



# Analysis of the Implementation of the Indonesian Migrant Family Guide Program

Ani Agus Puspawati<sup>1</sup>(✉), Khozin Asrori<sup>2</sup>, Meiliyana<sup>1</sup>, Laila Rahmawati<sup>2</sup>,  
and Dona Raisa Monica<sup>3</sup>

<sup>1</sup> Public Administration, Lampung University, Bandar Lampung, Lampung, Indonesia  
(ani.puspawati,meiliyana)@fisip.unila.ac.id

<sup>2</sup> Student of Public Administration, Lampung University, Bandar Lampung, Lampung,  
Indonesia

khozinasrori64@gmail.com, lailaarahmawatii181001@gmail.com

<sup>3</sup> Law Department, Lampung University, Bandar Lampung, Lampung, Indonesia  
dona.raisa@fh.unila.ac.id

**Abstract.** The high number of Indonesian Migrant Workers (PMI) who work abroad ultimately has a negative impact, namely the parenting pattern for children who are left to work abroad to become less than optimal. UPT BP2MI Bandar Lampung provides an idea as an alternative solution to overcome these problems in the form of a program called Pandu Families of Indonesian Migrant Workers (Pakem Indonesia). This study aims to analyze the implementation of PMI's Parenting and Child Education Program in Sumbergede Village, East Lampung. The method used in this research is qualitative with a descriptive approach. The results showed that the implementation of PMI's parenting and education program was less effective, due to limited resources to run the program. In addition, stakeholder collaboration has not gone well. The success of the program can be achieved by providing complete data on PMI families and building coordination and collaboration with all stakeholders.

**Keywords:** Implementation · Child Parenting · PMI

## 1 Introduction

Indonesia is known as a country with a large population. Based on data from the Central Statistics Agency (BPS) in 2020, Indonesia's population is 270.20 million people (BPS, 2020) [1]. With this number, Indonesia is in the fourth position as the country with the largest population in the world. As a country with a large population, Indonesia is known to be one of the largest sending countries for migrant workers in the Asian region.

The occurrence of the migration process is influenced by the underlying factors. The factor behind someone to migrate is the existence of push and pull factors (push and pull factors) for migration. Factors that drive migration are a number of factors that influence a person's decision to leave the country of origin, while pull factors are a number of factors that influence migration inflows [2].

**Table 1.** PMI Data for 2017- - 2020

No	YEAR	AMOUNT
1.	2017	262,899
2.	2018	283,640
3.	2019	276.553
4.	2020	113.173

<sup>a</sup> Source: UPT BP2MI Bandar Lampung, 2020

Based on data from the Indonesian Migrant Workers Protection Agency (BP2MI), the number of migrant workers from year to year, the number fluctuates, which tends to increase. Research conducted by Orberta Jr et al. in [3] as a result of the large number of PMIs working abroad, has made Indonesia known as one of the largest contributors to international migrant workers in the Asian region. With the high contribution of migrant workers, this makes Indonesia one of the nine largest labor-sending countries in Asia. The following is PMI data for the period 2017–2022.

Based on Table 1 data, there was an increase in the number of PMIs working abroad as much as 20,741 in the 2017–2018 period. With details in 2017 the number of migrant workers as many as 262,899 people increased in 2018 to 283,640 migrant workers or if calculated in percentage terms, the increase in the number of migrant workers in 2017 to 2018 has increased by 7.8%. Meanwhile, in the period from 2018 to 2019, there was a decrease in the number of migrant workers by 7,087. With details of the number of migrant workers in 2018 as many as 283,640 to 276,553 migrant workers in 2019. In other words, when calculated as a percentage, from 2018 to 2019 there has been a decline of 2.5%.

The high enthusiasm of the community to work abroad in the end has an impact. Both positive and negative impacts. The positive impact of the high enthusiasm of the community to be able to work abroad is that it can contribute to the country's economic development from the foreign exchange contribution sector provided by PMI from sending remittances [4].

Meanwhile, the negative impact of the high PMI working abroad creates new problems for the families left behind. Especially because most of the PMI is dominated by women. So that women who work as PMI have to leave their families for a certain period of time in accordance with the work contract given. The status of women as PMI especially women who are married has an impact on the integrity of their families [5].

Children who are abandoned by parents who work as PMI tend to experience more psychosocial problems. Some psychosocial problems that occur such as emotional disorders in children, the tendency of children who are difficult to adapt to the environment, hyperactivity, tend to be more passive in dealing with problems, and the heaviest is the occurrence of stress with a high category experienced by children [6]. Based on data from interviews with the Sumbergede Village Secretary, problems in PMI children such as less optimal parenting for children, children who are starting to recognize promiscuity so they start smoking, consuming alcohol and other juvenile delinquency.

In addition, because more mothers become PMI than fathers, in the end, it is the father's responsibility to take care of the children. However, in practice, most of the fathers concerned are less capable in raising children and taking care of the household. So that child care is borne by the closest relatives such as grandmothers/grandparents, uncles/aunts or other relatives. The role in parenting carried out by relatives often tends to be less than optimal.

Children who are cared for by closest relatives such as grandparents often show problematic behavior (maladaptive), experience emotional disturbances, and even disobey the caregivers. This is a result of the lack of appropriate parenting provided. Therefore, it is important to pay attention to the right parenting model and in accordance with the standards that have been set to be applied to children of migrant workers [7].

With these problems, the Technical Implementation Unit of the Indonesian Migrant Workers Protection Agency or UPT BP2MI Bandar Lampung seeks to provide alternative solutions. This is done in order to overcome these problems so that the impact does not occur in a prolonged manner. One of the efforts made is by initiating a program that synergizes with the Sumbergede Village Government, East Lampung. The form of initiation carried out by UPT BP2MI Bandar Lampung is in the form of a standard parenting program that should be carried out by PMI families who are left to work abroad.

The program initiated by UPT BP2MI Bandar Lampung was named the Pakem Indonesia program. The Pakem Indonesia Program or which stands for Pandu Families of Indonesian Migrant Workers is a program that synergizes between UPT BP2MI and several other actors involved. Several actors involved in this program include the Village Government, PKK of Sumbergede Village, and Karang Taruna of Sumbergede Village, East Lampung Regency as stakeholders of this program. This program is a form of embodiment of social protection for PMI and their families [8].

The PAKEM Indonesia program is a program that originated from a micro grant project in 2020. This program emerged from a Non-Governmental Organization (NGO) originating from the American Council of Young Political Leaders (ACYPL) which was successfully achieved by one of the UPT BP2MI introductory work Bandar Lampung. This program is initiated by the United States Department of State or the United States Department of State. The activities in this program are learning about various social programs for PMI families, especially in an effort to strengthen family resilience for PMI. The concept of the Indonesian Pakem Program was adopted from the 2019 Young Southeast Asian Leaders Initiative (YSEALI) Program, which was initiated by the United States Department of State or the United States Department of State [8].

This program clearly regulates the procedures for empowering marginalized groups, especially those in the United States, namely immigrants and refugees. Considering that the Pakem Indonesia program adopts the YSEALI program, the curriculum used in this program uses almost the same curriculum. The curriculum used in this program is the Guiding Good Choices (GGC) curriculum developed by the University of Washington. UPT BP2MI Bandar Lampung as the person in charge of this program is not a single actor, but also involves other stakeholders as actors in each implementation of the program [8].

Each of these stakeholders builds relationships between actors in accordance with their capacity and authority. In its implementation, the Sumbergede Village Government

acts as an implementing actor or Level Street Bureaucracy of the program assisted by several village officials such as PKK, Karang Taruna, and village communities. While the role of UPT BP2MI in this program is as the initiator of the program, then in the process of implementing this program UPT BP2MI plays a role in monitoring related to the program implementation process.

The role of inter-actor is very important in synergizing in the process of implementing this program. In order for the implementation of this program to run effectively, it is necessary to pay serious attention to the implementation process. Especially from the main implementers of the program, in this case the Sumbergede Village Government and UPT BP2MI Bandar Lampung as the party monitoring the program.

## 2 Research Methods

In this study, the type of research used is descriptive method with a qualitative approach. The location for this research is Sumbergede Village, East Lampung, the reason the author chose this location is because Sumbergede Village is a pioneer of the Pakem Indonesia program as well as the place where the program takes place. The types of data used in this study are secondary and primary data and use data collection techniques in the form of observation, interviews, and documentation.

## 3 Results and Discussion

*A. Implementation of PMI Family Child Care and Education Program in Sumbergede Village, East Lampung Regency.*

*1) Update data on the condition of the PMI family*

The crucial thing that happened so that the PAKEM program did not run well was due to the unavailability of complete data regarding the condition of PMI families. The absence of data on how many families were left behind and how the condition of PMI families was due to the weak support of human resources, funds and facilities. While the data needed for the PMI program is about the condition of the family left behind by PMI. Data is very important, as a basis for determining steps. The condition of how many families were left behind, how their children were educated, their health, and other things were not known. Mazmanian and Sabatier [9] state that whether or not the objectives of a program are achieved will depend on a number of technical requirements. The obstacles that occur in the implementation of the PAKEM program are due to the unavailability of accurate data describing the condition of PMI families. So the serious thing that must be done at the beginning is to develop PMI family data at the village level, this step is supporting work in implementing the PAKEM program in the field of child care and education.

This process can be carried out through an organizational process, synergies with the village government, and relevant agencies that are included in the team and include parties who have close relationships with PMI families such as community organizations that observe families. The village government has the Sumber Gede Village Regulation

No. 04 of 2021 concerning the Protection of Indonesian Migrant Workers. Regarding the rules/conditions/requirements for villagers who want to become PMI. The village regulation contains information services for PMI candidates, fulfilling the rights of PMI families, social empowerment and economic empowerment.

Strengthening the resilience of PMI families is carried out by providing parenting education to PMI families who take care of PMI children. The implementation of strengthening the resilience of PMI families should be carried out by involving PKK and village youth organizations as well as experts in parenting education. PMI children who are left behind by their parents to work abroad can be motivated to achieve their goals.

Field visits and other forms of activity are also carried out as an effort to update data, in accordance with program objectives and development. If PMI family data is available, it will make it easier for the PAKEM team to understand the problem and make it easier to take strategic steps, right on target in accordance with the aim is to strengthen the resilience of PMI families.

The data needed in the field of parenting and education for PMI family children is about:

- Problems with PMI family children, such as school conditions, parenting, relationships and so on.
- Institutions, community groups that support the PMI family child care and education program.

Based on the results of research by Ainsworth and Berger (2014) [10] stated that the best provider of protection for children is the parents themselves, so data is needed on how the condition of each parent is. The party that has the most role in collecting PMI family data is the Pakem team at the village level. If the PAKEM family data already exists, it will illustrate how the problems faced will be able to bring out the meaning of PMI family problems for stakeholders. Furthermore, stakeholders of the PAKEM program will be better able to plan activities according to the needs of the target group and realize them.

## *2) Build communication with all stakeholders who support the success of child protection for PMI families*

PAKEM in the field of parenting and education for PMI family children was realized by establishing a library in the Sumber Gede Village office environment. This library is not able to meet the target of fulfilling PMI family resilience, especially related to children's education. The response of PMI family children is still minimal with the existence of the library. This is due to the long distance between the house and the library. There is no synergy in PMI's children's education program between PKK, Karang Taruna and community organizations that observe families. Communication between PAKEM stakeholders has not been going well.

Communication is a very important factor for conveying information and education. This activity should be carried out by all stakeholders who are included in the PAKEM team. Communication is an important element that causes the success of a policy. Policy communication means the process of delivering policy information from policy makers

to policy implementors. Information needs to be conveyed to policy actors so that policy actors can understand what is the content, objectives, directions, target group of policies, so that policy actors can prepare any matters related to policy implementation, so that the policy implementation process can run. Effectively and in accordance with the objectives of the policy itself [11–15].

Edward [11], stated that communication in policy implementation includes several important dimensions, namely information transformation (transmission), information clarity (clarity) and information consistency (consistency). The transformation dimension requires that information be conveyed not only to policy implementers but also to target groups and related parties. As stated by Howlet and Ramesh [16] that actors in the policy process can mean individuals or groups, where this behavior pattern is involved in a condition as a policy subsystem. The actors in question are elected officials, namely the executive and legislative, appointed officials, interest groups, research organizations and the mass media.

The final process that forms the main program in the realm of strategic action is coordination activities. How can activities be coordinated to achieve goals? How is ongoing work coordinated and communicated among participants? At some level, the complexity of the programming structure is directly related to the complexity of the program itself. Communication networks, including information technology tools as well as regular face-to-face meetings, must be developed to ensure that they are implemented properly and correctly. Operational rules should be discussed and included in the organized activities, staff schedules should also be included. In fact, the many details of program management are often important for the actors involved, special skills to coordinate program activities are very important. Coordination of activities can also be established through the feedback mechanism established in the ongoing program.

The breakdown in communication has resulted in no transformation of information, so it is natural that there is no clarity of information and there is no consistency of information regarding the PAKEM program. This causes the stakeholders who should have been involved have not found an agreement. As the results of research from Matei and Dogaru [17] that if there is coordination among stakeholders, the agreement will be realized. This condition occurred because not all team members were aware of their involvement in PAKEM. The team does not yet have a long-term action plan.

The target groups in the PAKEM program are PMI candidates and their bereaved families. The target group also did not understand well about the PAKEM program because there was no intense and effective communication. The impact that occurs is that the target group has not received information clearly and evenly. Then from the dimension of clarity, it requires clear and easy-to-understand information, in addition to avoiding misinterpretations from policy implementers, target groups and parties involved in policy implementation. While the consistency dimension requires that the information conveyed must be consistent so as not to cause confusion for policy implementers, target groups and related parties.

Communication does play an important role for coordination and implementation in general. Coordination is of course not just a matter of communicating information or establishing appropriate administrative structures, but also regarding the exercise of power [14]. On the other hand, overly detailed communication can decrease the

independence of implementers, leading to changing goals and wasting valuable resources such as staff skills, creativity and adaptability. Thus, the impact of communication on implementation is not only direct, but also felt through the relationship with resources, attitudes of implementers, and bureaucratic structures.

Mazmanian and Sabatier [9] state that one of the success factors in policy implementation is the accuracy and clarity of the ranking of official goals to be achieved, this is included in the policy ability variable to structure the implementation process. The more capable a regulation provides careful instructions and is arranged in order of importance for implementing officials and other actors, the more likely it is that output policies of implementing agencies. In turn, the behavior of the target groups will be in line with these guidelines.

Steps that can be taken so that the PAKEM program can run can be carried out by resocializing the program. The activities carried out are to build coordination with all teams and the community in order to support the program to be implemented. Efforts to coordinate and synergize between relevant agencies and the community are very much needed in family development [18]. Resocialization was carried out to convince the PAKEM team and parties outside the team as well as the village community in particular about the need for PAKEM as part of the vulnerable community in social life as well as to encourage all stakeholders to assist in program implementation. The results of coordination and resocialization carried out to seek an understanding of the program to be implemented.

Coordination is carried out by relevant stakeholders to build understanding and commitment. Some things that the PAKEM team must pay attention to regarding the coordination mechanism are as follows:

- The chairperson initiates a coordination meeting.
- Each team member must report their activities.
- Regular meetings between team members in order to find out the success efforts that have been made.

### *3) Realizing intensive collaboration between stakeholders.*

The PAKEM team should seek meetings by inviting officials, religious leaders, community leaders to discuss efforts to provide parenting and education for PMI family children. Guidance, supervision, care for PMI family children, protection of PMI family children from all forms of violence and exploitation, protection of PMI children in conflict with the law, creating a supportive atmosphere so that PMI family children can play and participate in the community.

The Government and the House of Representatives of the Republic of Indonesia agreed to amend Law Number 23 of 2002 [19] concerning Child Protection. This change is stated in Law Number 35 of 2014 which was issued on October 17, 2014. The interesting thing about the amendment to the Child Protection Law is that the Regional Government is obliged and responsible for implementing and supporting national policies in the implementation of Child Protection in the regions. This is stated in Article 21 of Law Number 35 of 2014. Support facilities, infrastructure, and the availability of human resources in the implementation of child protection.



In accordance with the law, a child is someone who is not yet 18 (eighteen) years old, including children who are still in the womb. Child protection is all activities to guarantee and protect children and their rights so that they can live, grow, develop, and participate optimally in accordance with human dignity and protection from violence and discrimination.

Children are the most vulnerable family members. Children are vulnerable to falling ill and experiencing malnutrition and can even lead to death. Children are also vulnerable to mistreatment or parenting that can lead to various problems such as drug abuse or becoming consumers of pornography. Children are also vulnerable to various forms of violence. The problem of children's health vulnerability in the family, it is seen that social and cultural factors contribute greatly to their vulnerability [18]. Oparents have hurt their children by prioritizing work for dignityand chooseleave their children in child care to look after their children without involving them in decision making [10].

Regarding children's rights, it is regulated inArticle 9 states that every child has the right to receive education and teaching in the context of personal development and intelligence level in accordance with interests and talents. Every child has the right to get protection in the education unit from sexual crimes and violence committed by educators, education staff, fellow students, and/or other parties. Furthermore, in Article 15 every child has the right to obtain protection from a. abuse in political activities; b. involvement in armed conflicts; c. involvement in social unrest; d. involvement in events that contain elements of violence; e. involvement in war; and f. sexual crimes.

The obligations and responsibilities of the community towards child protection are carried out through community role activities in the implementation of child protection by involving community organizations, academics, and child observers. Furthermore, in Article 26, parents are obliged and responsible for:

- nurturing, nurturing, educating, and protecting children;
- develop children according to their abilities, talents and interests;
- prevent child marriage from occurring; and
- providing character education and inculcating character values in children.

If the parents are absent, or their whereabouts are not known, or for some reason cannot carry out their obligations and responsibilities, the obligations and responsibilities are transferred to the family, which is carried out in accordance with the provisions of the legislation. If the child's parents and family are unable to carry out the obligations and responsibilities as referred to in Article 26, a person or legal entity that meets the requirements can be appointed as the guardian of the child concerned and must have similarities with the religion adopted by the child. The guardian is responsible for the child and is obliged to manage the property of the child in question for the best interest of the child. To become a guardian of a child is done through a court order.

According to one theory of child protection, Participants who received protection intervention services generally stated that the mothers of these children lacked information and understanding of the relevant processof the service.In addition, from a legal perspective and advocating for themselves, their application is still not good. So that when access Dealing with departmental staff is also still quite confusing” [10].

Collaborative implementation of child protection is carried out by:



- carry out communication, information and education to all relevant agencies and the public regarding the protection of children from PMI families.
- build community participation to oversee the association of PMI family children.
- provide protection to children of PMI families from all forms of violence and exploitation.
- provide guidance to PMI family children to improve and shape the child's identity.
- increasing the role of the community in caring for PMI family children.
- organize extracurricular activities in the form of courses in order to improve skills.
- encourage PMI family children to study by studying at school to increase knowledge.
- strive for PMI families to seek religious knowledge.
- instilling the moral and religious values of PMI family children and carrying out religious orders in their lives.
- provide legal assistance and assistance to PMI family children who are victims or perpetrators of violence.
- create a supportive atmosphere so that PMI's children can play and participate in the community.

## 4 Conclusion

PMI has an impact on protecting the children of PMI families left behind. The Sumber Gede Village Government issued Village Regulation No. 04 of 2021 concerning the Protection of Indonesian Migrant Workers. The village regulation contains information services for PMI candidates, fulfilling the rights of PMI families, social empowerment and economic empowerment. The realization of the child care and education program is carried out by creating a library in the village office environment. The program has little impact on PMI's children. The distance between the house and the library is one of the obstacles. On the other hand, PMI's family parenting forum is not working. This happens because there is no coordination and collaboration with all stakeholders. The unavailability of PMI family data has also caused the PAKEM program to not run optimally. Strategic steps that can be taken to optimize the PAKEM program, especially in the field of parenting and child education, are by providing real data on PMI families left behind, intensive coordination within the internal PAKEM team and collaborating with community organizations that observe families at the village level.

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