade union and 3 NGOs being implementing partners; and 4) fruit processing training (with trade unions, NGO, business development service providers and government being implementing partners). These trainings have only recently been undertaken, and data on longer-term results is not yet available; • Training of trainer support for micro-finance and productivity and community development training. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Many organisations trained to pass on economic empowerment training have little or no prior background in entrepreneurship service delivery or in marketing, so their learning curve has been steep and further progress can be made in the future. In particular there is a need to strengthen skills in access to finance and banking services. The approach of increasingly involving financial institutions (such as has already occurred with Bank Indonesia) would be appear to be sound; • Similarly there would appear to be a need for increased involvement of |

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| | | technical trainers for specific local industries, such as food processing, motorcycle maintenance and fish cultivation (examples only). |
| 4.5 | Strengthened capacity of relevant trade unions, migrant workers organizations and civil society organizations in all project countries to build cross-border and national alliances and cooperation, in order to organize, provide services to migrant workers, including transferable membership | <p>Please note that most of the achievements in this outcome have already been covered under component 3 above. This is a very brief synopsis of training and capacity building support provided to help achievements in Component 3.</p> <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Conduct of regional knowledge sharing seminars with the aim to increasing awareness, advocacy and capacity of stakeholders, building cooperation mechanisms and cross-border and national alliances - to enable provision of better services to migrant workers including: • Technical assistance for East Asia Domestic Workers Conference in December 2009 (Hong Kong), attended by participants from 30 trade unions and migrant workers organizations in Asia; • A regional seminar and workshop on the work conditions and protection needs of Indonesian and other domestic workers working in Asia and the Middle East (Hong Kong 2009); • A regional summit on the ILO International Standards Setting for Domestic Workers and Development of National Legislation and Protection Mechanisms at national level in the region (Manila 2009) with participation by regional and national stakeholder representatives from South East Asia. • Technical advisory consultation on international labour standards, international standards-setting and best practices in national regulation on domestic workers (Beijing 2010) <p><u>Challenges</u></p> <p>No further challenges are pertinent here. Please refer to challenges noted in Component 3.</p> |
| 4.6 | Strengthened institutional capacity and human resources capacity of relevant migrant workers organizations and networks in at least two project countries | <ul style="list-style-type: none"> • Please note that the evaluator feels this outcome is poorly stated in that it is too broad in scope and consequently not well defined at the detailed level. There appears to have been only one planned (and subsequently achieved) activity under this outcome. <p><u>Achievements</u></p> <ul style="list-style-type: none"> • Organization and Leadership Training (TOT) was provided in Jakarta with regional participation to build the capacities of involved organizations to more effectively organize migrant workers. <p><u>Challenges</u></p> <p>No further challenges are pertinent here. Please refer to challenges noted in Component 3.</p> |
| 4.7 | Strengthened capacity of relevant trade unions, migrant workers organizations and civil society organizations in Indonesia to implement | <p><u>Achievements</u></p> <ul style="list-style-type: none"> • The project has, through the large number of training events and workshops it has facilitated and supported, provided regular opportunities for partner organisations to gain experience and understanding of ILO administrative, progress reporting and financial |

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| | technical cooperation projects in cooperation with the ILO | <p>reporting systems.</p> <ul style="list-style-type: none"> • Of more importance, in the view of the evaluator, is that partner organisations have had significant exposure to, and have gained experience in, ILO's international standards relating to migrant domestic workers. It is clear that the project has worked systematically and comprehensively within ILO's international mandate and towards its goals. Discussions with partners show that they have welcomed and adopted the best practices that ILO espouses. <p><u>Challenges</u></p> <p>No specific challenges are noted here.</p> |
| | <p><u>Project Objective 5:</u> Improved Data Collection and Dissemination Systems</p> <p>Overall progress and challenges: The evaluator has not undertaken extensive analysis of this component due to time constraints. The achievements below are as reported by the project. The project has helped to produce a useful range of documentation on legal development (including conventions) and service provision issues, as well as background information on migrant workers and their families. Specific work has been undertaken on data collection and dissemination systems in Indonesia with the human rights commissions and the Ministry of Foreign Affairs. There has been discussion on similar work with the Ministry of Manpower and Transmigration, but specific activities have yet to be undertaken. The evaluator notes that the project does not appear to have done any work with BNP2TKI on data collection and dissemination but that the agency is already collecting significant amounts of data on outbound and incoming migrant workers, including ground-breaking efforts to systematically record their problems and issues. There is scope for further work with BNP2TKI in the future, particularly to help them refine and disseminate results of their data collection.</p> | |
| 5.1 | Improved documentation on human rights and labour rights violations against migrant domestic workers in the project countries, and recommendations of concrete measures to address these violations. | <p><u>Achievements</u></p> <p>The project has undertaken and/or commissioned research and documentation of various issues of labour migration to highlight the need for protection of migrant workers and their families. These have contributed variously to work in other project components. The following documentation work has been completed:</p> <ul style="list-style-type: none"> • Legal Review of Law 39/2004 on Placement and Protection of Indonesian Migrant Workers; • Production of revised and updated situational review of the Indonesian placement system for migrant workers; • Assessment of working conditions and treatment of domestic workers in Indonesia and review of existing policies and legislations on protection of migrant workers and their families; • Compilation / Review of translated international conventions and recommendations on migrant workers as well as the ILO multi-lateral framework on labour migration; • Legal review of the implications of ratifying international conventions pertaining to migrant workers. Conventions under review: ICMW, C97, C143, C181; • Needs Assessment for Financial Education for migrant workers and their families – for the design of Financial Education Module; • Documentation of Best Practices in Protection and Financially Empowering Migrant Workers and Their Families; • Study on the Impact of the Financial Crises on Migrant Workers' Sending Communities, documenting good practices from Indonesia and abroad in promoting productive investment of remittances, generates alternatives |

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| | | <p>to migration and viable options of reintegration of migrant workers;</p> <ul style="list-style-type: none"> • Photo-Journalistic Publication on the Lives and Challenges of Migrant Domestic Workers and Their Families in Indonesia; • Research on HIV/AIDS vulnerability of Migrant Workers and their Families on Safe Migration and Health; and • Review of National laws and regulation on migrant workers and the extent to which they address HIV/AIDS vulnerability among migrant workers, as well as the causal relationship between HIV/AIDS and GBV. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Time restrictions, limited resources and limited capacity of agencies or consultants to commission and manage research; • Geographical problems – the samples are often located in the rural hard to reach areas; and • Difficulty in collecting accurate and objective data as respondents may not be willing to open up about their experiences, stigma and discrimination etc. |
| 5.2 | Improved institutional capacity to collect and disseminate data to monitor the situation of migrant domestic workers | <p><u>Achievements</u></p> <p>The Project has technically and financially supported migrant workers organisations, trade-unions and NGOs etc. in building institutional capacity to collect and disseminate data, and at improving their monitoring and reporting mechanisms. The following are achievements:</p> <ul style="list-style-type: none"> • Technical support in the context of joint UN Programme for institution- and capacity building for 3 national human rights commissions in Indonesia (2010) - including a component on improving data collection, data dissemination, monitoring and reporting; • Technical support to the Ministry of Foreign Affairs to build the capacity of Foreign Services Officials to offer improved services for migrant workers abroad – include component on improving data collection and dissemination and monitoring and reporting mechanisms. Areas of particular importance: 1) Data collection and dissemination on cases and case-handling (protection); and 2) Data collection on migrant labour demand in destination countries and supply in sending country (promotion); • Discussions conducted with Ministry of Manpower on trainings for the ministry staffs and labour attaches which will also include training on data collection and dissemination, as well as monitoring and reporting <p><u>Challenges</u></p> <p>None reported</p> |
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