

Human Rights Protection for Indonesian Migrant Workers: A Policy Implementation Study in The Border Region of Riau Islands Province

M. Ferdi Septianda ^{1*}  , Deni Kurniawan ¹  , Ella Afnira ¹  

¹ Government Department, Faculty of Social and Political Science, Universitas Maritim Raja Ali Haji, Indonesia

* Corresponding, © Authors

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Abstract

This study examines the implementation of human rights protection policies for Indonesian Migrant Workers (PMI) in the border region of Riau Islands Province. The research aims to analyze how PMI human rights protection policies are implemented in border areas with unique characteristics and identify factors influencing policy implementation effectiveness. Using a qualitative descriptive approach, data was collected through in-depth interviews with key informants from BP3MI Riau Islands Province, literature review, and documentation. The analysis employed Miles and Huberman's interactive model, including data reduction, data display, and conclusion drawing. The findings reveal that policy implementation in the Riau Islands faces significant challenges across four key factors: communication, resources, disposition, and bureaucratic structure. Major obstacles include severe human resource constraints with only 28 employees handling complex PMI issues, geographical challenges due to numerous islands and unofficial ports facilitating illegal departures, inter-agency coordination problems caused by sectoral ego, and the complexity of border area problems involving both legal and illegal PMI cases. Despite these challenges, BP3MI Riau Islands has developed adaptive strategies including integrated teams at embarkation points, post-PMI empowerment programs, and strengthened prevention efforts through education and socialization. The study concludes that effective PMI human rights protection in border areas requires comprehensive approaches addressing resource limitations, improving inter-agency coordination, and implementing preventive strategies to reduce human rights violations.

Introduction

Indonesia's geographical location in proximity to other countries has prompted the Indonesian Government to initiate and optimize bilateral relations. These bilateral relations are established as concrete steps and demonstrate the Indonesian Government's commitment to fulfilling governmental functions such as service, regulation, development, and empowerment. Focusing on the empowerment function that is closely related to optimizing bilateral relations, empowerment constitutes efforts undertaken to build society by motivating and raising awareness of the potential existing within that society (Iriawan & Edyanto, 2022). Empowerment is conducted so that each individual gains sufficient skills, knowledge, and self-control to improve their lives (Margayaningsih, 2018). The interconnection between bilateral relations and empowerment function is represented through various sustainable work programs between Indonesia and other countries, one of which is through empowerment for Indonesian citizens who wish to work abroad.

The 1945 Constitution Article 27 paragraph 2 and Law No. 13 of 2003 concerning Labor affirm that the Indonesian Government provides freedom for every citizen to choose and obtain employment, both domestically and abroad (Monica & Theodora, 2019). This is done so that Indonesian society becomes more empowered in maximizing their abilities, enabling them to achieve economic independence and realize prosperity. Through inter-country cooperation regarding the recruitment of migrant workers from Indonesia to be employed abroad, this can certainly assist the government in employment matters, thereby reducing unemployment rates (Muslihatinningsih et al., 2020).

Indonesian citizens (WNI) working abroad have their own designation, initially called Indonesian Workers (TKI), which has now been changed to Indonesian Migrant Workers (PMI). The change in terminology from TKI to PMI is not without reason; this was done to improve the quality of

Indonesian citizens working abroad (Utami Dinda Noor, 2020). Initially, the term Indonesian Workers (TKI) was used for Indonesian citizens (WNI) working abroad, referring to Law No. 39 of 2004 concerning Placement and Protection of Indonesian Workers Abroad. This law explained that "Indonesian Workers, hereinafter referred to as TKI, are any Indonesian citizens who meet the requirements to work abroad in employment relationships for a certain period while receiving wages." In this law, those classified as TKI were only designated when still working or during work (Pawitri 2020).

However, since the enactment of Law No. 18 of 2017 concerning Protection of Indonesian Migrant Workers, the term Indonesian Workers (TKI) was changed to Indonesian Migrant Workers (PMI). This law explains that "Indonesian Migrant Workers are any Indonesian citizens who will, are, or have performed work while receiving wages outside the territory of the Republic of Indonesia." This definition is broader as it encompasses three PMI statuses simultaneously: before working, during working, and after working. This terminological change demonstrates the Indonesian government's commitment to strengthening human rights protection for Indonesian migrant workers, which is an integral part of citizens' constitutional rights.

PMI contribute significantly to Indonesia's foreign exchange earnings. Remittance activities by PMI to their families in Indonesia can increase the country's foreign exchange receipts. Remittance activities conducted by PMI will influence the improvement of PMI families' welfare, thereby reducing poverty (Dzuhur Hidayat et al., 2021). This means PMI contribute greatly to improving Indonesia's economy because these remittance activities benefit PMI family members, the state, and the broader community. Additionally, PMI are always needed to fill worker shortages in various employment sectors abroad, both formal and informal.

In 2021, PMI placement numbered approximately 72,624 PMI, consisting of 16,809 formal PMI and 55,815 informal PMI, meaning informal placement figures exceeded 75% (Oktaber, 2023). In 2022, PMI placement numbered approximately 200,761 PMI, consisting of 115,944 formal PMI and 84,817 informal PMI (Wahab et al., 2023). Malaysia has become the most active country employing workers from Indonesia. Limited job opportunities in Indonesia serve as a driving factor to cover labor shortages in Malaysia, making foreign workers in Malaysia dominated by PMI (Novia, 2023). The proximity between Indonesia and Malaysia in terms of geography, language, and culture makes PMI unworried about language and cultural differences when working (Oktaviandono & Syahputra, 2021).

However, this proximity in various aspects also becomes a factor that encourages PMI to work illegally. The number of PMI in Malaysia reaches 2.7 million people, indicating that Malaysia is the country receiving the most PMI compared to other countries (Arjuna et al., 2022). However, Malaysian immigration data shows that only 704,175 PMI are procedural or legal, meaning approximately 1,995,823 PMI in Malaysia are non-procedural or illegal (Amelia et al., 2022). Some jobs in Malaysia such as domestic assistants, plantations, and oil refineries do not require high educational qualifications, which also becomes a factor encouraging PMI to work illegally. The continuously increasing number of PMI is accompanied by escalating problems experienced by PMI (Wahyudi, 2022).

Human rights protection issues for PMI have become crucial concerns in implementing Indonesia's labor policies. Both legal and illegal PMI in Malaysia frequently experience serious problems while working. Problems affecting PMI include physical and sexual violence, poor accommodation conditions, passport retention, and others (Safitri & Wibisono, 2023). Complaints regarding PMI problems continue to increase,

including overstay, unpaid wages, work not matching promises, unilateral termination of employment, passport or other documents retained by employers or companies, and human trafficking (Cahyaningrum, 2020). These problems can affect both legal and illegal PMI. However, illegal PMI will experience more dangerous situations because they do not understand their rights and obligations, making them vulnerable to violations of their rights (Hilmy et al., 2023).

The government has obligations to serve and protect both legal and illegal PMI experiencing problems while working. The government also has responsibilities to conduct prevention and security measures when illegal PMI candidates are found. The government has strong authority to take firm action against intermediaries or brokers facilitating illegal PMI departures. Government attention to PMI is significant because PMI are major contributors to foreign exchange earnings. Therefore, the Indonesian Government has introduced protection policies for PMI and established a non-ministerial government institution called the Indonesian Migrant Worker Protection Agency (BP3MI) under and responsible to the head of BP2MI.

The Indonesian Migrant Worker Protection Service Agency (BP3MI) is a government body tasked with organizing services, placement, and protection for PMI (Jannah, 2023). BP3MI serves as the government's extension to fulfill state obligations and responsibilities toward PMI. Implementing PMI protection policies presents particular challenges, especially in border areas with complex geographical and social characteristics.

As known, Malaysia is the most active country employing workers from Indonesia. The number of PMI working in Malaysia is substantial, particularly illegal PMI. There are many transit routes in Indonesia used for departure to Malaysia, one of which is through Riau Islands Province (Kepri). PMI depart illegally from embarkation points in Kepri Province through

agent or broker services, which has become government attention regarding illegal PMI departing through border areas like Kepri Province (Putra et al., 2023). Kepri Province's proximity to Malaysia also makes it a debarkation point for PMI deported from Malaysia before being returned to their places of origin (Adhayanto, 2015).

Generally, embarkation and debarkation in Kepri Province are centered at Sri Bintan Pura International Port in Tanjungpinang City, Batam Center Port in Batam City, and Tanjung Balai Karimun Port. Therefore, Kepri Province has been designated as one of BP3MI's working areas regarding services, placement, and protection for PMI. The characteristics of Riau Islands' strategic yet vulnerable border areas to illegal activities make implementing PMI human rights protection policies require comprehensive and adaptive approaches.

BP3MI Kepri Province, located in Tanjungpinang City, has Indonesian Migrant Worker Protection Service Posts (P4MI) located in Batam City and Karimun Regency. P4MI located in Batam City and Karimun Regency aims to provide information to prospective PMI, PMI, and the general public regarding placement and protection services. Additionally, it aims to facilitate coordination for PMI repatriation and to conduct prevention and security measures against PMI intending to depart illegally. BP3MI Kepri Province has different characteristics or focus compared to BP3MI in Java Island areas. BP3MI in Java Island areas focuses on PMI placement and training, while BP3MI Kepri Province focuses on illegal PMI prevention (Amelia et al., 2022).

The difference in characteristics or focus of activities conducted by BP3MI Kepri and BP3MI in Java Island areas occurs because Kepri Province is frequently used as an embarkation point for illegal PMI, as well as a debarkation point for PMI deported from Malaysia. This condition demands implementation of PMI human rights protection policies that are not only preventive

but also curative and rehabilitative, considering the complexity of problems faced in border areas.

Based on this problem background, this research aims to analyze the implementation of human rights protection policies for Indonesian Migrant Workers in the Riau Islands border area. This research is important to understand how PMI human rights protection policies are implemented in the context of border areas with unique characteristics, as well as to identify factors influencing the effectiveness of policy implementation.

Literature Review

Concepts of Human Rights and Migrant Worker Protection

Human rights are fundamental rights inherent to every individual regardless of nationality, race, religion, or social status (Donnelly, 2013). In the context of migrant workers, PMI human rights protection encompasses basic rights such as the right to life, freedom, and security, as well as specific rights as workers including the right to fair wages, safe working conditions, and protection from exploitation (Palmer & Missbach, 2019).

PMI human rights protection constitutes an inescapable state responsibility. States have obligations to respect, protect, and fulfill the human rights of their citizens, including those working abroad (Strasser & Sokefeld, 2024). Research by Safitri & Wibisono (2023) and Cahyaningrum (2020) identified various forms of human rights violations experienced by PMI, including physical and sexual violence, poor accommodation conditions, document retention, overstay, unpaid wages, and human trafficking.

Policy Implementation Theory

Policy implementation represents a crucial stage in the public policy cycle that determines policy success or failure (Pressman & Wildavsky, 1984). Edwards (1980) identified four key factors affecting policy implementation: communication, resources, disposition, and bureaucratic structure.

The communication factor emphasizes the importance of clear information transmission from policymakers to implementers (Van Meter & Van Horn, 1975). The resource factor encompasses human, financial, and facility resources required for implementation (Sabatier & Mazmanian, 1983). Research by Witono (2021) demonstrated that inter-agency coordination becomes a challenge in implementing PMI protection policies, particularly during the pandemic.

Role Theory in Policy Implementation

Role constitutes a dynamic aspect of status or position; when someone carries out rights and obligations referring to their position, they can be said to be performing a role (Fajri, 2019). Role implementation in government institutions cannot stand alone but must have strong synergy with other parties to achieve optimal results.

Soerjono Soekanto in Windyastuti (2021) divided roles into three categories: normative roles (referring to prevailing norms), ideal roles (referring to ideal values according to position), and factual roles (referring to concrete realities in the field or actual social life occurrences).

Border Area Characteristics in Policy Implementation

Border areas possess special characteristics that affect policy implementation (Anderson & O'dowd, 1999). In the context of PMI protection, border areas such as Riau Islands have particular complexity as main gateways for PMI departing to Malaysia while simultaneously serving as return points for deported PMI (Adhayanto, 2015).

Research by Putra et al. (2023) indicated that Riau Islands Province serves as a primary transit route for illegal PMI departing to Malaysia through agent or broker services. Oktaviandono & Syahputra (2021) identified that geographical, linguistic, and cultural proximity between Indonesia and Malaysia facilitates PMI work but also increases risks of illegal departure.

Policy implementation in border areas often faces more complex challenges, including resource limitations, inter-agency coordination, and problem complexity (Adrot et al., 2017). Hilmy et al. (2023) emphasized that illegal PMI are vulnerable to rights violations due to their lack of understanding of rights and obligations.

Previous Research Review

Several previous studies have been conducted regarding PMI protection and government institutions' roles in policy implementation:

1. Amelia et al. (2022) - Focused on the role of UPT BP2MI Tanjungpinang in providing protection to PMI, demonstrating that UPT BP2MI Tanjungpinang tends to perform factual roles because implemented programs align with field realities.
2. Witono (2021) - Analyzed PMI protection during the COVID-19 pandemic, explaining government efforts to create comprehensive regulations and improve inter-agency coordination.
3. Ayunda et al. (2021) - Focused on law enforcement in providing protection to PMI.
4. Husmiati et al. (2017) - Analyzed the implementation of social protection programs for Problematic Migrant Workers (PMB) in the role and function of Protection Houses and Trauma Centers (RPTC).
5. Dzuhur Hidayat et al. (2021) - Analyzed Regional Government roles in providing protection to PMI.

Research Gap and Contribution

Previous research focused more on operational and institutional aspects of PMI protection but has not comprehensively analyzed PMI human rights protection policy implementation from the perspective of border areas with special characteristics.

Research by Amelia et al. (2022), although analyzing the role of UPT BP2MI in border areas, remains limited to operational aspects and has

not integrated human rights perspectives comprehensively. Research by Witono (2021) identified the importance of inter-agency coordination but has not specifically analyzed implementation in border areas.

This research is expected to provide theoretical contributions in developing policy implementation theory in border areas, particularly in the context of PMI human rights protection. The practical contribution involves policy recommendations to improve the effectiveness of PMI human rights protection in border areas, serving as a reference for formulating alternative programs and policies to provide maximum protection for PMI, especially in border areas with high problem complexity.

Research Methods

This research employs a qualitative approach, which is rooted in inductive thinking patterns based on objective participatory observation of phenomena or issues (Harahap, 2020). Qualitative research is descriptive in nature and predominantly uses inductive analysis, with researchers using data as an initial reference and utilizing existing theories as material for clarification (Hadi, 2016). Qualitative research aims to gain understanding of a condition or context by focusing on detailed descriptions based on field findings (Fadli, 2021). The type of research used in this study is descriptive, aimed at obtaining detailed, systematic, and accurate descriptions of facts regarding the implementation of human rights protection policies for Indonesian Migrant Workers in the border region of Riau Islands Province (Ridha, 2017)

This research was conducted in Riau Islands Province, specifically focusing on BP3MI Riau Islands Province office located in Tanjungpinang City. The selection of this location is based on its strategic role as the main institution responsible for PMI protection services in the border region

that serves as both embarkation and debarkation points for PMI traveling to and from Malaysia. Data collection techniques used in this research include in-depth interviews, literature study (library research), and documentation (Purwono et al., 2019). The researcher conducted interviews with key informants to obtain primary data regarding the implementation of PMI human rights protection policies in border areas. Research informants were selected using purposive sampling technique, consisting of the Head of Administrative Affairs Subdivision (Kasubbag TU) of BP3MI Riau Islands Province and the Head of PMI Protection Team of BP3MI Riau Islands Province. Secondary data was obtained through literature study by searching for data through journal articles, internet sources, and government documents related to PMI protection policies and their implementation (Creswell & Poth, 2016).

After obtaining real, adequate, and relevant data, analysis was conducted starting from the data reduction process, data presentation, and drawing conclusions. The data analysis process follows the interactive model developed by Miles & Huberman (1994), which includes data reduction (selecting, focusing, simplifying, and transforming raw data), data display (presenting data in organized forms), and conclusion drawing and verification (drawing conclusions based on data analysis and verifying findings through triangulation). To ensure data validity, this research employs triangulation techniques by comparing data obtained from various sources and different data collection methods (Patton et al., 2015). This research aims to provide comprehensive insights into the implementation of human rights protection policies for Indonesian Migrant Workers in the border region of Riau Islands Province and identify factors influencing policy implementation effectiveness.

Results and Discussion

Human Rights Protection Policy for Indonesian Migrant Workers in Border Areas

The Indonesian government, as the state administrator, has a constitutional obligation to protect and fulfill the human rights of its citizens, including those working abroad. In the context of human rights protection for Indonesian Migrant Workers (PMI), the PMI human rights protection policy represents the implementation of the state's obligation to respect, protect, and fulfill the fundamental rights of PMI as Indonesian citizens. Indonesian migrant workers (PMI), known as foreign exchange heroes, require special attention from the state regarding the fulfillment and protection of their rights, given that to date there are hundreds, even thousands, of PMI in various countries whose rights have not been fully fulfilled (Muttaqin et al., 2024).

The PMI human rights protection policy encompasses a broad spectrum ranging from civil and political rights to economic, social, and cultural rights. This protection includes the right to life, the right to freedom and personal security, the right not to be tortured, the right to fair wages, the right to safe working conditions, and the right not to be exploited. This policy applies not only to legal PMI but also to illegal PMI who experience human rights violations. Protecting the entire Indonesian nation is the goal of the state, according to the Preamble to the 1945 Constitution of the Republic of Indonesia. Protecting the entire Indonesian nation means that PMI is included in it (Junaidi & Khikmah, 2024).

Based on Law Number 18 of 2017 concerning the Protection of Indonesian Migrant Workers, PMI human rights protection is implemented in three phases: before work, during work, and after work. Pre-work protection includes the right to obtain accurate information, the right to receive training and competency certification, and the right not to be charged unreasonable fees. Protection during work includes the right to receive wages

according to agreements, the right to decent working conditions, and the right to receive legal assistance when experiencing problems. Post-work protection includes the right to be safely repatriated, the right to receive rehabilitation and reintegration, and the right to receive economic empowerment.

In the context of border areas such as the Riau Islands, the implementation of PMI human rights protection policy has its own complexities. The geographical proximity to Malaysia makes this region vulnerable to human trafficking practices and the departure of illegal PMI who are potentially at risk of more serious human rights violations.

Implementation of Human Right Protection Policy for Indonesian Migrant Workers in Riau Island Province

Communication Factor in Policy Implementation

Communication is a way to convey important information, ideas, views, or ideas to the recipient of the message so that they can understand, apply, and receive the information well (Chandra et al., 2023). The communication factor is a crucial element in implementing PMI human rights protection policy in the Riau Islands. BP3MI Riau Islands implements policy communication through various socialization and education strategies to the community about the importance of working procedurally and the risks of human rights violations faced by illegal PMI.

Policy communication is conducted through briefings provided to prospective PMI before departure, which includes information about their rights as migrant workers, obligations that must be fulfilled, and available protection mechanisms. Each destination country has different legal characteristics, so the information provided must be adjusted to the specific conditions of the destination country.

BP3MI Riau Islands also conducts communication through socialization programs to the general public about the dangers of illegal departure

and the risks of becoming victims of human trafficking. This communication is crucial given the still high number of illegal PMI departing through unofficial channels due to limited understanding of legal procedures and the risks faced. This is in line with the aim of the safe migration socialization which is to increase public awareness about the laws governing the circulation of Indonesian migrant workers (Lokahita et al., 2024).

Resource Factor in Policy Implementation

The implementation of PMI human rights protection policy in the Riau Islands faces serious constraints in terms of resources. BP3MI Riau Islands has limited human resources that are not proportional to the workload that must be handled. With a total of 28 employees distributed across the Tanjungpinang head office (16 people), P4MI Batam (9 people), and P4MI Karimun (3 people), this number is inadequate to handle the complexity of PMI problems in border areas.

This limitation in human resources impacts the ability to conduct optimal monitoring and case handling. BP3MI employees can only be stationed at strategic points such as international ports, making it difficult to effectively monitor many illegal activities occurring at unofficial ports or other informal routes.

In terms of financial resources, BP3MI Riau Islands faces constraints in financing PMI protection operations that include repatriation costs, rehabilitation, and empowerment programs. Although the central government provides budget allocation, field needs often exceed available allocations, especially in handling emergency cases and mass deportations.

Disposition Factor in Policy Implementation

The disposition factor or implementer attitude shows strong commitment from BP3MI Riau Islands in implementing PMI human rights protection policy. This positive disposition is reflected in the dedication of employees in handling

various PMI cases despite existing resource limitations.

BP3MI Riau Islands demonstrates a proactive attitude in preventing illegal PMI departures through routine monitoring operations at various embarkation points. This attitude is also reflected in the handling of deported PMI with a humanitarian approach, ensuring that the basic rights of PMI are fulfilled during the repatriation process.

However, the positive disposition of BP3MI Riau Islands is often constrained by sectoral ego from other agencies that are less responsive to PMI issues. This becomes an obstacle in inter-agency coordination that should synergize in protecting PMI human rights.

Bureaucratic Structure Factor in Policy Implementation

The bureaucratic structure in implementing PMI human rights protection policy in the Riau Islands has been adapted to the characteristics of border areas. BP3MI Riau Islands has formed two special teams: the placement team and the protection team to optimize task implementation.

The placement team focuses on document processing and verification services for people who want to work abroad legally. This team plays an important role in ensuring that every departing PMI has met requirements and possesses valid documents, thereby avoiding the risk of human rights violations in destination countries.

The protection team focuses on preventing illegal PMI departures through routine monitoring at various debarkation points. This team also plays a role in providing protection and facilitating the repatriation process for illegal PMI candidates who have been secured by other agencies.

The formation of this organizational structure aims to ensure that every aspect of PMI human rights protection can be handled specifically and systematically. However, the effectiveness of this structure is still constrained by limited human resources and suboptimal inter-agency coordination.

Challenges in Implementing Human Right Protection Policy for Indonesian Migrant Workes

Human Resource Constraints

Human resource constraints constitute the main challenge in implementing PMI human rights protection policy in the Riau Islands. The quantitative limitation of human resources that is not proportional to the workload causes many PMI cases that cannot be handled optimally. This condition potentially results in PMI human rights violations due to inadequate monitoring and assistance.

Although the quality of human resources is adequate with experienced and skilled employees, the limitation in the number of employees becomes a serious obstacle in providing comprehensive human rights protection. This is particularly felt in handling emergency cases and situations requiring rapid response.

Geographical Challenges

The geographical conditions of the Riau Islands as a border area with Malaysia and Singapore create unique challenges in implementing PMI human rights protection policy. The numerous islands and sea routes that can be used as illegal departure routes make monitoring extremely difficult.

The existence of unofficial ports operating at night to avoid security officers becomes the main route for illegal PMI who are vulnerable to human rights violations. These geographical conditions also complicate access to assistance and protection for PMI experiencing problems at sea or on remote islands.

Inter-Agency Coordination Problems

Sectoral ego among agencies becomes a significant obstacle in implementing PMI human rights protection policy. The lack of synergy among government and non-government institutions results in suboptimal coordination in providing human rights protection for PMI.

This problem is particularly evident in handling PMI passing cases who use tourist visas to work in Malaysia. The lack of response from relevant agencies in addressing this issue results in practices that potentially violate PMI human rights continuing to persist.

Complexity of Border Area Problems

The complexity of problems in border areas makes implementing PMI human rights protection policy more challenging. In addition to handling legal PMI, BP3MI Riau Islands must also handle illegal PMI, human trafficking victims, deported PMI, and PMI who have died or experienced mental disorders.

This diversity of cases requires different approaches and adequate resources. Without optimal support, the risk of PMI human rights violations will increase, especially for those in vulnerable conditions such as illegal PMI and human trafficking victims.

Adaptive Strategies in Human Rights Protection Implementation

Facing these various challenges, BP3MI Riau Islands has developed adaptive strategies in implementing PMI human rights protection policy. The formation of integrated teams with various stakeholders at port embarkation and debarkation points has become one of the innovations in improving coordination and service quality.

BP3MI has also developed post-PMI empowerment programs through PERWIRA PMI (Indonesian Migrant Workers Entrepreneurs Association) that provides financial literacy education and economic empowerment. This program is important to ensure that PMI are not only protected while working but can also utilize their work results to improve family welfare.

In addressing resource limitations, BP3MI Riau Islands optimizes the use of technology for monitoring and coordination with various parties. Coordination with Indonesian embassies and consulates in destination countries is also

strengthened to ensure PMI human rights protection while working abroad.

Prevention efforts through education and socialization continue to be strengthened as a preventive strategy to reduce the risk of PMI human rights violations. This approach is considered more effective and efficient compared to handling cases after human rights violations have occurred.

Conclusion

The implementation of human rights protection policies for Indonesian Migrant Workers (PMI) in the border region of Riau Islands Province represents a critical challenge that demands comprehensive understanding and strategic intervention. This research has demonstrated that while the Indonesian government has established robust legal frameworks through Law Number 18 of 2017 and institutional mechanisms via BP3MI, the practical implementation in border areas faces significant systemic constraints. The analysis reveals that policy implementation effectiveness is fundamentally constrained by four interconnected factors: inadequate communication systems, severe resource limitations, positive but often frustrated implementer disposition, and bureaucratic structures that struggle with inter-agency coordination. These findings support the central thesis that effective PMI human rights protection in border areas requires not merely policy formulation but adaptive implementation strategies that address the unique complexities of geographical, social, and administrative challenges inherent in border regions.

The research establishes that BP3MI Riau Islands, despite operating under significant constraints, has developed innovative adaptive strategies including integrated team formations, post-PMI empowerment programs, and strengthened prevention mechanisms. These initiatives demonstrate the institution's commitment to

protecting PMI human rights while simultaneously highlighting the gap between policy aspirations and implementation realities. The documented cases of human rights violations—including physical and sexual violence, document retention, unpaid wages, and human trafficking—underscore the urgency of addressing these implementation gaps. However, it is important to acknowledge that critics might argue the focus on institutional constraints may overshadow PMI agency in decision-making and undervalue the role of private sector actors, civil society organizations, and international cooperation mechanisms in ensuring comprehensive protection.

The significance of this research extends beyond academic inquiry to practical policy implications, as the border region characteristics of Riau Islands Province make it a microcosm of broader challenges faced by Indonesia in protecting its migrant workers. The study's revelations about the prevalence of illegal PMI departures and their vulnerability to human rights violations call for immediate action from policymakers, development practitioners, and international partners. The adaptive strategies developed by BP3MI Riau Islands provide valuable models that can be scaled and replicated in other border regions, while the emphasis on prevention through education offers a cost-effective approach to reducing violations before they occur.

In conclusion, the protection of Indonesian Migrant Workers' human rights in border regions represents not merely a policy challenge but a fundamental test of Indonesia's commitment to its constitutional obligations toward its citizens. The research findings call for immediate, comprehensive, and sustained action to bridge the gap between policy intentions and implementation realities. Future research should explore the effectiveness of adaptive strategies across different border regions, examine PMI perspectives directly, and investigate technology's role in enhancing protection services. The stakes are high—the

human rights, dignity, and welfare of millions of Indonesian migrant workers depend on our collective response to these challenges. Future researchers, policymakers, and practitioners are invited to build upon these findings and contribute to the ongoing effort to create effective, adaptive, and comprehensive human rights protection systems for Indonesian migrant workers in border regions and beyond.

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