

CHAPTER I

INTRODUCTION

A. Background

Migrant worker is a worker that works overseas for improving their social and economic barriers in which they cannot afford in their own area or in their own country. Migrant worker means working for others in which means also the migrant workers is work based on instruction given by the employers they work for. In accordance with migrant workers, means relating between two states that cooperate together in sending off and receiving the worker in. Due to those fact, thus the government from both states especially the one who used to send the worker off should pay more attention towards their rights and ensure their protection while they work overseas, as well as the government from the destination country to apply and give more concern regarding their policy towards the regulation they have. This research paper will deliver about the advocacy's efforts conducted by Humanitarian Organization for Migration Economics (HOME) as the Singapore Non-Governmental Organization in cooperate together with the local NGOs from Singapore and Indonesia in advocating the issues and protection of Indonesian Foreign Domestic Workers in Singapore.

Singapore is painted as a land of opportunity, where you have an outside chance once you returning home bring more income to the families. That is one of the main reason why there are many foreign workers work as a domestic worker in Singapore. According to the Indonesian's research center for domestic workers placement and protection, from 2010 – 2016, Singapore become one out of the best

five most chosen destination country by the Indonesian workers to work as domestic workers, together with Malaysia, Saudi Arabia, Hong Kong, and Taiwan. (Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia, 2016). In Singapore, there are three different categories of labor migrant;

1. Highly skilled work permit holders (expatriates) who earn a minimum of SGD 2,500 per month;
2. S-pass holders, who earn salary more than SGD 1,800 per month; and
3. Unskilled (temporary) workers who earn less than SGD 1,800 per month.

From the different categories above, Indonesian labor migrants fall into the third category which is most of Indonesian labor migrants working in construction, manufacturing, or as domestic workers (International Organization for Migration, 2010). A research by International Organization of Migration shows a report from the Indonesian embassy in Singapore that the largest number of foreign domestic workers in percentage of 55 come from Indonesia, followed by the Philippines with 40 percent and the remaining 5 percent are spread from other countries including Thailand, Myanmar, India, and Bangladesh (International Organization for Migration, 2010).

Table 1.1
25 most chosen Destination Countries for Indonesian Migrant Workers in
2012-2015 (BNP2TKI, 2015).

NO	NEGARA	2012	2013	2014	2015
1	MALAYSIA	134,069	150,250	127,827	97,635
2	TAIWAN	81,071	83,544	82,665	75,303
3	SAUDI ARABIA	40,655	45,394	44,325	23,000
4	HONG KONG	45,478	41,769	35,050	15,322
5	SINGAPORE	41,556	34,655	31,680	20,895
6	UNITED ARAB EMIRATES	35,888	44,505	17,962	7,619
7	QATAR	20,380	16,237	7,862	2,460
8	KOREA SELATAN	13,593	15,374	11,848	5,501
9	UNITED STATES	15,353	15,021	9,233	1,029
10	OMAN	8,836	10,719	19,141	6,766
11	BRUNEI DARUSSALAM	13,146	11,269	11,616	9,993
12	BAHRAIN	6,328	5,384	5,472	2,570
13	JAPAN	3,293	3,042	2,428	468
14	ITALY	3,691	3,746	1,295	1,516
15	KUWAIT	2,518	2,534	1,714	210
16	CHINA	1,967	2,055	915	108
17	SPAIN	1,746	1,417	889	268
18	TURKEY	1,209	1,518	1,246	1,108
19	SOUTH AFRICA	1,388	905	587	113
20	MAURITIUS	982	1,017	838	144
21	THAILAND	1,035	1,041	717	90
22	NETHERLANDS	798	1,176	796	52
23	FIJI ISLANDS	970	848	902	246
24	AUSTRALIA	945	1,012	644	77
25	GERMANY	697	1,168	556	194
26	LAINNYA	17,017	16,568	11,664	3,049
TOTAL		494,609	512,168	429,872	275,736

Table 1.2
The most chosen Profession of Indonesian Migrant Workers Overseas in
2012-2015 (BNP2TKI, 2015).

NO	JABATAN	2012	2013	2014	2015
1	Dosmetic Worker	164,981	168,318	133,390	52,328
2	Caregiver/Caretaker	52,565	48,188	49,069	44,941
3	Plantation Worker	36,478	47,598	47,790	38,526
4	Operator	40,347	46,799	38,836	35,187
5	DeckHand	12,283	11,249	10,410	1,166
6	General Worker	8,488	13,834	8,920	5,521
7	Housekeepers	16,006	8,301	6,272	5,956
8	Labour	19,493	5,854	4,678	1,390
9	Worker	19,161	13,042	10,154	13,399
10	Production Operator	7,076	10,520	9,283	3,924
11	Driver	9,141	7,832	7,450	1,250
12	Construction Worker	5,040	10,204	7,093	3,089
13	Able Body Seaman	7,796	8,719	4,810	596
14	Fisherman	5,213	5,559	4,852	1,866
15	Construction Labourers	5,813	2,835	3,668	1,839
16	Gardener	2,580	3,831	3,214	2,245
17	Steeward	5,341	2,690	1,380	257
18	Cleaning Service	1,874	2,409	4,973	2,667
19	Waiter	4,144	3,153	1,958	2,310
20	Lainnya	70,789	91,233	71,672	57,279
TOTAL		494,609	512,168	429,872	275,736

Based from the data provided previously above, the domestic workers is the first job in which being the most chosen by the Indonesians. Being domestic worker, it does not mean working in peace and receive their rights fully, in fact there are several problems appeared during their work in Singapore as a domestic worker. In 2014, HOME reported that in the shelters had helped 750 domestic workers with several cases reported. There are 97 cases of physical abuse, 19 cases of sexual harassment, and 333 cases of verbal or psychological abuse (O'Brien, 2015). Others data from HOME, showed in 2015 it is recorded 299 case of emotional abuse, 108 cases of unpaid wages, 102 cases of physical abuse, and 75 cases of insufficient food, among 1212 cases in total (Salvá, 2016). The data show that there are actually still many abuse experienced by the domestic workers in Singapore in which unrecorded. In accordance to the data explained previously, it is clear that the protection of Indonesian Foreign Domestic Worker in Singapore is has not been implemented in their well-being regulations, since there are still a lot of abuse, violence, and others inhuman activity during the FDW works abroad. Thus, their protection should become one of the important concern for the government. In accordance with the remarks of the UNHCR in General Assembly on Migration and Development, that: "Managing migration flows effectively requires understanding that migrants are not simply agents of development but human being with rights, which States have an obligation to protect".

Meanwhile, the protection of the migrant domestic workers is still ignored by the stakeholders and the policy makers from both government of origin country and destination country. Although in Indonesia, the issue or case of Indonesian

migrant workers has been managed in UU No. 39/2004 as the highest regulation in concerning the migrant workers issue but still, there are some regulation in which the regulation and law are not explicitly written towards the protection of the migrant workers. In this case, Singapore's government has largely relied on market forces rather than labor laws to regulate working conditions and recruitment practices. It is then not surprisingly that migrant domestic workers are not protected under the Employment Act (Wong, 2010). It will be different if the Employment Act as the policy makers make a regulations and its protection for the migrant domestic workers, there will be a guarantee and protection for the migrant domestic workers regarding their mandatory weekly rest day, overtime pay, paid sick leave, annual leave, and maternity leave. But in opposite, migrant domestic workers are covered by the Employment of Foreign Manpower Act in which provide protections that is less comprehensive than the Employment Act (Wong, 2010).

However, the regulations made are worded too vaguely to ensure effective and consistent enforcement. The act stipulates that rest days will be provided in accordance with the terms of employment contract. Although there was a standard of employment contract in which was introduced in 2006, it is still did not set a minimum wage nor did it set limits on working hours and employers are allowed the option of giving only rest day in a month, which is far below accepted international labor norms (Wong, 2010). Aside from that, a research and complaint are received by HOME informed that most of the issue experienced by Indonesian foreign domestic workers in Singapore are such as less training, paid high payments

for agency, unpaid wages and levy, insufficient food that contains of expired food, and less nutrition meal they receive, and lack of accommodation.

Responding to many issues experienced by the foreign domestic workers that happened in Singapore, some Non-Governmental Organization, International Non-Governmental Organization in Singapore, and other advocacy actors take a role as an organization that concerns to the rights and protection of foreign domestic workers in which somehow the Singapore's Government gives less attention towards the issue. There are several actors involved in both countries in advocating the issue of Indonesian migrant domestic workers in Singapore who experience such abuse and any maltreatment. Thus, some non-governmental organizations play an important role in advocating their rights and protection in which all of them mostly has the same concern has its vision and mission to promote safety for Indonesian foreign domestic workers. In addition, their advocacy activity also refers to influence the government as the stakeholder's authority to create, revise, and add a regulation where possible and ratify some constitution or convention in relating with the protection and rights for Indonesian migrant domestic worker, especially in Singapore. One of the main organization that has been mentioned above is HOME.

HOME is a non-governmental organization based in Singapore which concerns on the issues of migrant domestic workers in Singapore. HOME has provided services to thousands of migrant workers in need through its provision of shelters, legal assistance, training and rehabilitative services, with up to 10.000 individuals with several cases are being assisted each year. Roughly 60 percent of

those assisted by HOME are migrant domestic workers, and just under half of those migrant domestic workers are Indonesian. There are currently estimated that there are around 80,000 Indonesian domestic workers in Singapore (Humanitarian Organization for Migrations Economic., 2012). Through its day-to-day interaction – as the part of their advocacy process, with the Indonesian migrant domestic worker community, HOME has a clear insight into the challenge and discrimination facing by these women and the different ways in which the Indonesian government fails to comply with its obligation under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in order to prevent these women from being discriminated against both in Indonesia and Singapore (Humanitarian Organization for Migrations Economic., 2012). Therefore, concerning in the protection of Indonesian migrant domestic workers overseas is important and there must be an action to advocating and realizing it in further.

B. Research Question

From the topic that has explained above, this research study is intended to answer:

“How does the advocacy process conducted by HOME towards the protection of Indonesian Domestic Workers in Singapore?”

C. Theoretical Framework

To elaborate the process in advocating the protection of Indonesian foreign domestic workers in Singapore, this research needs a model of advocacy to explain the step by step of the advocacy efforts. In order to answer the research question, the writer uses advocacy process elaborated through step by step illustrated in table

show below to give an explanation towards each step conducted and a model of integrated advocacy process to explain briefly the changing of the policy in accordance with the issues. First model that will be used to explain the advocacy conducted by Humanitarian Organizations for Migrations Economics are the step by step advocacy process which illustrated through the table below.

1. The Advocacy Process

According to Roem Tomatimasang, the main purpose of advocacy is to shape the public opinion and make the society or public realize and aware towards the issue. It is focusing on creating how to make them take action and raise its awareness of the public or civil society in regards with the issue that happened and faced by the victims. More specifically, advocacy is not only about changing the cognition of its elements such as knowledge and additional insight but also change its affection in its elements such as the behavior and attitudes of the people. Thus, Roem Tomatimasang stated that advocacy is an activity which at least need nine steps to elaborate the processes before reaching its content to change the public policy.

Table 1.3
Step by step process of Integrated Advocacy (Tomatimasang, 2013)

THE STEP OF ADVOCACY	PROGRESS AND ITS STEP
Form the Core Ring <i>(Membentuk lingkaran inti)</i>	The process in advocating the protection of Indonesian migrant worker is focusing on the core ring, the foreign domestic workers. Data shows that most of the Indonesian Domestic Worker who work in Singapore are women comparing to the men and work as a domestic worker.
Choose the Strategic Issue <i>(Memilih Issue Strategis)</i>	The strategic issue is being chosen from the local NGOs data received through some research by H.O.M.E and Transient Workers Count Too (TWC2). The issues are physical and sexual abuse, economic abuse (unpaid salaries, wage deduction) and excessive works hours (no days off), and bad accommodation.
Planning on the Target and its Strategy <i>(Merancang sasaran dan strategy)</i>	Advocating the protection of Indonesian domestic workers by planning on change, revise, and add the Employment Act of Ministry of Manpower Singapore's regulation in order to realizing the rights of foreign domestic worker.
Processing the Data and Collecting Information <i>(Mengolah data dan mengemas informasi)</i>	HOME in collaboration with TWC2 were conducting interview session with Indonesian Foreign Domestic Workers (FDW) in Singapore and provide some questions to observe accurate data relating to the issue they faced. In addition, HOME also collecting additional information from the Indonesian FDW who stay in the HOME Shelter while waiting their case to be finished.
Gathering Alliance and Supporting Actor of Advocacy <i>(Menggalang sekutu dan Pendukung advokasi)</i>	HOME build close alliance with many NGOs in Singapore such as TWC2 and AWARE. HOME also build strong partnership with the regional NGOs in Indonesia called <i>Yayasan Dunia Viva Wanita</i> .
Offering Counter Plan <i>(Mengajukan Rancangan Tanding)</i>	HOME and TWC2 and AWARE in offering counter plan to the government or policy makers in Singapore and together with <i>Viva Wanita</i> to counter its plan to the both states' Government.
Influence the Policy Makers <i>(Mempengaruhi Pembuat Kebijakan)</i>	HOME, TWC2, and AWARE try to influence MOM in making the policy more concern about the issue faced by Indonesian FDW in Singapore through lobby, negotiate, mediate, and collaborate processes before realizing the public policy changing.
Creating Public Opinion <i>(Membentuk Pendapat Umum)</i>	In Singapore, HOME, TWC2, and AWARE emerging campaigns in Singapore which concern to the protection of FDW in Singapore. One of the campaign is "Day off for Domestic Workers", "S.H.OUT", and "We Can! Singapore". In addition, TWC2 also

2. Model of Integrated Advocacy

Advocacy is an effort to revise or to change the public policy to fit with the purpose or interest of those who insist or who want a change. Advocacy originally come the word “advocate” in which means to protect, to defend, to promote, or to advocate, or even in other means is to create and create an organized or systematic change (Azizah, 2013). In underlining the term of advocacy, the main purpose of advocacy is to realize a revise, or change of public policy. According to Laswell, the process of policy is divided into 4 steps, including: agenda setting, policy formulation and legitimation, implementation, and evaluation. In brief, advocacy is the pursuit of influencing outcomes – including public-policy and resources allocation decisions within political, economic, and social systems and institutions – that directly affect people’s current lives.

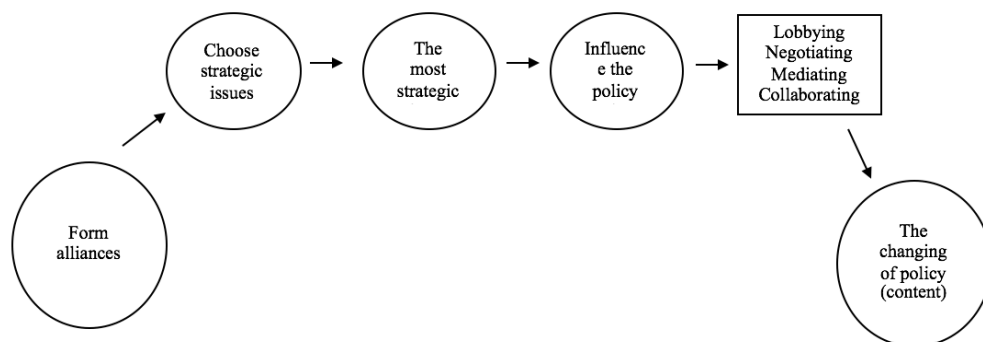


Figure 1.4
Integrated Advocacy Process.
Source: (Azizah, 2013)

From the model stated previously, it can be seen that the advocacy process goes to each step in each sector. In the issues of Indonesian foreign domestic workers in Singapore, the process of integrated advocacy started from the very start up which is forming the alliances before begin the advocacy activity and what kind of issues or problem that will be advocated. As how the HOME formed alliances with TWC2, AWARE, and local NGOs in Indonesia which is *Yayasan Dunia Viva Wanita* also widely known as *Viva Wanita*, to discuss and form the strategic issues and problem experienced by most of the foreign domestic workers especially the Indonesians which is also one of the step before realizing the advocacy activity. Then right afterwards, it continues to choose the most strategic issue which happen to be the rights and protection of Indonesian foreign domestic workers in Singapore, as there is still many violence refer to physical and sexual abuse, economic abuse that refers to unpaid salaries, and wage deduction for a long time, bad accommodation they receive, insufficient food, and even their limit of association with their families or relatives. Those mentioned issues have been experienced by Indonesian Foreign Domestic Workers in Singapore. After knowing the fact there are still several issues appeared, as the NGOs, HOME form a cooperation with TWC2 in conducting an interview as one of the research method's to get more accurate and specific information from the Indonesian Foreign Domestic Workers in Singapore in order to observe and divide the issue before it will be advocated afterwards by countering a plan to influence the authorities' stakeholder or policy makers.

From the data and information collected from the previous step, the process will continue to the next step in which to influence the policy makers in Singapore and Indonesia towards their previous or the available policy or law regulations as to suggest and recommend put more particular attention which related to the issue faced by Indonesian domestic worker in Singapore. Following by the next step will be the lobbying, negotiating, mediating, as well as collaborating with all the involved advocacy actors which involve, in making the policy revised, added, or changed comparing to the previous policy regarding the issue. As the advocacy runs smoothly, then it means the advocacy process following the Integrated Advocacy Model is applicable and match to conduct an advocacy activity in further which related with the issue of migrant workers.

D. Hypothesis

From the explanation above, the hypothesis can be raise that the advocacy process done by H.O.M.E in realizing the protection of Indonesian Foreign Domestic Workers in Singapore is going through:

1. Lobbying the Ministry of Manpower as the Singapore Government to ratify the convention from ILO number 89th on Decent Work for Domestic Worker and International Convention on the Protection of the Rights of All Migrant Workers and Member of their Families and others International Convention relating to the issue in which both of States has yet ratify.
2. Negotiating with the Ministry of Manpower and the Employment Act as the policy makers towards the regulations and laws or amendments to create a revision, to add, or to change some policies or amendments. Negotiate the

Singapore's Government to include foreign domestic worker's protection are the same under the Employment Act protection.

3. Mediating lead by HOME and TWC2 in which arranged between workers, employers, and other relevant parties such as employment agencies involved, to ensure that existing laws are enforced to uphold the dignity and rights of the aggrieved workers.
4. Collaborating with other advocacy partners as the supporting advocacy actors which are TWC2, AWARE as the NGOs from Singapore and the NGOs from Indonesia which is *Viva Wanita* in making a collaboration to work together by dividing each duty for the advocacy activity to accomplished the achievements.

E. Research Methodology

This undergraduate thesis used literature studies as the technique. The writer uses the data collection information through library research and others resources to conduct this research clear and its accuracy by using books, journal, article, and website related to the topics.

F. Purpose of Research

This undergraduate thesis has several purpose, these are:

1. Explaining the current condition of Indonesian Domestic Workers in Singapore.
2. Explaining the problem and issue faced by the Indonesian Domestic Workers in Singapore.

3. Elaborating the advocacy process and its efforts done by HOME and advocacy partners NGOs in advocating the issue.

G. Scope of Research

In order to avoid the wide range of research and to make this research more specific, the scope of research that the writer explained in this undergraduate thesis embraces the advocacy process towards the issue of Indonesian Foreign Domestic Workers in Singapore by the year of 2008-2016.

H. Systematical of Writing

The writer divided this paper into some chapters, and each of the chapter is connected and related to one and another, so it is become one in unite.

Chapter I, examining the introduction which contains: background, research question, theoretical framework, hypothesis, scope of research, and the outline

Chapter II, describing the role of HOME and HOME advocacy partners towards the advocacy activities

Chapter III, describing and analyzes the issue faced by Indonesian Foreign Domestic Workers in Singapore.

Chapter IV, analyzing the advocacy efforts of HOME Singapore and partners in advocating the protection of Indonesian Foreign Domestic Workers in Singapore.

Chapter V, consists of the closing and conclusion from the entire paper as a whole.