Kebijakan Perlindungan Pekerja Migran Perempuan Kabupaten Blitar

Blitar Regency Female Migrant Worker Protection Policy

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ABSTRACT

This study aims to analyze the strategies and challenges in implementing gender-responsive protection policies for Indonesian migrant workers. Migrant worker protection is a strategic issue that requires attention to gender equality, given that the majority of migrant workers are women and are vulnerable to discrimination, violence, and exploitation. This study uses a qualitative descriptive approach, collecting data through in-depth interviews, observations, and reviewing policy documents at the central and regional levels, particularly at the One-Stop Integrated Service (LTSA). The results indicate that the main strategies for policy implementation include strengthening institutional capacity, providing gender-based services, improving legal literacy for migrant workers, and strengthening inter-agency cooperation. However, implementation still faces various challenges, including limited human resources with a gender perspective, suboptimal cross-sectoral coordination, and minimal policy dissemination at the grassroots level. This study recommends the need to integrate a gender perspective into every stage of migrant worker protection, increase gender-responsive budgets, and involve civil society in policy oversight.

Keywords: Indonesian migrant workers, public policy, gender responsiveness, implementation strategies, policy challenges.

ABSTRAK

Studi ini bertujuan untuk menganalisis strategi dan tantangan dalam implementasi kebijakan perlindungan responsif gender bagi pekerja migran Indonesia. Perlindungan pekerja migran merupakan isu strategis yang membutuhkan perhatian pada kesetaraan gender, mengingat mayoritas pekerja migran adalah perempuan dan rentan terhadap diskriminasi, kekerasan, dan eksploitasi. Studi ini menggunakan pendekatan deskriptif kualitatif, mengumpulkan data melalui wawancara mendalam, observasi, dan peninjauan dokumen kebijakan di tingkat pusat dan daerah, khususnya di Layanan Terpadu Satu Pintu (LTSA). Hasil penelitian menunjukkan bahwa strategi utama untuk implementasi kebijakan meliputi penguatan kapasitas kelembagaan, penyediaan layanan berbasis gender, peningkatan literasi hukum bagi pekerja migran, dan penguatan kerja sama antar lembaga. Namun, implementasi masih menghadapi berbagai tantangan, termasuk keterbatasan sumber daya manusia dengan perspektif gender, koordinasi lintas sektoral yang kurang optimal, dan minimnya penyebaran kebijakan di tingkat akar rumput. Studi ini merekomendasikan perlunya mengintegrasikan perspektif gender ke dalam setiap tahapan perlindungan pekerja migran, meningkatkan anggaran responsif gender, dan melibatkan masyarakat sipil dalam pengawasan kebijakan.

Kata kunci: *Pekerja migran Indonesia, kebijakan publik, responsivitas gender, strategi implementasi, tantangan kebijakan.*

INTRODUCTION

Public policies can essentially be implemented in a gender-responsive manner, taking into account the different impacts felt by community groups based on gender, social status, economic status, and other backgrounds. However, in reality, gender-responsive policies in Indonesia, particularly those involving state institutions, still face various complex and systemic challenges. Globally, the commitment to realizing gender-responsive policies has been reflected in various international agreements, including the 2030 Agenda for Sustainable Development, which emphasizes the importance of gender integration in all aspects of development (Noviani et al., 2022).

The main problem is the large number of Indonesian Migrant Workers in Indonesia and the increasing number of cases of Migrant Workers Abroad. Currently, many government agencies still do not have a concrete gender inequality reporting system. Collective awareness is a key factor in realizing gender equality, considering that the success of gender policies depends heavily on the understanding that every individual has the right to equal opportunities in development (Afni et al., 2022). This could occur because there is no gender inequality in the agency or the agency has already anticipated it with gender equality policies even though they are not clearly written.

The second problem is that prospective migrant workers lack a clear understanding of the flow and procedures of the migration process. This is because many still lack an understanding of the registration process for prospective migrant workers. Another problem is the weak commitment of local leaders to migrant worker protection policies. The implementation of gender-responsive protection policies has not been prioritized and is considered a sectoral issue. Furthermore, the persistent patriarchal culture within the bureaucracy and society also hinders women's active participation in decision-making processes. In social reality, women's roles are often marginalized due to the patriarchal culture that has long been rooted in many communities (Nurmalasyari et al., 2024). As a result, women's voices are often not adequately accommodated in development policies.

Women still experience gender injustice in their family, community, national, and state lives. This includes gender injustice in various development sectors (Martiany, 2011). This leads to overlapping programs and policies, resulting in ineffectiveness. Currently, gender issues are a global concern in local governments, including in the labor migration sector. Female migrant workers are a group vulnerable to various forms of injustice, ranging from discrimination in access to information to gender-based violence. The Indonesian Migrant Workers Protection Agency states that the majority of Indonesian migrant workers are women, and that during 2020-2022, complaints from Indonesian Migrant Workers were dominated by women, accounting for 5% (BP2MI, 2023). PMI complaints are submitted via mail, in person, and by telephone. The number of PMI complaints decreased in 2021 but increased again in 2022 (Ramadanty, 2023).

In this regard, the Indonesian government has developed the One-Stop Integrated Service as a public service that facilitates the safe, legal, and equitable migration process for Indonesian Migrant Workers. This gender-responsive protection policy aims to

provide information, counseling, advocacy, and protection to prospective Indonesian Migrant Workers and their families. This policy should also implement gender-responsive policy principles to ensure the protection of women's rights. (Bagaskoro et al., 2022) also stated that the collaboration is motivated by the need to protect migrant workers by providing better services.

In 2023, 6,482 prospective Indonesian Migrant Workers participated in the migration service process at the Blitar One-Stop Integrated Service, and 60% of them were women with secondary or lower education (Disnaker Kabupaten Blitar, 2025). Recap of One-Stop Integrated Service and Indonesian Migrant Worker. (Disnaker Kabupaten Blitar, 2025). Female Indonesian Migrant Workers often experience gender-specific vulnerabilities, such as labor exploitation, sexual violence, human trafficking, and unequal access to information or legal services (ILO, 2022). In complaints from Indonesian Migrant Workers, the six cases that dominated in 2022 were, in sequence, Indonesian Migrant Workers wanting to be repatriated, Indonesian Migrant Workers failing to depart, job opportunity fraud, illegal recruitment, unpaid wages, and death in the destination country. In the phenomenon of feminization of migration, it is shown that women often occupy work sectors that are not formally regulated and are vulnerable to exploitation (Piper, 2019).

Weak coordination of gender-responsive protection policies between agencies results in limited female companions and a lack of gender-based training for officers. This poses a significant challenge to implementing gender-responsive policies. This study aims to delve deeper into gender-responsive protection policies in One-Stop Integrated Service Blitar Regency. This research is particularly interesting due to the large number of migrant workers in Blitar Regency.
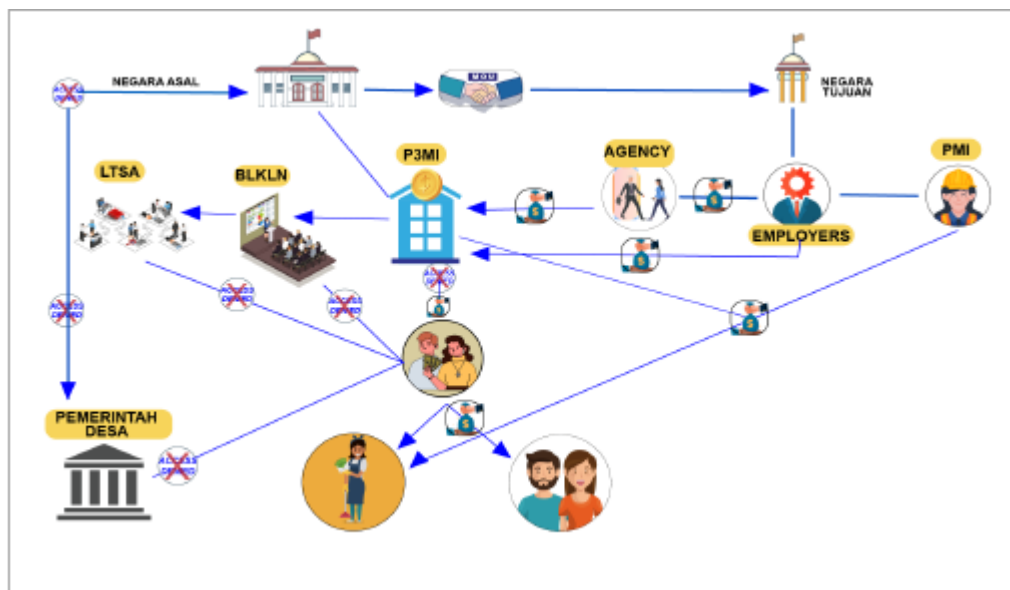
METHODS

The research approach used was qualitative. The research location was determined based on the number of migrant workers in Blitar Regency. A total of 6,482 prospective migrant workers (PMI) participated in the migration service at the Blitar LTSA, and over 60% were women with secondary or lower education, who are socially and economically highly vulnerable to exploitation.

In addition, the Indonesian Ministry of Manpower has designated Blitar Regency as a pilot area for the Migrant Worker Resources Center (MRC) Program, which utilizes gender-responsive LTSA (Sabatier, 1986). Primary data collection was conducted through observation, in-depth interviews, and written documentation. Secondary data was obtained through a literature review of previous research, online media publications, and individual agency documents. Interviews involved all stakeholders directly involved in the Migrant Worker Protection service program. Primary data analysis used descriptive qualitative analysis methods, and secondary data was analyzed using meta-analysis.

RESULTS AND DISCUSSION

Migrant Workers of Blitar Regency

The root causes of labor migration are inherently comprehensive and complex, extending from the village of origin to the destination country. This reveals that migration is not merely an administrative process, but rather a social ecosystem involving various actors, regulations, and interconnected power dynamics. At the upstream level, village governments, LTSA (One-Stop Integrated Services), and BLKLN (National Health and Social Welfare Offices) play a crucial role as the primary institutions in disseminating information, verifying data, and providing pre-departure services. However, the reality only reveals vulnerable points, indicating numerous coordination gaps and weak data integration between institutions, thus opening up opportunities for brokering, fraud, and illegal recruitment. This situation is exacerbated by the lack of literacy on safe migration at the village level, particularly among women, who are the dominant group in labor migration and highly vulnerable to manipulation by unofficial agents. The following is a map of the root causes of migration in Indonesia:

Picture 1. Map of the Root Causes of Migration in Indonesia

The map shows that migration flows, particularly among female migrants, often involve domestic workers, who are highly vulnerable to exploitation from the pre-placement stage through placement in the destination country. The absence of strict oversight of migrant workers (P3MI), weak verification of agents in destination countries, and minimal cross-border monitoring mechanisms put migrants at risk of various forms of violence and rights violations. The map positions employers and agents in destination countries as another crucial link in the chain of vulnerability, particularly as many cases of exploitation stem from non-transparent employment relationships, ill-conceived contracts, or agents who are not legally registered. Elements of human trafficking (TPPO) crimes such as threats of violence, fraud, confinement, coercion, and debt bondage are

explicitly displayed to demonstrate that unprocedural migration is not merely an "administrative violation," but a serious criminal issue that threatens the safety and dignity of migrant workers.

Blitar Regency is one of the regions with the largest migrant worker enclaves in East Java with the number of Indonesian Migrant Workers applying continuing to increase in 2025. Based on the recapitulation of the Manpower Office and One-Stop Integrated Service of Blitar Regency in the period from January to August 2025, there was a significant increase in the number of Prospective Indonesian Migrant Workers applying for placement permits, especially in the domestic and manufacturing sectors. The majority of Indonesian Migrant Workers applying come from the productive age group of women 20-30 years (Interview Results). The most data shows that women working in the informal sector throughout January-August 2025 were 1849, while in the formal sector there were 562 men working in the formal sector (Disnaker Kabupaten Blitar, 2025). This shows that the mobility of overseas workers in Blitar is still heavily influenced by gender factors. The following is a graph of Indonesian Migrant Workers applying data on overseas placements by gender in Blitar Regency in 2025;

Table 1. CPMI recapitulation by sub-district

Origin of District	Formal			Informal			Total		
	L	P		L	P		L	P	
Bakung	25	2	27	0	52	52	25	54	79
Binangun	34	4	38	0	59	59	34	63	97
Doko	22	4	26	1	65	66	23	69	92
Gandusari	31	5	36	0	149	149	31	154	185
Garum	14	3	17	0	94	94	14	97	111
Kademnagan	30	3	33	0	137	137	30	140	170
Kanigoro	29	2	31	1	82	83	30	84	114
Kesamben	27	1	28	0	84	84	27	85	112
Nglegok	31	1	32	0	126	126	31	127	158
Panggungrejo	16	4	20	0	50	50	16	54	70
Ponggok	49	4	53	4	189	193	53	193	246
Sanankulon	16	3	19	0	56	56	16	59	75
Selorejo	14	3	17	0	59	59	14	62	76
Selopuro	14	2	16	0	59	59	14	61	75
Srengat	34	5	39	0	79	79	34	84	118
Sutojayan	29	4	33	0	81	81	29	85	114
Talun	24	9	33	0	96	96	24	105	129
Udanawu	35	2	37	0	67	67	35	69	104
Wates	14	0	14	0	27	27	14	27	41
Wlingi	23	3	26	0	69	69	23	72	95
Wonodadi	31	1	32	0	75	75	31	76	107
Wonotirto	21	0	21	1	87	88	22	87	109
Total	**563**	**65**	**628**	**7**	**1842**	**1849**	**570**	**1907**	**2477**

Source: Author's Data Processing

Field data shows that between 2022 and July 2025, several complaints were handled by the One-Stop Integrated Service, including issues related to placement administration, document falsification, and allegations of gender-based violence against female migrant workers (Disnaker Kabupaten Blitar, 2025). Most cases were resolved through mediation and legal assistance, but some still faced limitations in policy dissemination and access to information at the village level. The following is a summary of complaints/cases from Indonesian migrant workers from Blitar Regency 2022-2025:

Table 2. Summary of Complaints/Cases of Indonesian Migrant Workers from Blitar Regency

No	Year	Problem Description			
		Die	**Sick**	**Deportation**	**Has problems**
1	2022	Malaysia: L:6 Hongkong: L:1, P:5 Arab Saudi: P:1 Brunei: L:1 Korsel: L:1 Singapura: P:1 Taiwan: L:1	Hongkong: P:7 Brunei: L:1 Malaysia: L:1 Taiwan: P:4	Malaysia: P:6, L:1 Tiongkok: P:1 Arab Saudi: P:1 Brunei: L:1	-
2	2023	Malaysia: L:7, P:2 Hongkong: P:2, L:1 Korsel: L:1 Brunei: L:2	Hongkong: P:5 Taiwan: P:2 Brunei: L:1 Singapura: P:1	Malaysia: P:6, L:2	Sudan: L:1
3	2024	Malaysia: L:9, P:3 Hongkong: P:7 Taiwan: L:1, P:2 Brunei: L:1 Oman: P:1 Gabon: L:1 Korea Selatan: L:1 Kongo: L:1 Arab Saudi: P:1	Macau: L:1 Taiwan: P:2, L:1 Korea Selatan: L:2	Malaysia: L:4, P:3	Korea Selatan: L:1 Singapura: P:1 Malaysia: L:1, P:5 Hongkong: P:1
4	2025	Malaysia: L : 2, P : 2 Hongkong: P : 2	Brunei Darussalam: L :1 Malaysia: L:1 Hongkong: P :1 Taiwan: L:2	Malaysia: L:3, P:3 Brunei: P:1, L:1 Taiwan: P:2	Malaysia: L:1

Source: Author's Data Processing

Data on complaints and cases experienced by Indonesian Migrant Workers (PMI) from Blitar Regency in 2022 shows that labor migration from the region still carries a high level of vulnerability, particularly in terms of health, safety, and procedural compliance. Based on the findings in the table, PMI deaths were recorded in several destination countries, including Malaysia, Hong Kong, Saudi Arabia, Brunei, South

Korea, and Singapore. The high death toll in several countries, such as Malaysia (6 cases) and Hong Kong (1 case), may indicate structural issues in migrant worker protection, ranging from inadequate working conditions, minimal employer oversight, to PMI's poor access to healthcare. Furthermore, the illness category also displays a significant number of cases, particularly in Hong Kong (7 cases), Taiwan (4 cases), Malaysia, and Brunei. This situation demonstrates that high-risk work, long working hours, and psychosocial stress experienced by female migrant workers contribute to the high number of physical and mental health cases.

Further data on cases of Indonesian Migrant Workers (PMI) from Blitar Regency from 2023 to 2025 shows a consistent pattern of vulnerability and even a tendency to increase in several countries of placement. In 2023, Malaysia again had the highest number of cases, particularly in the category of deaths with 7 cases, followed by Hong Kong, South Korea, Brunei, and Taiwan. The high death rate in Malaysia for three consecutive years (2022–2024) indicates systemic problems in working conditions, health, and legal protection received by migrant workers, especially those working in the domestic and plantation sectors. Furthermore, 2023 also recorded a relatively high number of deportations from Malaysia (6 cases), indicating that the issue of non-procedural PMI remains a major issue. Countries such as Taiwan, South Korea, and Singapore also recorded cases of illness and deportation, indicating that migration risks are spread across Asia, not just one specific region.

Entering 2024, the number of destination countries reporting cases has expanded, including Oman, Gabon, and Congo. This diversification of problem countries indicates that migrant workers from Blitar have migrated to countries with varying labor protection systems and often minimal regulation, increasing the potential risks for Indonesian migrant workers. This year, Malaysia again recorded the highest number of deaths (9 cases) and deportations (4 cases). Hong Kong also showed a relatively high number of illness cases (7 cases), indicating high work pressure and welfare issues for domestic workers. Interestingly, several African countries such as Gabon and Congo have begun to appear on the case list, illustrating that the expansion of the Indonesian migrant worker labor market is not always accompanied by adequate protection systems. This situation highlights gaps in oversight in the process of placing Indonesian migrant workers in non-traditional countries, which often do not have labor standards as good as those of major destination countries such as Taiwan or South Korea.

In 2025, the vulnerability pattern persists, albeit with slightly different intensity. Malaysia remains the country with the highest number of cases, across all categories of deaths, illnesses, and deportations, indicating that this country requires special attention in migrant worker protection diplomacy. The 2025 data also shows that Taiwan and Hong Kong remain the countries consistently reporting health and deportation cases, confirming that migrant workers from Blitar in the domestic and service sectors still face work pressure, potential overwork, and limited access to health care. Brunei Darussalam and Singapore also reported several cases, albeit in smaller numbers. Overall, the 2023-2025 timeframe indicates that the level of vulnerability of migrant workers has not

decreased significantly, but has instead become more complex due to the involvement of more countries with varying levels of risk.

MRC Program as an Implementation of the Indonesian Migrant Worker Protection Policy

Blitar Regency is one of the national pilot areas in the implementation of MRC where the service is integrated with the One-Stop Integrated Service of Tulungagung, Cirebon and East Lampung regencies. The implementation results show that MRC-LTSA has become an integrated information service center for Indonesian Migrant Workers. These services include 1) Legal and psychosocial counseling for victims of violence or violations of employment contracts; 2) Pre-departure socialization and training with a gender equality approach and safe migration literacy; 3) Coordinated referral and complaint mechanisms from the village level to the One-Stop Integrated Service; 4) Legal assistance in resolving cases of exploitation and violations of Indonesian Migrant Workers' rights. This counseling service is not only provided to CPMI but also to their families. It is recorded that 36 villages in 12 sub-districts have integrated the village-based protection system and formed the Indonesian Migrant Worker Protection Task Force in Blitar Regency (Interview results).

In addition, the MRC service is also an implementation of articles 38-42 of the UUPPMI by applying the Tripartite Plus Collaboration principle which involves local governments, migrant workers' unions, and women's organizations to be involved in socialization related to migrant workers.

BP2MI and SISKOP2MI as a continuation of the Gender Responsive Protection Policy in Blitar Regency

The end of the MRC program in 2023 marks a crucial phase in the sustainability of migrant worker protection policies in Blitar Regency. The functions and principles initiated by the MRC are currently being continued through the strengthening of the role of BP2MI (Indonesian Migrant Workers Protection Agency) by utilizing the SISKOP2MI digital system, which serves as a reference for integrated protection policies based on national data. BP2MI and the Blitar Regency Manpower Office (Disnaker) have taken over some of the MRC's service functions, including (BP2MI, 2022): a) data collection and verification of Indonesian Migrant Workers, which is currently carried out through the SISKOP2MI (Computerized System for the Protection of Indonesian Migrant Workers) system; b) Counseling and complaint services integrated into the Blitar Regency LTSA; c) Legal and psychosocial assistance provided by the Disnaker.

In this regard, although the MRC program has ended and is no longer programmatically active, gender-responsive work mechanisms continue through permanent institutional integration under the BP2MI (Indonesian Migrant Workers Association) and the local government. The Blitar Regency LTSA serves as a frontline service, while BP2MI serves as the national coordinator for the protection, placement, and supervision of migrant workers. SISKOP2MI is an innovation developed by BP2MI to ensure transparency, accountability, and traceability in the labor migration process. This process includes registration of migrant workers, pre-departure training, employment contracts, and monitoring during the work period and upon return.

The World Bank analysis confirms that the digital system can prioritize gender-responsive principles. The following are the features of SISKOP2MI, which prioritizes gender-responsive principles:

1. Disaggregated data by sex and work sector. This facilitates the analysis of risks and protection needs for migrant workers, especially women;
2. Online reporting for migrant workers facing problems abroad;
3. Connectivity with regional LTSAs;
4. Integration with migrant villages, allowing village officials to regularly update migrant worker data.

In the context of gender responsiveness, BP2MI also emphasizes the integration of gender mainstreaming in One-Stop Integrated Service standard operating procedures (SOPs), for example, by placing female officers at the complaint desk, providing counseling rooms for victims of violence, and providing gender data for each service.

CONCLUSION

These findings also show that the root of migration problems begins at the village level and the recruitment process is not fully controlled. Weak data integration, a lack of oversight of migrant worker protection and placement agents, and low literacy on safe migration have led some prospective migrant workers to choose non-procedural routes that carry a high risk of exploitation and human trafficking (TPPO). Limited regional protection budgets, a lack of cross-sector coordination, and a lack of gender awareness among LTSA officers and village governments also pose serious obstacles to achieving safe migration. This situation has been exacerbated by the end of the ILO's MRC program, which has resulted in several mentoring and education activities at the village level no longer being optimal. In general, data and analysis indicate that worker migration from Blitar is influenced not only by economic factors, but also by social structures that place women in vulnerable positions, as well as by weaknesses in migration governance that is not yet fully integrated. Therefore, gender-responsive protection of migrant workers must be based on a holistic approach that includes strengthening the function of protection institutions, increasing the capacity of migrant villages, enforcing laws against illegal recruitment, and strengthening protection diplomacy in destination countries. Furthermore, the sustainability of digital systems such as SISKOP2MI and their integration with village governments are key to ensuring that the migration process can be monitored transparently and data driven.

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