

Indonesia

Vulnerable and Excluded Workers

INDONESIA: Information Dissemination to Achieve Safe Labor Migration

May 2019

POV



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INDONESIA:
**Information Dissemination to Achieve
Safe Labor Migration**

**Technical Assistance to develop a pilot project for the
Government of Indonesia to improve its service delivery to
migrant workers**

May 2019

The World Bank

Table of Contents

I. Strategic Context	1
1.1. Country Context	1
1.2. Sectoral and Institutional Context	2
1.3. Higher Level Objectives to which the Project Contributes	3
II. Information Dissemination Strategy	4
2.1. Aim and Approach	4
2.2. Information Providers	7
2.3. Target Audience	8
2.4. Content	10
2.5. Methods	11
2.6. Monitoring	12
III. Project Description	13
3.1. Theory of Change	13
3.2. Development Objective	14
3.3. Project Beneficiaries	14
3.4. PDO Level Indicators	14
IV. Implementation	19
4.1. Institutional Arrangement	19
4.2. Results Monitoring and Evaluation	19
4.3. Sustainability	19
Annex 1. Example of Results Framework and Monitoring	23
Annex 2. Documentation process for migrants (World Bank 2018b)	25

List of Figures

Figure 1. Project Results Chain	13
Figure 2. Project Design Framework	16

List of Table

Table 1. Information Dissemination Strategy	6
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List of Abbreviations

BNP2TKI	<i>Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia</i> (National Agency for the Placement and Protection of Indonesian Migrant Workers)
BP3TKI	<i>Balai Pelayanan Penempatan dan Perlindungan Tenaga Kerja Indonesia</i> (Provincial Agency for the Placement and Protection of Indonesian Migrant Workers)
CSOs	Civil Society Organizations
Desmigratif	<i>Desa Migran Produktif</i> (Productive Migrant Village)
Gol	Government of Indonesia
M&E	Monitoring and Evaluation
LSD	<i>Lembaga Sosial Desa</i>
LTSA	<i>Layanan Terpadu Satu Atap</i> (Integrated One-Gate System)
MOM	Ministry of Manpower
PDO	Project Development Objectives
PIG	Project Implementation Group
POEA	Philippine Overseas Employment Administration
SISKOTKLN	<i>Sistem Komputerisasi Tenaga Kerja Luar Negeri</i> (Information system to Facilitate Migrant Worker Placement)

I. Strategic Context

This pilot project aims to improve the efficiency and effectiveness of disseminating information about labor migration using modern communication technology. Broader distribution of high-quality information about migration is expected to empower prospective migrants and migrant family members and to enhance government service delivery. The project's goal is to increase the share of Indonesians who receive the necessary documents before leaving the country to work, which will increase their bargaining power over foreign employers and afford better protection during their overseas employment. These changes will enhance the development impact of migration. This pilot project is developed for the Government of Indonesia (GoI) as a technical assistance product of the World Bank.

1.1. Country Context

1. Each year some 250,000 Indonesians find jobs abroad (BNP2TKI 2019)¹ – equivalent to about 10 percent of new workers entering the labor market. As of 2016, approximately 9 million Indonesians worked abroad (World Bank 2017). Most of these migrants are low skilled and come from rural areas. These migrant workers earn up to six times as much as their counterparts in Indonesia and send their earnings to family members back home (World Bank 2017). These remittances, which totaled US\$11 billion in 2018 (an estimate, World Bank 2018a), reduce the probability of migrant households being poor by some 30 percent (Cuecuecha and Adams 2016) by increasing the disposable income available to meet daily needs – such as food, housing and health. To some extent, remittances also contribute to reducing child labor (Nguyen and Purnamasari 2011), as possibly replacing some of the child production in farm goods consumed by the remittance-receiving households as seen in Burkina Faso (Bargain and Boutin 2014).

2. Yet, nearly half of current migrants are undocumented (World Bank 2017). A cause is the lack of information: prospective migrants have limited access to information about overseas opportunities, migration procedures, and the rights of migrant workers in destination countries. For instance, 40 percent of migrant households surveyed in 2014 reported that they did not know how to find work overseas through the proper legal channels (World Bank 2017). Prospective migrants and returnees conveyed during focus group discussions that most of them did not have information on how to migrate and therefore relied on migrant recruitment agencies or friends and relatives to undertake the official out-migration procedures (World Bank 2018b). For example, Indonesian women in Malaysia tend to know little about their rights or the processes and procedures available to them to seek help (Orange et al 2012). This gap in information sharing, together with complex migration procedures², contributes to raising the costs of

¹ Accessed at <http://www.bnp2tki.go.id/read/14133/Data-Penempatan-dan-Perlindungan-TKI-Periode-Tahun-2018.html>.

² See World Bank (2018b) for policy recommendations to streamline migration procedures.

migration (and encourages undocumented migration)³, and exposes migrants to less favorable employment conditions than their documented counterparts; for example, undocumented workers generally earn less or are more exposed to harassments and abuse (see World Bank 2017).

1.2. Sectoral and Institutional Context

3. **Global commitments.** Indonesia has joined global efforts to achieve regular migration, including the “Global Compact for Safe, Orderly and Regular Migration,” which was formally endorsed by the United Nations General Assembly in December 2018. One of the compact’s 23 objectives is to “provide accurate and timely information at all stages of migration,” under which members commit to strengthen their efforts “to provide, make available and disseminate accurate, timely, accessible, and transparent information on migration-related aspects for and between States, communities and migrants at all stages of migration,” and to “launch and publicize a centralized and publicly accessible national websites to make information available on regular migration options, such as on country-specific immigration laws and policies, visa requirements, application formalities, fees ... employment permit requirements, ... living costs and condition, in order to inform the decisions of migration” (UN, 2018, pp. 9–10). Furthermore, Sustainable Development Goal 10.7 calls for improved migration governance by setting a target to facilitate the orderly, safe, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

4. **National policies.** Gol enacted a new law on migration in 2017 – Law No. 18/2017 on the Protection of Indonesian Migrant Workers, which replaced law No. 39/2004. The new law stipulates that every attempt should be made to ensure equal rights and opportunities for Indonesian migrant workers, facilitated through national and local government agencies and by engaging public participation. The law specifies that every prospective migrant has the right to receive accurate information about the labor market, placement procedure, and working conditions abroad. The law sets out a vertical flow of information provision: it mandates the national government to distribute information and overseas job orders to district regional governments through provincial regional governments, which in turn disseminate the information to the public through village governments.

5. **Sectoral goals.** The Ministry of Manpower (MOM) and the National Agency for the Placement and Protection of Indonesian Migrant Workers (*Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia*, BNP2TKI) aim to ensure regular labor migration. MOM delivers placement services through its integrated one-gate system (Layanan Terpadu Satu Atap, LTSA), which is facilitated by the migrant information system (*Sistem Komputerisasi Tenaga Kerja Luar Negeri*, SISKOTKLN). Yet, prospective migrants are often unfamiliar with these systems, and continue to rely on private recruitment agencies to help them navigate the placement

³ As a result, it can lower international labor migration.

procedures (World Bank 2018b). BNP2TKI⁴, as mandated under Law No. 39/2004, currently provide information on migration rules and regulations and offer related services throughout the labor migration process. Its Directorate of Socialization and Institutions aims to provide socialization⁵ on the placement and protection of migrant workers. Socialization activities are tailored by target audience and delivery methods, but direct interventions are limited due to budget constraints.⁶ The main recipients of these information interventions are therefore regional agencies rather than the end users.⁷ Major activities jointly undertaken with social partners to maximize resource efficiency, and activities that directly target low-skilled prospective migrants and their families, have yet to commence. The Directorate's most direct information interventions are to establish a booth at migration exhibitions, but they fail to penetrate the rural areas from which most low-skilled migrants originate. Rather, they are held in limited locations such as in Sambas (West Kalimantan) and Jakarta.

6. **Village priorities.** MOM delivers migration-related services to migrant workers and families at the village level through *Desmigratif (Desa Migran Produktif, Productive Migrant Village)*, a 'safer migration' program. This program includes information dissemination activities that directly target prospective migrants, through door-to-door outreach activities and supplying brochures in villages' *Desmigratif* service centers. The brochures explain the official placement procedures as well as potential difficulties in destination countries but are made available only by prospective migrants' request due to budget constraints. MOM plans to allocate budgets to keep these brochures up-to-date in compliance with Law No. 18/2017. *Desmigratif* operated in 120 migrant villages as of 2017 and aims to expand to 400 by 2019.

1.3. Higher-Level Objectives to which the Project Contributes

7. This pilot project is in line with Gol's current priorities. It supports the government's policy goals to achieve 'safe' migration and lower migration costs particularly for low-skilled workers. The national Medium-Term Development Plan (2015–2019) contains strategies to protect the rights and safety of migrant workers, including by improving the governance of the placement process and providing migrant workers with knowledge, education and expertise. The World Bank's Indonesia Country Partnership Framework (FY16-20) highlights that international migration is part of the Bank's engagement in creating more productive jobs to boost inclusion

⁴ Law No. 18/2017 does not specify which agencies are responsible for implementation. Regulations associated with this new law are to specify institutional arrangements and responsibilities by agency, including BNP2TKI.

⁵ Law No. 18/2017 does not define socialization. In practice, it refers to the process of learning to behave in a way that is set out in regulations and laws.

⁶ The government struggles to reach aspiring migrants in remote villages. For example, in 2016 the government's direct socialization activities in West Nusa Tenggara province on job opportunities and safe migration reached only 100 of the 40,415 deployed documented migrant workers. The province has the 4th highest number of outgoing and returning migrant workers (53,690 persons) (according to interviews with BNP2TKI in 2017).

⁷ The BNP2TKI conducted a pilot program that shared information on migration with college students who subsequently conducted on-the-ground information outreach at the village level.

and shared prosperity. It commits to supporting better evidence-based policy making to help Gol improve “the protection and quality of employment of Indonesians who migrate abroad.”

8. This pilot project is linked to the World Bank’s service delivery agenda to help promote the efficiency, transparency, and effectiveness of Indonesia’s service delivery system in facilitating prospective migrant workers’ safe and beneficial labor migration. This work supports government efforts to improve public awareness in its out-migration service delivery systems by disseminating information on the documentation process and improving migrants’ knowledge of their rights during overseas employment. This project complements the Bank’s earlier analytical work on formulating policy recommendations to streamline out-migration rules and procedures.

II. Information Dissemination Strategy

2.1. Aim and Approach

9. The goal of information dissemination is to empower prospective migrants and their families. The dissemination of more (and better-quality) information helps them to make informed decisions on labor migration, to undertake the necessary migration procedures including documentation on their own, and to enhance their awareness of migrant rights in destination countries. Distributing information more widely likely diversifies sources of information. Thus it reduces the dominant power of recruitment agencies over migration information and puts pressure on private recruitment agencies to make the job-matching process cheaper and more transparent, and on government agencies to undertake reforms to improve the out-migration infrastructure and ultimately to enhance its service delivery.

10. MOM still lacks a comprehensive information dissemination strategy on labor migration. As a result, information dissemination activities remain fragmented. For instance, it develops information products tailored to workers seeking employment in Saudi Arabia under Ministerial Decree No. 291/2018 on Guidelines for the Implementation and Protection of Indonesian Migrant Workers to Saudi Arabia. MOM has sought the Bank’s support to develop a strategy to successfully implement the mandate on socialization and information dissemination stipulated in Law No. 18/2017.

11. Table 1 presents a proposed information dissemination strategy to achieve safe migration at all stages of the process, which is guided by the government’s overarching goal to empower and protect migrant workers throughout the migration cycle. This strategy follows a twofold approach of making information available, without overloading, and promoting results. The process needs to ensure easy access to information for all stakeholders, including demonstrations of how to use internet-based tools. To increase resource efficiency, it promotes partnerships with civil society, returnees, academia, the private sector, development partners, and destination countries. It is important to ensure that this strategy and related interventions

are supported by analytical findings from information and data⁸ gathered through existing information systems such as SISKOTKLN. This pilot project design is limited to information campaigns at the pre-departure stage, when Gol can undertake direct interventions.

⁸ Such data and information encompass migration procedures, overseas experience (including unfavorable outcomes, see Shrestha (2018) for mortality risks), as well as the performance of recruitment agencies.

Table 1. Information Dissemination Strategy

Migration stage	Objectives	Target group	Content	Dissemination tools
Documentation and pre-departure	Encourage informed decisions on migration; increase documented migration and awareness of migrant rights in destination countries	<ul style="list-style-type: none"> • Low-skilled workers, particularly prospective female migrants • Remote villages/ communities 	<ul style="list-style-type: none"> • Costs and benefits of documented vs. undocumented migration • Job search • Documentation procedures 	<ul style="list-style-type: none"> • Public campaigns through TV air time (e.g., 2-minute animation) • Technology driven: Job information applications/ SMS/ AI-backed 'May I Help You' • Printed materials: Infographics • Face to face: Role plays about undertaking documentation process and about protecting migrant rights
Arrival and during employment	Better protection for migrants through increasing their awareness of their rights and access to services/ helplines	<ul style="list-style-type: none"> • Those who have limited access to society outside job sites, e.g., agriculture or construction workers who live in communal dwellings in estates, or construction sites and domestic helpers 	<ul style="list-style-type: none"> • Rights in destination countries • Procedures to undertake complaints and restore rights • Changes in laws and regulations • Preparation for return 	<ul style="list-style-type: none"> • Face to face: Post-arrival training, migrant gatherings/ events at embassies or welfare centers leveraging local governments • Technology driven: Application to file complaints, SMS on news and alerts • Printed materials: Infographics and brochures in remittance centers
Return and reintegration	Facilitate reintegration of returnees – i.e., boost their economic activities, and provide rehabilitation service	<ul style="list-style-type: none"> • Those who had limited opportunities to acquire new skills, such as construction workers and domestic helpers • Those returned with unfavorable overseas work experience. 	<ul style="list-style-type: none"> • Opportunities in domestic markets • Resources available for training/ access to finance/ job information • Rehabilitation programs and activities offered by various government agencies 	<ul style="list-style-type: none"> • Face to face: Community-level training, information sessions and community-based rehabilitation activities • Technology driven: Establish a social media network of returnees, develop a mobile application of the job search portal • Printed materials: Brochures on government support programs and how to access such support

2.2. Information Providers

12. BNP2TKI and MOM are supposedly the key providers of information to prospective migrants and their families, with support from the Ministry of Foreign Affairs, but their outreach to the public is limited, as discussed earlier. Private recruitment agencies (so-called sponsors or middlemen) currently directly deliver the bulk of the information on jobs and migration procedures to prospective migrants. These agents have established long-term relationships with communities, and hence tend to be trusted. Civil society organizations (CSOs) also support the government's information dissemination efforts through various means, including websites, smartphone applications, and community awareness activities.

13. *Use local stakeholders and grassroots as messengers.* Behavioral science has proven that “messengers matter”: the entity delivering the message can sometimes matter more than the message itself, or how it is delivered. (Behavioral Insights Team 2010). Information dissemination could be made more effective by utilizing messengers who are trusted by the community, such as village heads, religious figures, or CSOs that operate in the area. A more effective messenger is people who love to talk to others (or ‘gossips’, Banerjee et al 2019⁹). These messengers could match the effectiveness of middlemen, who often enjoy similar levels of social influence within the community. For example, a campaign in Zimbabwe conducted by Population Services International, and funded by the UK Department for International Development, called “Get Braids, Not AIDS” effectively utilized hairdressers as messengers to change behaviors on reproductive safety and purchases of female contraceptives. Family can also be used to great effect. For instance in Senegal, the Women’s Association against Irregular Migration (2006 to present) uses messages that focus on the mother–son relationship in their workshops, TV shows, and other media initiatives (UNHCR 2011). Others include, as seen in Bangladesh¹⁰, returnee groups, internet kiosk centers, local level forums and trained volunteers (such as college students or graduate as BNP2TKI experimented earlier).

14. *Build systematic partnerships with communities, CSOs, and the private sector* to achieve resource efficiency and to penetrate remote villages and communicate information in languages easy for villagers to understand. Desmigratif receives funding from central, local and village governments, and is thus an efficient choice to undertake information outreach activities. Lombok Timur district in Nusa Tenggara Barat province presents a good example of partnering with local CSOs. Each of the district’s 35 villages formed a social village institution or *Lembaga Sosial Desa* (LSD) that undertakes information campaigns to promote safe migration. LSD services, assisted by a paralegal and finance counsellor from the CSO and its activities, are to provide up-to-date information and monitor the recruitment practices of prospective migrants in the

⁹ Banerjee et al (2019) find that these ‘gossips’ are more influential than trusted individuals or village heads in convincing mothers in rural Haryana, India, to immunize their children.

¹⁰ See further World Bank project, “Bangladesh: Safe Migration for Bangladeshi Workers” (2013).

villages.¹¹ The Philippines offers an example of partnerships with the private sector. Its law on labor migration requires the Philippine Overseas Employment Administration (POEA) to maintain partnerships with local governments, other government agencies and CSOs. The POEA receives financial support from private companies to produce and distribute free information materials, including the quarterly publication of accredited recruitment agencies that informs prospective migrants of the credibility and accreditation status of the agencies. The information is available online and in printed newspapers and distributed by POEA regional offices, local governments, and CSOs.

15. Such partnerships provide synergies in information campaigns. CSOs conduct information outreach activities about new regulations and procedures as well as migrants' rights and the responsibilities of government, recruitment agencies, and employers abroad. A local CSO in Lombok Timur has developed a mutual collaboration with government agencies in charge of migration issues at the provincial and district levels (*Dinas Tenaga Kerja*, BP3TKI). Recognizing GoI agencies' limited ability to reach migrant communities, the CSO proactively communicates with the agencies to collect and disseminate updated information materials (e.g., about recruitment agencies and regulations on migration) or report rights violations faced by migrants. These interventions have received positive responses from the provincial and district governments offices, as evidenced by their willingness to continuously furnish information related to migration and migrant experiences.

2.3. Target Audience

16. Information-disadvantaged groups are the target audience – i.e., prospective low-skilled migrants, their family members and current migrant family members in rural and remote villages¹². Earlier interviews of prospective migrants conducted by the World Bank indicated that the majority of low-skilled migrants rely on private recruitment agents when deciding whether to migrate, and to help them fill out the necessary paperwork (World Bank 2018b). Their high-skilled counterparts tend to undertake the entire process on their own: these respondents reported in the interviews that the job search and migration processes were easy and rather straightforward. The interviews also revealed that the government's information outreach activities generally fail to reach beyond major cities.

17. Targeting an entire village could result in checks and balances at the community level. In Bangladesh, BRAC¹³ implements the Safe Migration for Bangladeshi Migrant Workers project,¹⁴

¹¹ Such partnership encourages villages to allocate more budgets for activities to support information dissemination. For instance, ten out of 35 villages with LSD now allocate Rp20–30 million per year out of their Rp1–1.5 billion village fund (*dana desa*) to support LSD activities, compared to the Rp5–6 million per year allocated in non-LSD villages.

¹² Other country examples such as Bangladesh suggests that the inclusion of migrant family members in intervention programs serves beneficial especially in terms of addressing grievance or mistreatment.

¹³ BRAC is an international development organization based in Bangladesh, formerly known as Building Resources Across Communities, and the world's number one non-governmental organization (NGO) of 2019 according to NGO Advisor, an independent media organization based in Geneva.

¹⁴ For more details on this project, see <http://www.brac.net/migration-programme/item/914-ongoing-projects>

which is designed to raise community awareness through migration forums that work as community pressure groups. This forum can arrange social arbitration such as taking the necessary steps to extract compensation for deceived migrants from the “middlemen.” The project also organizes workshops at the sub-district and union levels to encourage government officials to provide better support to migrants.

2.4. Content

18. The content of information dissemination campaigns is shaped by their goals – to improve awareness of the regulatory procedures related to migration, enhance understanding of the opportunities and risks of migration, and to better protect migrants during overseas employment. Therefore, the information content needs to be tailored by each stage of migration, as well as by destination and occupation. For instance, information to be provided during the pre-migration decision stage include the quality of recruitment agencies, financial and non-financial benefits of migration as well as occupational and other risks that could occur during overseas employment.

19. Information on the procedure involved in migrating for foreign employment should be provided by government employment services, for example by building an online labor market information system that allows all job seekers to access and obtain information about employment opportunities at home and abroad. This information should include essential requirements for a foreign job and links to institutions that provide relevant training. Currently MOM hosts a job market information system (Ayo Kita Kerja) that offers domestic and international vacancies, and BNP2TKI posts current overseas vacancies on its website, but the two systems are not integrated.

20. Information on the regulatory procedures involved in becoming a documented migrant should contain step-by-step guidance, for example in a question and answer format. The current documentation procedure involves at least 17 steps to prepare the required nine documents.¹⁵ The German Federal Ministry of Labor and Social Affairs and Federal Employment Services launched an online portal, “Make it in Germany,” to attract migrant workers. It provides prospective migrants with answers to questions related to moving to Germany and a five-step procedure to guide them through the process of finding employment in Germany (Constant and Rinne 2013). A similar website would be useful for Indonesians considering employment abroad.

21. Pre-departure briefings need to be tailored by occupation and by destination.¹⁶ The course must contain information on rights in destination countries, working conditions, access to conflict/dispute resolution mechanisms, how to remit wages safely, and how to plan and prepare for return and productive reintegration. Various studies identify areas to improve the pre-departure training undertaken by labor-sending countries, including: (i) to establish a specific training course for prospective domestic workers,¹⁷ (ii) to include returnees as instructors, (iii) to develop a curriculum reflecting input from CSOs and the private sector, as well as migrants’

¹⁵ These include statements on marital status, statement on permission from spouse/ parents, job competency certificate, medical certificate, passport, visa, Indonesian Migrant Workers Placement Agreement, employment agreement, and BPJS social security membership. See Annex 2 on the documentation procedure and see World Bank (2018b) on recommendations for streamlining the documentation procedure.

¹⁶ For instance, Sri Lanka mandates a 15-day training course for prospective migrants who are bound for domestic help jobs in the Middle East, compared to 25 days for those leaving for such jobs in other regions.

¹⁷ Such workers are very likely to be exposed to abuse and exploitation (partly because their work is often not covered by the labor laws of a destination country). Such courses can be offered by the government (e.g., Sri Lanka) or NGOs (e.g., the Philippines)

experiences, (iv) to add interactions such as role play to the briefings, and (v) to monitor and evaluate the effectiveness of the training courses, especially those delivered by recruitment agencies and CSOs (see World Bank 2018b for further details).

2.5. Methods

22. Government information dissemination channels are currently limited to one-way socializations in rigid ways. Dissemination events consist of one-off sessions or briefings delivered by government officials in conventional ways. Pre-departure briefings cover a “broad range of topics” in a very limited time, which likely hinders retention of information. There is little coordination with local stakeholders and community leaders, resulting in limited coverage and, at times, duplication of efforts between the government and CSOs. Printed and multimedia materials have been used in the past but are not broadly disseminated due to limited funding: this often results in materials being printed but not distributed. Overall, the information strategy should leverage technology to make it easier for the information-disadvantaged groups and hard-to-reach groups to receive the relevant information, such as pushing short text messages to mobile phones of targeted groups.

23. Visual, audio, or audiovisual means are more effective at attracting audience than textual pamphlets, posters, or displays with images (Jayashree 2017). YouTube appears to be the most dominant visual source, since it presents many channels on which to share migration procedures and experiences. An example is the World Bank’s 2017 YouTube video, “Indonesia Migrant Workers: Making Migration Easier.” MOM is currently developing an animated video clip targeted at prospective low-skilled migrants who plan to seek employment in Saudi Arabia (*Sistem Penempatan Satu Kanal, One Channel Placement System*) agreed with the Saudi Government.

24. Mass media can be an effective tool to spread simple, focused messages. For example, a public television campaign about going abroad in Moldova delivered the message of “Don’t hurry. Get yourself informed. Find a little time to call a hotline” (Pécoud 2010). In Indonesia, BP3TKI in Kupang in East Nusa Tenggara initiated a local radio talk show on migration due to the medium’s popularity in the region. However, there was insufficient funding to run the program regularly. Advertising on the public transport system can also reach a broad audience.

25. Social media is an efficient way to reach prospective migrants in remote villages and to build broad public awareness. Indonesia has a high mobile phone penetration, and high social media use, particularly Facebook and Twitter. It has more than 310 million mobile phone subscribers (Bank Indonesia 2016) (including 100 percent of migrant workers), and almost 50 percent of the population uses the internet – 139 million users as of 2015. These channels can be used to quickly and broadly spread messages in several formats: short text (tweets),

infographics, photos, and videos.¹⁸ These campaigns can utilize the same simple, focused messages that would also be spread through mass media channels. Social media channels can also be used to build networks of Indonesian migrant workers in each destination country or city, which allows workers to share information with each other, and to support each other in reporting rights violations or seeking support from the protection mechanisms.

26. Spreading real success stories of documented migrants helps make information campaigns more credible and can increase the probability of compliance. For instance, in Singapore, the Humanitarian Organization for Migration Economics manages a website that allows migrant workers to share their success stories. In the Philippines, the Overseas Worker Welfare Administration produces training videos with stories from returned migrant workers who worked in each destination country. This approach gives a “human face” to the information about the benefits of international migration and the procedures to follow to maximize those benefits.

27. Desmigratif should be a migrant resource center, delivering success stories and providing information. In Colombia, migrant resource centers were established in areas identified as “high emigration pressure zones,” and provided services including in-person consultations, sharing printed materials, maintaining a website, and operating telephone and email hotlines (Tacon and Warn 2009). This allows migrants to access all necessary information about migration including the costs and benefits, regardless of their physical location. In Indonesia, non-Desmigratif villages can set up “migrant resource booths” in the village government office in partnership with local MOM and BNP3TKI, and provide migration information services via a centralized phone and email hotline.

2.6. Monitoring and evaluation

28. Each information dissemination program should include quantitative and qualitative methods to monitor and evaluate their effectiveness. These metrics should measure whether information dissemination programs meet the needs of the target groups and adjust the course of implementation, if needed, in a timely manner. Rigorous evaluation of interventions allows to identify which information providers and methods are more effective what target groups and how effective they are in terms of resulting in better-informed and safe migration. A cost-efficient means is to conduct randomized control trails of information interventions such as the SMS interventions done by the EAP Gender Innovation Lab of the World Bank, part of its support to impact evaluation of the Desmigratif program. Key quantifiable performance indicators can be established, which take into account project size, reach, mix of partners and resources. Other quantifiable monitoring tools include website traffic, the number of application users, and the amount of printed materials distributed.

¹⁸ One method is to use mobile phones to canvass people who are interested in migration and tailor information to their needs and then make such information pushed to them directly. Successful implementation of this rests on trust in text messages.

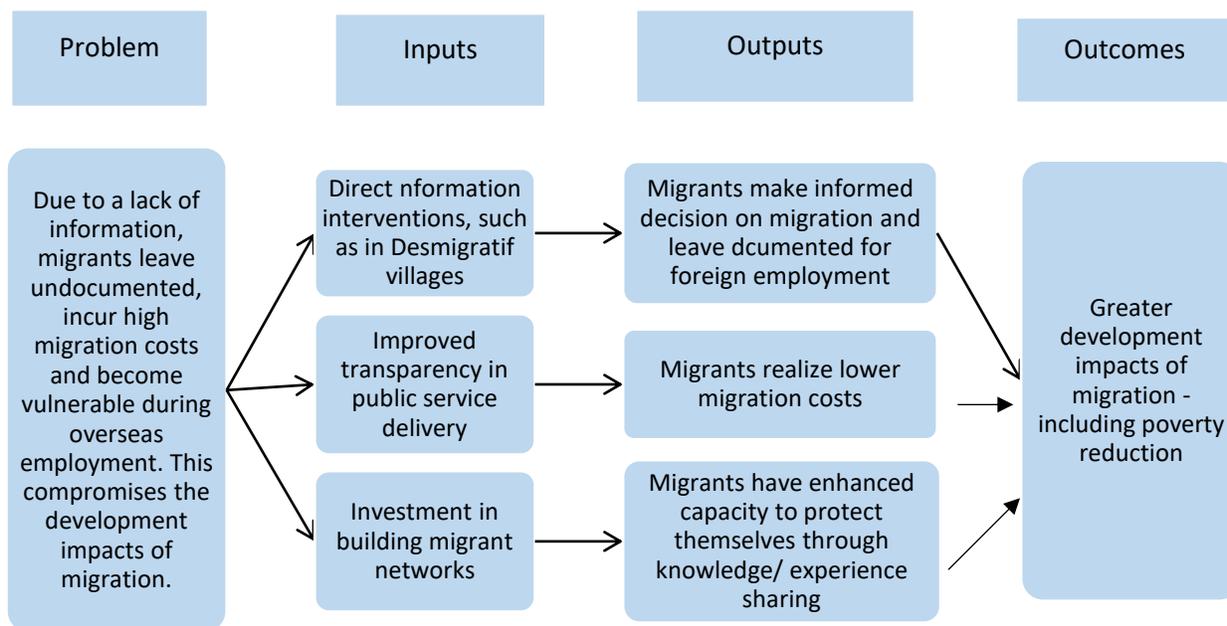
III. Project Description

3.1. Theory of Change

29. Strategic information interventions will enable GoI to influence positive change in the behaviors of prospective migrants, migrant families, and recruitment agencies, which will help make the government's service delivery more effective and accountable. This pilot project will change the village information support system, improve transparency in the government's service delivery system, and change the attitudes and behaviors of (prospective) migrants. As a result, the share of documented migrants in the migrant population would increase, migration costs would be reduced, migrants would have a greater capacity to protect themselves during overseas employment, and ultimately the development impacts of migration would increase. Figure 1 summarizes the expected project results chain.

30. Key assumptions include: (i) better-targeted information outreach will have positive impacts on prospective migrants' behaviors to undergo the documentation process to migrate, (ii) user-friendly information on overseas jobs will empower prospective migrants to undertake job searches on their own and subsequently help them to acquire the necessary training and make informed decisions on jobs, and (iii) feedback and knowledge sharing among (prospective) migrants will increase their bargaining power over recruitment agencies and employers, and demand higher-quality services from the government.

Figure 1. Project Results Chain



3.2. Pilot Project Development Objective

31. The project development objectives (PDOs) are to improve (prospective) low-skilled migrants’ knowledge of what labor migration entails – costs and benefits, job searches, training to upgrade their skills, the documentation process, and their rights in destination countries – and to enable them to manage out-migration on their own like their skilled counterparts.

3.3. Project Beneficiaries

32. The primary beneficiaries are (i) prospective low-skilled migrants, especially women who have little awareness of overseas opportunities, out-migration procedures, the costs and benefits of migration, or their rights in destination countries, (ii) family members of current migrants, who can help them take action if they face rights violations in the destination country, (iii) village heads and district governments, (iv) providers of out-migration services including private recruitment agencies and training centers, and (v) the national government, in particular MOM and BNP2TKI as well as other line ministries such as the Ministry of Women’s Empowerment and Child Protection and the Ministry of Villages, Disadvantaged Regions and Transmigration.

3.4. PDO-Level Indicators

33. The following PDO indicators measure its achievement: (i) number of prospective low-skilled migrants and family members attending in-person information interventions, and (ii) number of prospective low-skilled migrants who (a) received infographics on migration

procedures, (b) learned to use the BNP2TKI website and attended job search sessions, and (c) attended interactive pre-departure briefing courses throughout the placement process. Currently there are no baselines for these proposed indicators. After selecting Desmigratif villages, the project will collect baseline figures and adjust intermediary targets and outcomes accordingly.

34. Intermediate indicators include: (i) number of prospective low-skilled migrants who undertook the deployment process on their own, (ii) number of users of BNP2TKI mobile applications, (iii) cost of preparing the deployment documentation, (iv) number of information outreach activities undertaken by Desmigratif villages, (v) number of users of computers in the selected Desmigratif centers, (vi) number of visits to the BNP2TKI and MOM job portals, and (vii) number of complaints lodged in the BNP2TKI.

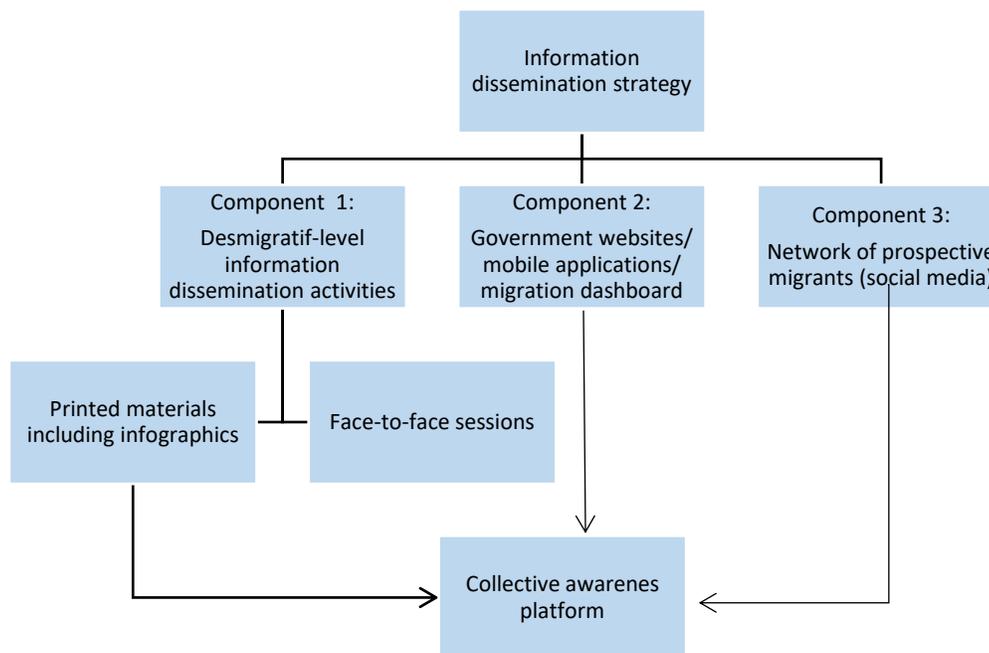
3.5. Project Components

35. The pilot project will emphasize providing guidance and support to establish a comprehensive information dissemination strategy, develop information dissemination programs in line with the strategy, and integrate the programs into the overall performance of Desmigratif at the village level. These steps will improve delivery systems for migrants and align incentives for resource allocations.

36. This Gol pilot project consists of three components: (i) direct information interventions at the village level (Desmigratif villages), (ii) indirect interventions through improving the transparency of information housed by the local and central government, and (iii) supporting (prospective) migrants to create their own social network as a support mechanism. MOM will be the lead executing agency for this pilot project and responsible for Component i. MOM and BNP2TKI will be jointly responsible for Component ii and BNP2TKI for Component iii. The three components can be implemented simultaneously. Nevertheless, a first step is to prepare data analytics, utilizing data from SISKOTKLN, to feed into the development of infographics (under Component 1) and of dashboard (under Component 2). Figure 2 illustrates the overall project design framework.¹⁹

¹⁹ MOM is assumed to continue as the lead ministry to formulate migration policies and the BNP2TKI as the agency responsible for implementing Law No. 18/2017.

Figure 2. Project Design Framework



37. **Component 1. Developing information dissemination programs in 400 Desmigratif villages.**²⁰ The objective of this component is to improve the effectiveness of direct information interventions at the village level, and to enhance the capacity of village leaders and Desmigratif staff. The latter will enable them to teach villagers how to use computers and conduct job searches on-line and to make them comfortable at tapping into technology-enabled information deliveries.²¹ The project will partner with local CSOs to provide facilities as well as financial and human resources.

38. *Subcomponent 1.1. Develop a series of infographics.* First, using data analyzed from SISKOTKLN, an infographic will contain information, sorted by destination and occupation, on (a) the pattern of migration – number of migrants, (b) wages of migrants, (c) financial costs of migration, as well as (d) type of risks that could occur during overseas employment. These analyses will be used to develop migration dashboards under Component 2. Second, an infographic sheet will present issues and access points to address these issues throughout the migration cycle: Job search -> documentation procedures -> overseas employment -> return. Third, an infographic will provide step-by-step instructions on the documentation procedures.

²⁰ This pilot does not include short text service (SMS) to mobile phones as a means to reach beneficiaries because another work by the Bank's Gender Innovation Lab of the East Asia and the Pacific region experiments, at the time of this writing, the effectiveness of SMS on migration.

²¹ The specific design of interventions to build capacity of village leaders and Desmigratif staff will take into account findings from impact evaluation of the Desmigratif program, an ongoing support activity by the Bank's EAP Gender Innovation Lab.

Fourth, an infographic will present in detail the potential difficulties and challenges arising during overseas employment and inform prospective migrants about ways to remit wages to family members through official channels and the associated costs by channel and destination. These infographics will be uploaded to the websites of MOM, BNP2TKI, and Desmigratif as well as recruitment agencies and CSOs. Printouts of these infographics will be available in Desmigratif, and an electronic version will be used during face-to-face sessions.

39. *Subcomponent 1.2. Develop a face-to-face activity.* The project will develop a series of prototype face-to-face sessions to identify the most effective means of disseminating information in person. The key content should be related to conducting a job search and undertaking the documentation procedures. First, it will create a virtual set-up of the LTSA and help prospective migrants conduct hands-on exercises to complete the required paperwork and demonstrate, using computers, how to navigate the MOM and BNP2TKI websites (including the job portals) and use the government's jobs and migration-related applications on their smartphones. Second, it will conduct interactive role plays related to the documentation procedures. Third, the Desmigratif facilities will help prospective migrants with their job searches and documentation.

40. *Subcomponent 1.3. Develop the capacity of village leaders and Desmigratif staff.* This component provides an opportunity to improve the quality of information dissemination through mainstreaming training, capacity building, and technical guidelines.

41. **Component 2. Improving the websites of relevant government agencies to improve transparency in service delivery and make it user friendly.** This is a key communication tool, suitable for addressing the various stakeholders in the migration process who can quickly click on to their area of interest. The current relevant websites contain a vast array of information, but require further improvement to make them user friendly, especially for low-skilled workers. The pilot project supports (i) developing a migration dashboard that displays real-time data on the number of jobs available by destination and occupation, number of workers left, cost of migration by destination and occupation, and the average time taken to complete the documentation process by district/ province²²; (ii) improving information in the job portal by specifying job qualifications, employment duration, benefits, and contact information for the recruitment agency and its associated search function; and (iii) uploading infographics on documentation procedures and services provided for workers during overseas employment.

42. **Component 3. Creating a designated social media application for (prospective) migrants.** This activity aims to create a support network to allow prospective and current low-skilled migrants to share information. It will create a designated migrant website (similar to Facebook or Twitter) and an associated application, managed by a third party (such as a leading CSO) under

²² This real-time update can be pushed to mobile phones of target groups – such as skills training recipients and those registered in a job-seeker pool whose phone numbers can be gathered during the respective registration stage.

the supervision of the government agency responsible for implementing Law No. 18/2017. Prospective migrants can join the network during the documentation process, and village-level sessions will be held to inform current migrants' families about the network so they can encourage family members working abroad to join. The data collected from managing the network will be analyzed in order to improve the information dissemination strategy and more broadly support migration policies. This component will partner with corporate social responsibility departments within the private sector such as recruitment agency associations or IT/ mobile phone companies. The network development and management will benefit from lessons learned from Korea's Employment Permit System (the country's low-skilled temporary labor migration program), which helped Filipino workers returned from Korea build a similar network.

IV. Implementation

4.1. Institutional Arrangements

43. It is recommended that the government implements this pilot project over a period of about two years in 400 Desmigratif villages. Coordination and management should be arranged at the national level by establishing a Project Implementation Group (PIG) chaired by the Minister of Manpower and consisting of senior officials from MOM, BNP2TKI (or an implementation agency of Law No. 18/2017) and representatives of the relevant provincial governments. The PIG will supervise the work and ensure knowledge sharing and synergy among participating villages, and feed the lessons learned into the national policy formulation process. The project will develop close linkages with the World Bank team to help ensure lessons are incorporated into the pilot project during the implementation phase. The Bank team will help supervise the project at the village level in conjunction with its ongoing support to Desmigratif. The government should aim to scale up the project to other villages after incorporating the lessons learned from the pilot phase.

4.2. Results Monitoring and Evaluation

44. The results framework describes the PDO-level outcome indicators and the component-specific intermediate indicators. As this is a first attempt to conduct information dissemination in a systematic manner, some indicators do not have relevant baselines. Annex 1 proposes a results framework that entails monitoring and evaluation (M&E) arrangements and responsibilities. The PIG will be responsible for M&E. Key information will be extracted on a regular basis from routine data collection procedures. Part of the Desmigratif M&E framework will therefore consist of customized surveys conducted by a third party. A medium-term review will help adjust target values of the indicators as warranted.

4.3. Sustainability

45. The overall sustainability of this pilot project rests on the government's commitment to scale up socialization and improve information dissemination as mandated in Law 18/2017. MOM has sought World Bank support to develop a comprehensive information dissemination strategy. At the national level, MOM will: (i) serve as the convening platform for information dissemination and socialization related to labor migration, (ii) guide other relevant agencies in developing such activities and programs, (iii) provide agencies and villages with peer-to-peer learning opportunities, and (iv) help them adopt good practices. The selection of project components is in line with village mandates (as stipulated in Law 18/2017). Furthermore, the project's choice to intervene in Desmigratif villages is aligned with the Bank's ongoing support to MOM, which entails improving the Desmigratif program's M&E framework.

V. Key Risks

46. The overall risk rating is moderate, owing to the government's resource availability and the varied implementation capacity among Desmigratif villages. The available resources include access to necessary financial resources, human skill sets, and technology resources. The project aims to mitigate the overall risk by implementing robust project management tracking and communication using project management tools, including online tools to ensure transparency.

a. Financial resources. MOM and BNP2TKI have expressed that budget shortfalls weaken its capacity to deliver services. Yet they aim to allocate more resources to information dissemination programs and activities to deliver their commitments under Law 18/2017. To mitigate this moderate risk, the project will seek partnership opportunities with private recruitment agency associations, banks that provide micro-credit programs (such as *Kredit Usaha Rakyat*) for migrants, CSOs and development agencies to improve the BNP2TKI website, print infographics, prepare presentation materials, and identify useful face-to-face interactions. It will pursue partnerships with universities and research institutes to analyze data collected from the SISKOTKLN, and to feed into the development of infographics and migration dashboards on government websites.

b. Skills. Project implementation will require communication specialists to develop infographics and presentation materials and to train Desmigratif staff to deliver face-to-face interventions. It also requires information technology (IT) specialists to undertake website front-end work, develop mobile applications, and build the platform for a migrant network. The project will seek partnerships with IT and telecommunication companies, academia, labor-receiving governments, and development partners.

c. Technology. Project delays could result from software and hardware defects or the failure of an underlying service. The government's information system (e.g., SISKOTKLN) has presented solid performance for a number of years, and therefore the related risks are likely to be low. Nevertheless, the project will closely monitor the compatibility of any software (such as a job search tool) with the underlying platform.

d. Implementation capacity. The capacity to implement the project varies by agency and village. This risk is addressed by allocating resources and opportunities for training, capacity building, and peer learning. To maximize resource use, it will mobilize online tools as much as possible – webinars, online hands-on courses, webcasts of seminars, etc. The Bank will provide hands-on supervision to this pilot project and review outputs.

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Annex 1. Example of Results Framework and Monitoring

Project development objectives: To improve (prospective) low-skilled migrants' knowledge about what labor migration entails – costs and benefits of migration, job searches, training to upgrade their skills, the documentation process, and their rights in destination countries, and to enable them to manage out-migration on their own like their skilled counterparts.

Project Development Indicators

Indicator	Baseline	Intermediary outputs (Dec. 2020)	Medium-term targets (Dec. 2021)
1. Percent of documented low-skilled migrants in the total low-skilled migrants	40 percent (2015)	< 50 percent	< 75 percent
2. Migration costs incurred by low-skilled workers (in months of earnings in destinations, average)	6-8 months (2018)	>5 months	> 3 months
3. Incidences of abuse/ right violations filed (to be surveyed at airports)	<40% of returnees (2015)	>25% of returnees	>10% of returnees

Intermediate result indicators

Overall			
Overall project intermediate indicator: Development of an information dissemination strategy	N	Y (draft)	Y (Final version published both in Bahasa Indonesia and in English)
Component 1.			
1. Development infographics on costs and benefits of migration, migration procedures, documentation process, and migrant rights	N	Y (Final version displayed in selected Desmigratif villages)	Y All village offices have displayed such infographics
2. Number of face-to-face information interventions with prospective migrants and migrant family members (year)	0	6/	12/ selected Desmigratif village
3. Number of information dissemination training modules used by selected Desmigratif villages	0	3	4
4. Number of capacity building training received by staff in selected Desmigratif villages and village leaders (year)	0	2	4

Component 2.			
1. Development of a migration dashboard on the BNP2TKI website	N	Y (draft)	Y (operational)
2. Upload the infographics on migration procedures and documentation process detailing step-by-step	N	Y	Y
3. Job search tool is user friendly	N	Y (version 2)	Y (final version)
4. Mobile applications are available for job search and documentation process	N	Y (draft)	Y (operational)
Component 3.			
5. Development of the web-based product to build a migrant network (similar to Facebook or Twitter)	N	Y	Y
6. Number of (prospective) migrant members	0	>10 percent of migrants	> 40 percent of migrants

Annex 2. Documentation process for migrants (World Bank 2018b)

