



Research Article

Analysis of Productive Migration Village Program for Indonesian Migrant Workers in Paringan Village Ponorogo Regency

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Abstract.

The complexity of the problems faced by Indonesian migrant workers (IMW) is a problem that needs to be taken seriously. One of the efforts made by the government to overcome this is the productive migrant village (PMV) Program. Among the regions that are considered successful in implementing the program is Ponorogo Regency. This is shown by the appreciation from the Minister of Manpower for the way IMW was handled. Based on this background, the purpose of this research is to analyze the implementation of the PMV Program for IMW in Ponorogo Regency. This research is an exploratory qualitative research. The subjects and informants in this study were the village government, the implementer of the PMV program, and the family of IMW, IMW, or former IMW. The focus of this research is the implementation of the PMV policy for IMW in Ponorogo Regency. Data were collected using interview, observation, and documentation techniques, with the research instrument being the researcher himself. Furthermore, the data is processed qualitatively. Paringan Village has four pillars in the PMV program: 1) Migration Service Center, 2) Productive Business Activities, 3) Community Parenting, and 4) Business Cooperatives. As a stimulus program, the four pillars still have an element of sustainability even though the program has been completed. However, the role of the village government and local government is still needed to ensure sustainability.

Keywords: program analysis, productive migrant village, Indonesian migrant workers

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Published 6 March 2023

Publishing services provided by Knowledge E

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Selection and Peer-review under the responsibility of the IAPA 2022 Conference Committee.

1. Introduction

The scarcity of jobs is one of the driving forces for workers to take alternatives to become migrant workers abroad. Based on data from the Indonesian Migrant Workers Protection Agency (BP2MI), the total number of Indonesian Migrant Workers (IMW) sent until November 2020 is 10.395 people, and it is projected that there will be an increase of around 40-60% in 2021 [1]. The hope of a better life is a strong reason for workers to work abroad. The difficult economic conditions in their region make them look for work abroad to support their families financially [2]. In addition, the high income and the dream of a more prosperous life become the main attraction for prospective migrant

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workers to become IMW. For example, The successful migrant networks in Hong Kong get various facilities, conveniences, and comforts as "social prestige"[3].

Based on data from BP2MI in 2022 and previous years, East Java is the province that provides the largest number of migrant workers, with 28.810 people [4]. The following is IMW data from each province:

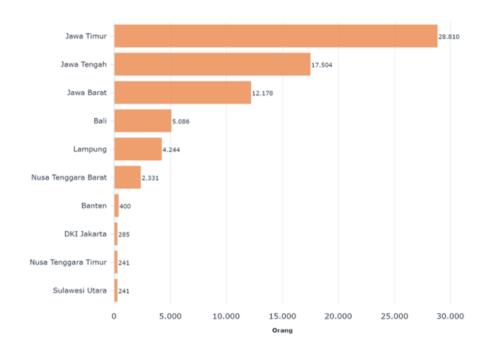


Figure 1: Areas of Origin of Indonesian Migrant Workers.

Ponorogo Regency is one of the three regencies that contribute most to IMW deliveries in East Java. Based on the number of IMWs in the second quarter of 2019, Ponorogo Regency recorded 2.393 people, Blitar as many as 2.247 people, Malang as many as 1.926 people, Tulungagung as many as 1.815, and Banyuwangi 1.648 people [5]. In 2020, the number of Indonesian Migrant Workers (IMW) abroad from Ponorogo Regency was 36.216 workers [6]. In addition, on March 2022, Ponorogo Regency is the second largest district in the placement of Indonesian migrant workers [7], as follows:

Therefore, this research will be conducted in Ponorogo Regency. Furthermore, based on the gender of IMW and the field of work entered/sector, it can be described as follows:

The sector entered by IMW was dominated by the informal sector, although in March, placements in the formal sector were larger than IMWs in the informal sector:

Based on these data, it can be stated that the number of female IMW is higher than that of male IMW. Meanwhile, the employment sector entered by IMW is the informal sector, which tends to provide more problems than the formal sector.

NO	NAME OF CITY	JANUARY	FEBRUARY	MARCH
1	Indramayu	484	469	773
2	Ponorogo	325	322	494
3	Cilacap	325	293	488
4	Cirebon (Kab)	268	192	422
5	Blitar	389	311	410
6	Lampung Timur	163	158	400
7	Malang	401	281	391
8	Kendal	299	253	388
9	Banyuwangi	186	163	296
10	Tulungagung	189	180	291

Figure 2: Placement of Indonesian Migrant Workers by Highest Regency/City in Indonesia (March 2022).

NO	SECTOR	JANUARY	FEBRUARY	MARCH
1 Forma	al	1.770	2.256	5.916
2 Inform	nal	4.663	3.415	4.931
	TOTAL	6.433	5.671	10.847
NO	GENDER	JANUARY	FEBRUARY	MARCH
NO 1 Male	GENDER	JANUARY 1.162	FEBRUARY	МАКСН 4.453

Figure 3: IMW Placement by Sector and Gender January-March 2022.

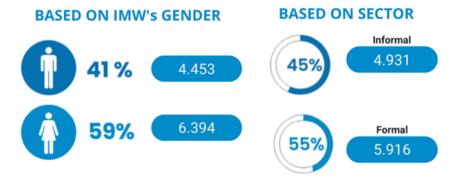


Figure 4: IMW Data Based on Gender and Sector (March 2022).

Various problems arise as IMW increases. An example is the phenomenon of undocumented workers, which allows employers to gain influential positions. Related to that, the main problem for migrant workers abroad is that the working relationship between migrant workers and those who employ them can be built unilaterally so that the rights and voices of workers can be ignored [8]. In 2018 there were 4,696 complaints made by IMW at the Crisis Center, with the most complaints being 441 complaints with

undocumented IMW problems [9], making it difficult for the Indonesian government to provide protection. In 2017, The Director of Protection for Indonesian Citizens and Indonesian Legal Entities, the Ministry of Foreign Affairs, explained that every day there are around 600 problematic IMWs handled by Indonesian representatives abroad [10].

The leading causes of non-procedural IMWs are the lack of public understanding of the procedures for placement and protection of IMWs, limited access to information on domestic and foreign labor markets, widespread brokering practices, and traditional migration practices [11]. Whereas illegal IMWs have the potential to risk acts of violence, payment of salaries that are not following the contract, to trafficking or criminal acts of trafficking in persons [12].

The phenomenon of undocumented migrant workers impacts the cheapness of labor and the weak legal status of IMW because they do not have the right to do anything. They are prone to various violations of the employment contract, such as the denial of the right to vacation, work, sexuality, illegal work, insufficient food, and inhumane treatment [13]. Kusmanto reveals that IMW's weaknesses (for example, due to low education, skills, physicality, and documents) are actually "liked" by employers because they will have more power over the workers. Meanwhile, for IMW candidates, choosing to become an undocumented migrant worker is deliberately done because of the compulsion not to be burdened with expensive fees in the departure process when becoming a migrant worker [14]. Due to the practice of sending Indonesian migrant workers illegally by mafia gangs, it is suspected that there are 5.3 million Indonesian migrant workers abroad who are not detected by the state system because they do not have documents [15]. So the state cannot protect them because their data is not in the BP2MI data. Employers can take advantage of IMW's ignorance and weakness.

Economic factors and fulfilling family needs are drivers of becoming migrant workers. People choose to work abroad because the income generated is insufficient for their daily needs, causing their children's education to be low. It is difficult to get health services because high costs constrain them. However, they often misuse the income earned once they are successful or have a high salary. They are more likely to use it for consumptive actions. Usually, the money earned is used to build a house, buy a car, buy a motorbike, and so on. Ironically, when they returned to their respective homes, they did not have a job, became unemployed, and only relied on their salary while working. One of the efforts made by the government to overcome this problem is implementing the Productive Migrant Village Program (PMV). Productive Migrant Villages (PMV) is a program for handling villages dominated by IMW to improve services and protection for Prospective Indonesian Migrant Workers, Retired Indonesian Workers, and their family



members. The Ministry of Manpower established the program to reduce and protect IMW.

On March 1, 2019, Productive Migrant Villages (PMV) were regulated in the Minister of Manpower Regulation Number 2 of 2019 concerning Empowerment of Indonesian Migrant Workers Community in Productive Migrant Villages. According to article 1, number 5 of the Minister of Manpower and Manpower Regulation Number 2 of 2019, PMV is a migrant village designated as a recipient of the Indonesian Migrant Worker Community empowerment program. The purpose of the PMV is to provide protection and development for migrant workers who will work abroad and after working abroad, as well as protection for IMW and their families. With this program, it is hoped that there will be an increase in the welfare of the workforce and their family members, realizing the expansion of job opportunities, and as an effort to reduce the number of non-procedural Indonesian migrant workers. In its implementation, the scope of the PMV program includes: a) the development of migration service centers, b) developing productive businesses, c) facilitating the formation of family development communities, d) facilitating the development of cooperatives, micro and small businesses. PMV itself is a government stimulus program that was formed temporarily so that the affected people can continue the program in a sustainable manner.

In 2017, the Ministry of Manpower fostered 122 villages. In 2018 there were 130 assisted villages spread across 87 districts and 12 provinces in Indonesia. In 2019, 402 PMV was built [16]. One of the recipients of the PMV program is villages with many IMWs in Ponorogo, such as Paringan and Payaman villages in Jenangan District. With this program, the number of undocumented IMWs is no longer there because document processing services are close to them. There is no need for go-betweens who tend to take advantage of the ignorance of prospective IMW. Based on initial observations, it appears that the use of income earned by these migrants also tends to be in the productive sector.

Each village receiving this program has the freedom to develop programs for the IMW community. In Malang Regency, for example, PMV is used as an effort to alleviate poverty. According to data from the Central Statistics Agency (locally BPS) of Malang City, the poverty rate in Malang Regency is still relatively high compared to other cities/regencies in East Java, which is around 11.49% of the three million population in 2016 [17]. The implementation of PMV in Ponorogo Regency has received appreciation from Minister of Manpower. The success of PMV in Ponorogo is the main attraction of this research, so it is hoped that a best practice program model for similar villages can be obtained through this research.



2. Methods

This research is an exploratory qualitative research. The subjects/informants in this study were the village government, the implementer of the PMV program, the family of IMW, IMW or former IMW. The focus of this research is the implementation of the PMV policy for IMW in Ponorogo Regency. It refers to the six determinants of the success pf implementing program by Van Meter and Van Horn which include policy standards and objectives, resources, characteristics of implementing organizations, communication, disposition/attitude of implementing agents, and environmental conditions. Data were collected using interview, observation, and documentation techniques, with the research instrument being the researcher himself. Furthermore, the data analysis technique uses the Miles and Huberman interactive model cited by Sugiyono, namely data collection, data processing, data presentation and drawing conclusions [18].

3. Results and Discussion

3.1. History of the Paringan Village PMV Program

Limited job opportunities in the country, even though the same position and work pressure, are the factors driving the number of prospective workers who want to work abroad. Unfortunately, this is not matched by the accuracy of the information that reaches all prospective migrant workers. This problem is exploited by irresponsible parties so that it has an impact on the occurrence of victims of human trafficking. Another problem for IMWs is that they have not been able to utilize the work they get for productive businesses. They tend to behave consumptively and encouraging them to return to work abroad. Meanwhile, the families left behind only expect a remittance without trying to use the money to develop productive businesses. In addition, IMW children do not get good guidance and education.

Seeing the existing problems, the government needs to create a coordinated and integrated program. The Productive Migrant Village Program (PMV) is a breakthrough effort by the Ministry of Manpower in collaboration with various institutions to empower, improve services and provide protection for IMW and IMW candidates. This program is based on the utilization of local potential and does not ignore the characteristics of the local area.

The Ministry of Manpower and university partners conducted a feasibility study on several villages in Ponorogo. Feasibility studies are used to determine the location for



implementation of the PMV Program. Furthermore, in 2017, Paringan and Kemiri Villages were designated as the location of the PMV program in Ponorogo. In 2018, Ngendut Village and Kunti Village followed. In 2019 Ronosentanan and Ngraket Village, and 2021 Gelanglor Village. Following the cooperation agreement, this program will run for three years. After three years, it is hoped that the program will continue to be sustainable and continue with village government funds.

Paringan Village in Ponorogo Regency is one of the Productive Migrant Villages in East Java in the 2017-2019 period. The large number of people interested in working abroad and the feasibility of implementing the program are the reasons for Paringan Village to become one of the PMV. Nearly 80% of the population of Paringan Village are IMW or ex-IMW. This situation has prompted the government to mobilize actions to address the potential problems of migrant workers through the PMV Program in 2017-2019. This program was a stimulus program that was expected to be able to bring about change and provide the concept of empowerment to IMW and ex-IMW even though the program was completed.

3.2. Program Goals, Benefits and Objectives

The target of the PMV Program is to provide services, protection and empowerment of IMW candidates, IMWs, ex-IMWs and their families from leaving abroad until returning to their home areas. Paringan Village became a Productive Migran Village because almost 80% of the population is IMW or ex-IMW. The purpose of this program is to serve as a reference for stakeholders in implementing the program and creating a productive society. This is done by serving the process of placing and protecting prospective workers who will work, encouraging the active role of the Village Government, and reducing the number of non-procedural IMWs.

PMV in Paringan Village is a program whose institutions are under the direct control of the Ministry of Manpower. PMV in Paringan Village was the responsibility of Mr. Suwendi, SH., as the village head. The PMV officers of Paringan Village, Jenangan District, Ponorogo Regency are Choirul Anam and Ririn Dwi Asputi. Therefore, there is a need for supporting facilities to facilitate the running of the PMV program. The facilities and infrastructure are a PMV Learning House, the centre of the PMV program activities. The facilities in the PMV Learning House are one computer, two service desks, 20 learning desk chairs, 1 set of guest tables and chairs, one blackboard, two markers, and some reading books.



The PMV Activity Program is one of the integrated efforts designed in the area of origin of IMW to reduce the number of Non-Procedural IMWs and increase the creation of productive businesses through services and protection for IMW/IMW Candidates and their families. The PMV Program in IMW's home area focused on four main activities whose implementation is integrated, mutually supportive, and sustainable, as follows:

3.2.1. Migration Service Center

The migration service center at Paringan Village is a pillar that focuses on building an information center and migration services for rural communities who want to become IMW or have become IMW. The services provided are job market information, job guidance, information abroad, passport processing at the village hall, to information on solving problems experienced. The program assistant has the task of ensuring the safety of IMW and IMW candidates in terms of departure and returns, passports, job descriptions in abroad, and existing legalities.

3.2.2. Productive Business Activities

Productive Business Activities are one of the pillars that exist because of the consumptive life problems of IMWs. Hopefully, this pillar will be able to develop productive businesses that will help IMWs and their families have the skills and willingness to create jobs, especially for IMW itself. This activity includes training, mentoring, and assistance for productive business facilities to marketing. The training is in collaboration with various parties ranging from universities, the ministry of food security, to the ministry of communication and informatics. There were also many trainings, such as training on making chips and tape, literacy and financial training, to entrepreneurship training with stimulant facilities such as business capital assistance. Not only that, program targets are also given the freedom to be creative according to their skills.

3.2.3. Community Parenting

Community Parenting from PMV Paringan Village Program is an integrated form of parenting for families left by IMW (especially children) to get the appropriate rights. Community Parenting helps the community to guide IMW families in educating, nurturing and guiding children properly and correctly. Through this activity, IMW children are raised together by the community in a teaching and learning center called the PMV Learning



House. Parents and couple who stay at home are given training on how to raise, care for, educate, and guide children properly and correctly so that they can continue to attend school and develop their creativity. Community Parenting is not limited to fostering organizations but also develops the talents of village youth. For example, in Paringan Village, children whose families live abroad are facilitated by a forum to develop their talents in cinematography.

3.2.4. Business Cooperative

The Cooperative Business Pillar is the implementation of a people's economy that involves various aspects so that economic balance can be achieved together. In Paringan Village, this pillar does not stand alone but is integrated with Village Owned Enterprises (locally BUMDes). Activities under this pillar include capital participation, such as a drinking water management business called Bali Water and Tubing tourism plans. However, in its implementation, careful planning and improvements are still needed for the future so that the productive efforts of Paringan Village can be sustainable.

3.3. Analysis of Paringan Village PMV Program Implementation

Based on the data obtained, it can be analyzed the implementation of the PMV program in Paringan Village, Ponorogo Regency using the Van Meter and Van Horn models in Agustino [19], which has six pillars as follows:

3.3.1. Policy Standards and Objectives

One indicator of measuring the level of success of a policy program can be seen from the reality of the size and objectives of the policy. Clear standards and targets as needed will facilitate the achievement of program objectives. Regarding the PMV Program in Paringan Village, realistic policy goals and targets have been set.

Program standards facilitate IMW and IMW candidates working abroad through migration center services. The program also intends to empower the community with productive business activities so that the results obtained during work are not only consumptive. The ex-IMW community feels the PMV assistance has well impacted them because they no longer experience confusion after returning to their homeland. As a stimulus program, the four pillars of the program still have an element of sustainability



even though the program has stopped. For example, the parenting community is still running to develop their interest in cinematography. Furthermore, after the contract is completed in three years, it is hoped that the program will be continued by the village government.

3.3.2. Resources

The success of the implementation of a program can also be assessed from the available resources. Each program demands quality human resources and appropriate funding sources. In implementing the PMV Program in Paringan Village, the owned human resources are accompanying implementing agents totaling one male and one female for each village with a PMV program.

Meanwhile, the source of funds obtained from the Ministry of Manpower can be in the form of house for program implementation, supporting office equipments, accompanying fees, and training programs to empower IMW. Training programs can be in the form of entrepreneurial training such as how to run chips and cakes business. The target community is also facilitated with the help of stimulants for the production process, for example tools and ways to market to social media.

After the program was completed at the end of 2019, the implementation center moved to a village building (Joglo House) or an ex-companion house. The obstacle experienced by the assistant in assisting IMW is that they must be ready at any time when needed, considering the nature of the work which can require consulting services at any time. In addition, there are also budget constraints that make the Ponorogo Manpower Office (locally Disnaker Ponorogo) at the time of program socialization, which impacts the lack of quantity of program target participants.

3.3.3. Characteristics of Implementing Organizations

The implementing agents in implementing policies in the PMV of the Paringan Village are taken from the villagers themselves. The selection was based on the need for agents who were democratic and persuasive because they came from their villages. The program's success is also seen in the presence of other stakeholders involved. For example, the role of universities and ministries in providing training to village communities, both for ex-IMW status and the family left behind by IMW. The enthusiasm and innovative breakthroughs of the facilitators made the community welcome the PMV program.



The demand for the fulfillment of the four program pillars from the two program companions makes the implementers unable to maximize all of these pillars. An example is a business cooperative business that does not stand alone for IMW but is integrated with Village Owned Enterprises (locally BUMDes). Community Parenting was a pillar that has attention because it was considered a more complex element of sustainability.

3.3.4. Communication

Both implementing agencies and program targets must understand the objectives and functions of the policy program. Communication in delivering information to implementing agencies and program targets must have a consistent purpose. In the case of PMV in Paringan Village, there is coordination between the implementing agency, the village government and the target community.

The communication that exists can be in the form of providing information on the four pillars of the program, handling complaints, and monitoring the program. Communication can be delivered during village community activities such as recitations or independence day events. In addition, the facilitator also often holds meetings if there is a discussion that needs to be discussed.

The Ministry of Manpower monitors and evaluates once a year to see the program's progress. Likewise, the Ponorogo Manpower Office which also coordinates with related institutions. For example, when an IMW dies abroad, they will be assisted in repatriating the corpse for free. Communication is also supported by the Ponorogo Manpower Office participation in exhibitions held by the Ministry of Manpower to market PMV products.

3.3.5. Disposition/Attitude of Implementing Agent

Policy implementation's success is related to the attitude of implementing agents and program objectives. Acceptance or rejection can occur because the PMV program has a top-down policy (not the result of a pure formulation of the local community). In Paringan Village, the community finds it helpful to access information if they want to work abroad or while abroad. This situation certainly minimizes IMW obstacles, such as online fraud that occurs in overseas countries.

The offer of training is welcomed because it is not forced and is left to each individual. IMWs are encouraged to create jobs according to their skills. For example, there is a former IMW who owns a chili oil business because of his experience in Hong Kong. In addition, there are also chips and tape businesses. Based on the results of the training,



several entrepreneurs have successfully used social media for marketing. Moreover, its marketing can reach IMW in Hong Kong.

3.3.6. Social, Economic, and Political Environment

The involvement of the external environment also influences the success of policy implementation. An environment that is not conducive can become a problem that hinders the program's objectives, especially in the stimulus program. In Paringan Village, the community is actively involved in implementing the program's four pillars. Various supports can be seen from the enthusiasm of the program targets and various innovations belonging to the companions. In addition, the Village Government also supports the entire program running so that the program objectives can run well.

Even though the program is no longer running, the four pillars that have been implemented still have sustainability to the program targets. This situation can be seen from the awarding by the Ministry of Manpower and the selection of Paringan Village as a place for comparative studies for other regions. Paringan village is also a place for comparative studies for other villages to learn the same thing.

4. Conclusion

The high interest of the residents of Paringan Village to work abroad has made Paringan Village a target for the implementation of the PMV program. PMV is a program belonging to the Ministry of Manpower to help IMW and IMW candidates to obtain information on migration services so that problems such as human trafficking can be prevented. Paringan Village has four pillars in the PMV program, namely: 1) Migration Service Center to help people who want to work abroad and help complaints made by IMWs who are abroad, 2) Productive Business Activities to change the consumptive mindset of work results to become businesses that have sustainability through various trainings, 3) Community parenting to assist IMW children or IMW families who are left to work abroad by developing the talents they are interested in, 4) Business Cooperatives with capital participation for Bali Water and Tubing Tourism which is integrated with the Village Owned Enterprises. As a stimulus program, the four pillars still have an element of sustainability even though the program has been completed. However, the role of the village government and local government is still needed to ensure sustainability.



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