

Analysis of The Implementation of Pre-Placement Legal Protection of Indonesian Migrant Workers By BP2MI

Kristofel Aditya Prathama Pardamean Hutauruk¹, Ahmad Redi², Herman Bakir³
kristofel.hutauruk@gmail.com¹, redi.ahmad2010@gmail.com², herman_bakir@borobudur.ac.id³

Universitas Borobudur^{1,2,3}

Abstract. The high number of Indonesian Migrant Workers (PMI) working abroad in January 2020 was 20,196 people. The top placements are in Malaysia with 5,750 people, Taiwan with 6,130 people, and Hong Kong with 4,955 people. From this, the Indonesian government must be able to protect Indonesian migrant workers working abroad. The type of research used by the author in this study is a type of normative legal research, normative legal research, namely research carried out by examining the laws and regulations that apply or are applied to an issue of the Protection of Indonesian Migrant Workers. The implementation of the protection of pre-placement Indonesian Migrant Workers by BP2MI reviewed according to Law Number 18 of 2017 has been able to be said preventive protection that can prevent and avoid undesirable things from happening while working abroad. Pre-placement protection for PMI carried out at BP2MI is carried out properly by prioritizing PMI's safety, comfort, and welfare from registration to PMI's departure to the destination country

Keywords: PMI; BP2MI; Legal Protection

1. Background

In Indonesia, the number of PMI working abroad in the January 2020 period was 20,196 people. The top placements are in Malaysia with 5,750 people, Taiwan with 6,130 people, and Hong Kong with 4,955 people.[1]

The Indonesian government allows and frees its citizens to work legally abroad. Indonesia benefits indirectly from the large number of Indonesian workers working abroad by increasing the country's foreign exchange. From an economic perspective, the family also benefits the workforce. In addition, this can reduce the unemployment rate in Indonesia. It has been shown that the open unemployment rate in Indonesia has been declining over the last four years. It fell to 5.28% in August 2019 from 5.34% in August 2018, 5.50% in August 2017, and 5.61% in August 2016.[2] The government has also made it easier for PMI to work abroad by having a transmigration and labor agency dealing with labor issues. The Indonesian Migrant Worker Protection Agency is an organization that facilitates the provision of placement and protection services for Indonesian workers (BP2MI). The main responsibility of BP2MI, a non-ministerial government agency, is to provide comprehensive protection for Indonesian migrant

workers and their families. BP2MI focuses on positioning and maintaining PMI according to region.[3]

However, several challenges are often faced by abroad workers besides the benefits and conveniences they receive. Data from the Indonesian Migrant Worker Protection Agency (BP2MI) contains many complaints with various causes. Among the things that can happen to PMI include unpaid wages, termination of employment before the end of the contract period, substandard wages, fraud, human trafficking, and others. For example, PMI from West Lombok (Sri Wahyuni) who worked for two years in Riyadh, Saudi Arabia, from 2017 to 2019, experienced what happened. He admitted the torture by his employer until his body was covered in many wounds. The reason is that he was sent by a labor broker whose protection is not even known.[4]

The community is not afraid of the significant risks that are common and known to PMI because they will continue to be brave for a healthy economy. In addition, the main weakness of workers who choose to become PMI is that they come from people who lack education and skills development. The majority of PMIs who travel abroad have completed elementary school (SD) and junior high school (SMP) education. According to BP2MI statistics as of March 2020, 6,018 PMIs have graduated from junior high school compared to 5,287 PMI who have completed elementary school. Due to these characteristics, PMI tends to have a varied perspective and is more vulnerable to fraud. Even these weaknesses make it easy for PMI to be used in human trafficking.

To overcome this, the government issued Law Number 18 of 2017 concerning the Protection of Indonesian Migrant Workers, including restrictions regarding workers working abroad. Under this law, the government promises to provide more protection to PMI against crimes against human dignity, forced labor, human trafficking, violence and offenses that occur before, during, and after work.[5] So that PMI who are procedurally placed will receive protection from their departure to the return to Indonesia.

Placement is a factor that must be considered for PMI working abroad because they will be placed based on their quality, interest, and ability so that they can operate effectively in the destination country. Based on this, early protection, which is also known as pre-placement protection, is carried out before PMI works abroad with their talents, interests, and abilities. Pre-deployment is a proactive action that can stop or reduce unwanted events from occurring during the deployment phase. The safeguard that determines whether a PMI is ready to work abroad is pre-placement. The success or failure of an overseas PMI can be determined by how he performed before being placed. PMI must understand matters related to working abroad, starting from the language, performance, and contracts to the risks that will be faced. What is the focus of this research is how the role of protection provided by BP2MI to PMI and its compliance with laws and regulations.

2. Method

The author's research method in this study is a type of normative legal investigation, namely research conducted by looking at the laws and regulations that are related to or enforced on the problem of protecting migrant workers from Indonesia. Law and literature are subjects of normative research, which is also known as doctrinal research.[6]

Sources of legal materials obtained and processed in normative legal research are secondary data obtained from literary sources consisting of; 1) Primary Legal Materials: i.e, legal materials that are authoritative meaning they have authority. In this case, Law number 18

of 2017 concerning the protection of migrant workers 2) Secondary Legal Materials: namely all publications about laws that are not official documents, which include the above 3) Literary books or readings that explain legal protection for Indonesian workers in Malaysia, 4) Research results on Indonesian workers protection, 5) Mass Media. Tertiary legal materials, namely materials that provide instructions or explanations) addition to the primary and secondary legal materials contained in the research, i.e: Indonesian Language Dictionary, Popular Scientific Dictionary, Encyclopedia, Legal Dictionary, and Black Law Dictionary.

3. Results And Discussion

3.1 Legal Protection for Indonesian Migrant Workers

Protection of PMI, namely all efforts made to protect the workforce interests to achieve the fulfillment of rights according to laws and regulations, both before, during, and after the working period.[7] PMI needs to be protected to optimize PMI's humane empowerment and utilization, protect and guarantee PMI during the pre-placement and post-placement periods, and improve the welfare of PMIs' life and their families.

There are 11 (eleven) principles that form the basis of PMI protection so that PMI has security and comfort. These principles are:[8]

- a. The principle of cohesiveness
The principle of integration is protection that can reflect the integration and synergy of all related parties that protect PMI. There is a definite and guaranteed unity of protection.
- b. The principle of equality rights
The principle of equal rights is used as PMI's protection that all PMIs have the same rights, treatment, and opportunities to get decent jobs and livelihoods.
- c. The principle of recognition of human dignity and rights
This principle explains that PMI protection must reflect tolerance towards every human being as a creature of God Almighty to protect human dignity.
- d. Principles of democracy
The principle of democracy gives all PMI freedom to express opinions, gather and associate without any restrictions as long as they do not violate the law.
- e. The principle of social justice is the principle that protects PMI to guarantee justice in the absence of discrimination, as well as equity and balance of all rights and obligations.
- f. The principle of equality and gender justice
The principle of gender equality and justice means a situation when women and men have the same status and equal conditions to realize their human rights and full potential to work abroad.
- g. The principle of non-discrimination
The principle of non-discrimination is a principle that must be carried out in protecting PMI without making any distinction in treatment, directly or indirectly. This distinction can be in the form of religion, race, ethnicity, group or class, economic, social, and political status, language, and gender.
- h. The principle of anti-trafficking in human beings
This anti-trafficking principle means that PMI is protected from threats of violence, counterfeiting, confinement, kidnapping, fraud, abuse of power or position of

vulnerability, and illegal use of PMI, causing PMI to be exploited. This principle is monitored from the recruitment, transportation, delivery, and receipt of PMI.

- i. The principle of transparency
The principle of transparency is PMI protection which must be provided in an open, honest, and clear manner.
- j. Accountability principle
The principle of accountability means that all activities in the implementation of PMI protection and their results are accountable to the public by laws and regulations.
- k. Sustainable principles
PMI protection must fulfill all stages from before work, and during work to after work. The protection is sustainable and continuous to ensure the welfare in all aspects of the life of PMI and their families.

In the Government Regulation of the Republic of Indonesia Number 13 of 2013 concerning Protection for Indonesian Migrant Workers Overseas, it is also explained that protections for PMI both at pre-placement, during the placement period until after placement, as well as protection through terminating and prohibiting PMI placement. This protection is provided in the form of research, supervision or monitoring, coaching, and evacuation of PMI.

In addition to optimizing PMI protection, local governments also have duties and responsibilities, namely conducting outreach about overseas placements, providing Job Training Centers (BLKs) to improve the competence of prospective PMIs, and supervising PMIs with problems abroad.

In carrying out its duties, the regional government has the following authorities:[9]

- a. Carry out and supervise the PMI candidate registration process starting from recruitment to PMI acceptance.
- b. Providing facilities in implementing cooperation agreements both bilaterally and multilaterally for PMI placement and disseminating information systems regarding PMI placement.
- c. Has the authority to issue permits to establish PMI placement offices and socialize PMI placement offices abroad.
- d. Carry out guidance, supervision, and monitoring of the placement and protection of PMI, both issuing permits for PMI shelters to PMI return services in the area of origin.

Labor protection is divided into 3 (three), namely:[10]

- a. Economic protection, is protected in the form of providing sufficient income.
- b. Social protection, is the protection of workers in the form of occupational health insurance, freedom of association, and protection of the right to organize.
- c. Technical protection, is protection given to provide security and safety at work.

In addition, the government also made special regulations regarding PMI, namely Law no. 18 of 2017 concerning the Protection of Indonesian Migrant Workers. The law also contains a clause explaining that protection for prospective PMI or PMI working abroad is carried out starting before work, during work, and after work. The following is an explanation regarding the protection of PMI and PMI candidates.[11]

3.1.1 Before work

Pre-employment protection, namely all activities in the form of protection provided from PMI registration until PMI leaves for the destination country. PMI protection that is carried out before PMI leaves abroad is divided into two types, namely administrative protection and technical protection.

1) Administrative protection

Administrative protection includes the completeness and validity of data in the form of documents and the determination of terms and conditions of work. The documents that PMI candidates must prepare are as follows: a. Certificate of marital status, attaching a marriage book for those who are married b. Letter of permission from husband or wife for those who are married, and letter of permission from parents for those who are not married c. Work competency certification d. Health certificate e. Passport f. work visa g. Placement agreement and work agreement.

The work agreement regulates the working relationship between the employer and PMI, the contents of which include elements of work, wages, and instructions. The work agreement was agreed upon and signed by both parties. Fill in the details of the work agreement, namely as follows: a. Identity of the employer and PMI concerned; b. Type of work; c. Rights and obligations of each party; d. Conditions and conditions of work such as working hours, entitlements for leave and rest time, wages and payments, as well as social security or insurance facilities; e. Term of work agreement; f. Guarantee of safety and security during work

2) Technical protection

Technical protection includes providing socialization, procuring job coaching and training, providing social security, providing facilities for fulfilling the rights of PMI candidates, strengthening the role of job introduction functional employees, placement services in related LTSA, and providing guidance and supervision. During the pre-placement period, PMI has the right to obtain good and correct information regarding working abroad. The information is obtained from representatives of the Republic of Indonesia in the placement country, business partners in the destination country, and prospective employers. The government disseminates information through outreach to people who wish to become PMIs by involving village government officials.

3.1.2 During work

Protection during work is all activities carried out to protect PMI and their families while working abroad

While PMI is working overseas, PMI receives protection in the form of registration and data collection by overseas service officials, monitoring and evaluation, rights fulfillment facilities, case settlement facilities, provision of complaint services, provision of legal assistance, coaching, and repatriation facilities.

While working, protection for PMI is carried out by not taking over criminal or civil responsibility for PMI and is carried out by statutory regulations, international law, and the law of the country of placement.

3.1.3 After work

Post-employment protection, namely protection given to PMI and their families after PMI returns to Indonesia, starts from debarkation to their place of origin, as well as follow-up services to become productive workers.

When PMI returns to Indonesia, the form of protection provided is in the form of return facilities to their place of origin whether in good health, illness or death, settlement of PMI's rights that have not been fulfilled, rehabilitation and social reintegration as well as empowerment of PMI and their families.

Before PMI returns to Indonesia, the Indonesian Migrant Worker Placement Company (P3MI) must report return data to the representative of the Republic of Indonesia in the destination country to verify the data. P3MI who do not report will be given administrative sanctions.

With this job protection, workers could live their lives and work more comfortably, and the job is guaranteed both economically, socially, and technically.[12]

From the results of this verification, PMI who has no problems has two options to return to Indonesia or to extend the contract. PMI's return can occur if it is caused by, among other things, the end of the work agreement, leave, termination of employment, deportation by the government, death, and so on. PMI who dies at work, it is P3MI's responsibility to inform the family, repatriate the body, arrange for the funeral, and take care of the rights and protection of the PMI's property.

3.2 Implementation of Pre-Placement Protection for Indonesian Migrant Workers by BP2MI in terms of Law No. 8 of 2017

In Article 1 paragraph (6) of Law no. 18 of 2017 concerning the Protection of Indonesian Migrant Workers, it is explained that Pre-Placement protection or what is referred to as pre-employment protection are all activities in the form of protection provided from PMI registration until PMI leaves for the destination country. In this case, the government through the Indonesian Migrant Worker Protection Agency (BP2MI) is a non-ministerial institution tasked with placing and protecting PMI under the responsibility of the Manpower and Transmigration Office (Disnakertrans).

The pre-placement protection is in the form of assistance provided to PMI who will go abroad starting from processing the necessary files or documents, job training before departure at the Overseas Work Training Center (BLKLN), to the final stage, namely Final Departure Debriefing (PAP) before PMI departs for the destination country. From this pre-placement protection, it is hoped that PMI will depart procedurally and be recorded by the state system through the One-Stop Integrated Service (LTSA) that has been provided by the government to simplify and speed up the process of departing PMI abroad, not through brokers.

In the LTSA there are various kinds of agencies in the form of counters that can make it easier and speed up PMI to register because they are already in one place of administration. These agencies include the Manpower and Transmigration Office, BP2MI, the Population and Civil Registration Service, the Health Service, the Social Security Administration Agency (BPJS), the Police, and immigration. Related to the main task of BP2MI, namely the main duties, and functions, in general, are regarding the placement and protection of PMI, ensuring that all PMIs who go abroad are recorded in the state system. The state system is called siskotln (a computerized system for foreign workers). It is under BP2MI's control. If a person going abroad is registered in the siskotln, it means that he has fulfilled the stipulated procedures, if he is not registered in the siskotln, it means that he went abroad not according to the stipulated

procedures. PMI if you say now there is no illegal and legal. If the use of the word good is procedural and non-procedural. If procedural means following the rules set by the government, the rules themselves are like in Law 18/17 article 5, there are 5 points that form the basis of how Indonesian citizens will go abroad.

Article 1 paragraph (26) of Law no. 18 of 2017 states that BP2MI has the task of providing PMI placement and protection services in an integrated manner. Likewise, what was conveyed by the source said that BP2MI must ensure that PMI is protected from pre-placement, placement period to post-placement. As well as ensuring that PMI goes abroad in a procedural manner and is recorded in the Computerized System for Overseas Workers (SISKOTKLN). SISKOTKLN, namely a data collection system for prospective PMIs who will go abroad by utilizing technology that can provide information to PMI regarding placement and departure. The result of SISKOTKLN is the issuance of an Overseas Worker Card (KTKLN) which becomes a PMI identity card.

3.2.1 Pre-Placement Legal Protection

According to Philipus M. Hadjon, legal protection is a safeguard given to legal subjects in the form of legal instruments either repressive or preventive. Where repressive aims at resolving disputes, while preventive aims at deterring disputes. PMI protection is felt to be very necessary for PMI and also the government, this was said by the source with several factors, namely: "Want to ensure that going abroad, before leaving and after leaving the country until returning to Indonesia, as said before, during and after, it fulfilled all their rights. It's like going abroad in comfortable conditions, comfortable abroad, and returning home in comfortable conditions. It's like their right to understand what they are preparing to go abroad because that is the right of PMI. PMI apologizes if we categorize it from the level of education, mostly junior high school and below. In terms of knowledge, they understand very little about how to go abroad, what are their rights abroad."

The description above confirms that the legal protection that is carried out at PMI before work or pre-placement for PMI is included in the type of preventive protection. It is said that preventive protection protects the form of preventing disputes that occur. BP2MI provides initial protection to prevent PMI from unwanted things while working abroad.

As explained above, the main factor that PMI must get protection is because people who want to become PMI have a low level of education, namely junior high school (SMP) and below. This causes PMI not to have a lot of knowledge and understanding regarding matters related to PMI and their work, including the rights that should be obtained and the obligations that should be carried out. Due to this lack of understanding, PMI often experiences obstacles and obstacles when working abroad. Like the difficulty of communicating, what is most avoided is violence. So pre-placement preventive protection is needed in overcoming things that are not desirable.

3.2.2 Form of Pre-Placement Protection by BP2MI

1) Registration Process

A registration process is a form of pre-placement protection, namely administrative protection as referred to in Article 8 paragraph (1) letter a, also included in technical protection capable of providing dissemination of information to PMI through registration by Article 8 paragraph (3) letter a. The following is an explanation regarding the PMI registration process by BP2MI. The registration process includes:

- a) PMI registration is carried out at LTSA by registering at the BP2MI counter.
- b) BP2MI will input data at SISKOTKLN
- c) Prospective PMI will get an ID or Overseas Worker Card (KTKLN).
- d) Take care of passport recommendation files and passport making
- e) Training
- f) Medical check-up
- g) Competency test
- h) Departure Final Debriefing

There are 5 (five) schemes for PMI departures abroad, and these five schemes are under the control of BP2MI and must be recorded in SISKOTKLN which is controlled by BP2MI, among the schemes are:

- a) Government To Government (G2G), PMI placed by the Indonesian government to the government of the destination country. The G2G program has just had an MoU with two countries, namely Korea and Japan.
 - b) Government To Private (G2P) Namely departure from the Indonesian government to private parties abroad directly. For now, around 2018, a collaboration between the Indonesian government and private parties in Kuwait.
 - c) The Indonesian Migrant Workers Service Company (PJTKI), whose current name is Indonesian Migrant Worker Placement Company (P3MI), is a private party in Indonesia that will assign PMI to private parties abroad
 - d) UKPS (For the Interests of Own Companies) Indonesian companies that have projects abroad, so their workforce is brought abroad.
 - e) Independent PMI That is going abroad based on their own volition.
- 2) Management of Document Completeness

Under Article 13 points g and h, PMI candidates must have a letter of agreement. Article 14 also states that the relationship between PMI and the employer is related to the work agreement. Likewise, BP2MI provided an agreement letter in the form of a standard agreement as determined by the Ministry of Manpower, as well as providing PMI with an understanding of the contents and intent of the agreement. There are two types of agreements, namely:

- a) placement agreement

The agreement made at the beginning when PMI registered at the service was signed by the PMI candidate concerned, P3MI, and the Tulungagung Manpower and Transmigration Agency. The contents of the placement agreement include destination country, type of work, processing time, rights and obligations as well as departure fees. The placement agreement is issued by P3MI whose form has been adapted to the regulations of the Ministry of Manpower of the Republic of Indonesia (Kemnaker), then from P3MI it is given to BP2MI to then be submitted and signed by the PMI concerned.
- b) Work Agreement

The agreement is made after going through the process at BLK until passing the competency test. This agreement has a schematic of the placement country that is authorized by the representative. This agreement is signed by the prospective PMI and the employer (employer in the destination country) and is known by embassies abroad. The contents of this agreement include work

regulations and procedures, terms of contract, rights, and others related to work abroad.

3) Social security facilities

Regarding social security facilities as referred to in Article 8 paragraph (3) letter c of Law no. 18 of 2017 concerning the Protection of Indonesian Migrant Workers in the form of insurance.

During the pre-placement period, PMI was included in the category of being protected from the insurance system, because according to Article 5, one of them reads as protected in social security insurance, BPJS Ketenagakerjaan. This pre-deployment is protected, namely pre-placement gets 5 months of insurance, so according to the placement agreement when the person concerned is registered with the relevant manpower office, the person concerned signs an agreement, the name is the placement agreement between PMI and the sending PT. In the placement agreement, there is a clause that states that they will depart within a period of approximately 5 months. Now, during the waiting period of 5 months, the person concerned has been protected by BPJS insurance in pre-placement, the cost is approximately 37,500 to cover for 5 months. So after leaving the placement period it is also covered by placement insurance. Placements are covered according to the length of service, some are 2 years or 3 years, and the cost is approximately around 270,000 for 2 years, and for 3 years around 525,000 to cover 3 years, including full placement. Post-placement is valid for one month when the person returns from abroad. For technical details, see Permenaker No. 18 of 2018 concerning Employment BPJS."

4) Socialization

Like the provisions in Article 8 paragraph (3) letter, technical protection before work is by providing socialization. The socialization carried out by BP2MI Tulungagung is the pre-registration socialization that is carried out when PMI candidates register. In addition, BP2MI and related agencies also held procedural outreach in the regions regarding PMI's departure abroad.

5) Education and training

The technical protection in pre-placement contained in Article 8 paragraph (3) letter b is the provision of education and job training to improve the quality of PMI candidates. Likewise, BP2MI Tulungagung is responsible for education and job training held at Private Vocational Training Centers (BLK). The training is carried out after the PMI registers and has a KTKLN, and already knows which country they will be placed in. While at the BLK, PMI will be trained according to the destination country and also take a competency exam that is certified as one of the requirements for completing documents, namely a work competency certificate.

6) Selection of PMI candidates

Before pre-placement, according to the new law, the selection was carried out at LTSA. We are still waiting for derivative regulations. If you stick to the old law, the selection was carried out by the BLK, stating that someone would register where and whatever was needed. But in the future, according to the paradigm of the new Law, it will be carried out at LTSA

7) Guidance and supervision

In terms of pre-placement technical protection, as in Article 8 paragraph (3) letter g which requires the provision of guidance and supervision, the government

through the Manpower and Transmigration Office provides guidance and supervision in the form of directly working at the private BLK concerned at certain times without any regular time.

8) Pre-Departure Orientation

In article 12 paragraph (1) it is explained that prospective PMIs who will depart must follow the requirements before working according to regulations in the relevant agencies. At BP2MI, the final stage in pre-departure protection is the Pre-Departure Orientation (OPP) or Final Departure Briefing (PAP).

In one day, the OPP took place with 5 (five) materials presented, including a. Work agreement; b. Legislation; c. The dangers of drug trafficking; d. Customs; and e. Personality.

9) Pre-placement Complaints

BP2MI in carrying out PMI pre-placement protection also received various kinds of complaints.

10) PMI Family Protection

In addition to the protection provided by PMI, protection is also provided by the PMI's family.

4. Closing

The application of protection for Indonesian migrant workers pre-placement by BP2MI can be described as preventive protection that can prevent and avoid undesirable things from happening while working abroad. This protection has been reviewed following Law Number 18 of 2017. From registration to PMI's departure to the destination country, pre-placement protection for PMI is appropriate at BP2MI by prioritizing PMI's safety, comfort, and welfare. Pre-deployment security procedures at BP2MI. First, PMI candidates register with LTSA Tulungagung, after completing the files and getting an ID in the form of KTKLN, BP2MI takes care of the complete documents used to go abroad such as visas, passports, health insurance, and administration to the counters that are available at LTSA. Then PMI is selected to participate in education and training. During education and training, PMI conducts a competency test to then be declared passed and get an employer (placement destination country). Finally, before departure, PMI is gathered in one place to get a Pre-Placement Orientation (OPP).

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