



Evaluating the Effectiveness of Indonesia-Germany G to G Labor Placement Agreements: Case Study of Indonesian Nurses in Germany

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Abstract

Pada tahun 2021, Indonesia dan Jerman membuat perjanjian pemerintah-ke-pemerintah (G to G) untuk memfasilitasi penempatan dan perlindungan pekerja kesehatan Indonesia, sejalan dengan prinsip-prinsip Organisasi Buruh Internasional (ILO) untuk memastikan kondisi kerja yang layak dan hak-hak pekerja migran. Studi ini diperlukan untuk mengidentifikasi dan mengatasi tantangan yang dihadapi oleh perawat Indonesia di Jerman, seperti kendala bahasa dan pengakuan kualifikasi, sambil memberikan wawasan untuk perbaikan kebijakan untuk meningkatkan integrasi mereka ke dalam sistem layanan kesehatan Jerman. Temuan utama dari penelitian ini menunjukkan bahwa meskipun pengaturan penempatan kerja G to G Indonesia-Jerman bertujuan untuk meningkatkan keterampilan perawat Indonesia dan memenuhi kekurangan tenaga perawat di Jerman, namun tantangan yang signifikan termasuk kendala bahasa dan pengakuan kualifikasi menghambat integrasi yang efektif ke dalam sistem perawatan kesehatan Jerman. Perjanjian Penempatan Kerja Indonesia-Jerman G to G bertujuan untuk meningkatkan pengembangan profesionalisme tenaga kesehatan Indonesia sekaligus memenuhi kebutuhan tenaga kesehatan terampil di Jerman yang terus meningkat, namun mereka menghadapi tantangan yang cukup besar termasuk kendala bahasa, pengakuan kualifikasi dan adaptasi budaya yang berdampak pada efektifitas mereka dalam sistem kesehatan Jerman. Penelitian ini juga menunjukkan bahwa peningkatan sistem pendukung dan reformasi kebijakan akan diperlukan untuk mengatasi tantangan signifikan yang dihadapi oleh perawat Indonesia di Jerman, termasuk bahasa, kualifikasi, dan adaptasi budaya.

Status Artikel:

Diterima: 10-11-2024

Direvisi: 26-11-2024

Diterima: 16-12-2024

Kata Kunci:

Indonesia-Germany G to G Labor Placement Agreements;
Indonesian Nurses;
Migrant Workers Policy.



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INTRODUCTION

In 2021, the Indonesian government through the Ministry of Manpower (MoM) signed a memorandum of understanding (“**Agreement**”) with the German Bundesagentur für Arbeit (BA) regarding the placement and protection of health workers. This Agreement is the legal basis for the implementation of the Government to Government program. The Government to Government (“**G to G**”) program is a form of cooperation between two governments that aims to regulate and facilitate the sending of migrant workers from one country to another. The Government to Government (G to G) agreement between Indonesia and Germany regarding the placement of migrant workers, especially health workers, has strong relevance to the principles and objectives promoted by the International Labor Organization (ILO). The ILO, as a UN agency that regulates labor issues, focuses on creating decent working conditions and protecting the rights of workers around the world. In this context, this G to G agreement is in line with the ILO's mission to promote social justice and labor rights.

The G to G agreement between Indonesia and Germany not only focuses on the placement of migrant workers, but also involves very important legal aspects. In a legal context, these G to G agreements must be strictly regulated to ensure that the rights and obligations of the parties are clearly understood. Indonesian contract law, as set out in Book III of the Civil Code, gives parties the freedom to make agreements that are valid and enforceable as law for those who make them. However, these G to G agreements must also take into account the laws and regulations in Germany, as well as fulfill the conditions set out in the migrant worker placement agreement.

Within the framework of this cooperation, the governments of both countries are also committed to ensuring that the labor placement process is conducted in a transparent and responsible manner. This includes providing clear information on the rights and obligations of migrant workers as well as legal protection while they are working abroad. Thus, the G to G agreement not only serves to meet the needs of the labor market in Germany but also ensures that Indonesian migrant workers are treated with respect and have access to decent working conditions. Overall, the relationship between the Indonesia-Germany G to G agreement and the ILO shows synergy in achieving the common goal of improving the welfare of migrant workers through international cooperation based on fair and humane labor standards.

METHODS

The study, *"Evaluating the Effectiveness of Indonesia-Germany G to G Labor Placement Agreements: Case Study of Indonesian Nurses in Germany,"* employs a normative legal research framework, avoiding subheadings to maintain a coherent narrative and ensuring practical applicability in the field. This qualitative research utilizes a statutory and comparative approach, analyzing Indonesia's bilateral agreements with Germany in the context of Indonesian migrant workers. The research is library-based, focusing on secondary data obtained from news articles, books, academic journals, and other relevant legal materials. Data collection emphasizes purposive sampling to identify sources directly related to the study's objectives, with the analysis employing thematic techniques to extract patterns and theoretical insights. The research was conducted over three months (August-October 2024) and centered on agreements impacting Indonesian nurses in Germany. Thematic analysis ensures trustworthiness through confirmability and credibility, while findings are presented narratively,

highlighting categories, themes, and conceptual frameworks. For future field research, specific attention would be given to precise descriptions of time and location to enhance the study's practical relevance and applicability.

RESULT AND DISCUSSIONS

G to G bilateral agreement scheme between Indonesia and Germany

A Government-to-Government (G-to-G) initiative in international development is defined by cooperative frameworks that promote capacity building, sustainability, and the tackling of global issues. These schemes frequently entail partnerships between nations, emphasizing common objectives and reciprocal advantages. In the context of the G-to-G agreement between Indonesia and Germany, this collaboration focuses on enhancing workforce management and addressing labor market needs, benefiting both countries through shared goals in healthcare development. Moreover, this collaboration not only facilitates the mobility of skilled healthcare professionals but also enhances capacity building, knowledge exchange, and cultural integration. By aligning the mutual interests of both countries, the G-to-G agreement strengthens healthcare systems while providing Indonesian workers with opportunities for international exposure and professional development.

This agreement aims to foster mutual benefits for both Indonesia and Germany by addressing labor market demands while enhancing cooperation in the healthcare sector. The signing of the healthcare cooperation agreement between Indonesia and Germany marks an important milestone for Indonesian healthcare workers, offering them opportunities to work and develop their skills in Germany with competitive compensation. This contributes to enhancing the quality and expertise of Indonesia's workforce. For Germany, the agreement not only strengthens bilateral relations but also addresses the growing demand for healthcare professionals by increasing the availability of skilled workers to meet the country's healthcare needs. This collaboration not only promotes the professional development of Indonesian workers but also enhances the effectiveness of Germany's healthcare system, ultimately providing benefits to both countries through improved workforce capabilities.

The governments of Indonesia and Germany play a crucial role in the facilitation of the G-to-G labor placement agreement, collaborating to ensure the program's effective implementation and management. Both the Indonesian and German governments actively collaborate to develop policies that facilitate educational exchanges in healthcare. These policies encompass financial support, resource allocation, and regulatory frameworks essential for effective program implementation. The Indonesian government recognizes the necessity for reforms within the education and internship systems for healthcare workers, while the German government contributes expertise and resources to assist in these reform efforts. Through these joint initiatives, both governments seek to improve the efficacy of the healthcare workforce, ensuring that Indonesian healthcare professionals are adequately equipped to meet the needs of the German healthcare system. This partnership not only enhances the skill set of Indonesian workers but also fosters enduring bilateral relations between the two nations. By prioritizing collaboration and knowledge exchange, both countries aim to create a sustainable model for healthcare workforce development that can serve as a blueprint for other nations facing similar challenges.

BP2MI's involvement in Indonesia's Government-to-Government (G2G) program is pivotal for enhancing healthcare services and labor market outcomes. By collaborating with various health and educational institutions, BP2MI effectively implements the G2G program in the healthcare sector with Germany. This partnership enables the development of effective recruitment strategies aimed at attracting high-quality candidates, ensuring alignment with national development goals related to human resource distribution and quality improvement. Additionally, BP2MI ensures compliance with migration regulations, optimizing the program's benefits for both the nation and individual participants. This collaborative effort is essential for achieving sustainable improvements in Indonesia's healthcare workforce. The anticipated outcomes of the G-to-G program for the healthcare systems and labor markets in both Indonesia and Germany are diverse. Indonesia is expected to experience an enhancement in the quality and skill level of its healthcare workforce, which will contribute to better healthcare services at home. In contrast, Germany is likely to benefit from an augmented and varied healthcare workforce that addresses labor shortages in critical areas, such as nursing. This partnership not only promotes professional development but also strengthens bilateral relations and fosters mutual economic growth.

Applying G to G Frameworks in Healthcare Workforce Management

In examining the composition of health sector workforces, it becomes evident that there are considerable discrepancies between the methodologies employed in Indonesia and Germany. Despite the expansion of educational opportunities in the Indonesian health sector, significant challenges remain. These are primarily related to a dearth of training programs aligned with global standards and limited access to ongoing professional development. As a consequence, some of Indonesia's health workers lack the competencies required to meet the demands of the global healthcare market. In contrast, Germany has a more structured health education system, with comprehensive, practice-oriented programs and clear career paths for health workers. This integrated approach allows health workers in Germany to be better prepared for the dynamics of the global health industry, with higher levels of competence and adequate career development support. This distinction emphasizes the importance of aligning health education with labor market needs, especially in the context of international competition.

The Indonesian government's strategy of recruiting and retaining health workers (particularly nurses) in Germany through the G2G scheme represents a crucial step in addressing the global demand for international health workers. In accordance with the agreement between the Indonesian Migrant Workers Protection Agency (BP2MI) and the German Bundesagentur für Arbeit (BA), the program prioritizes the deployment of 600 Indonesian nurses by 2024. This deployment is conducted free of placement fees, as the entirety of the process—which encompasses a six-month period of German language training in Indonesia—is financed by the German side. The aforementioned training is designed to ensure that nurses are adequately prepared to navigate the complexities of the German healthcare system. This encompasses not only language training, but also an orientation program and medical skills training.

In the event that the nurses have not obtained a license upon completion of their initial assessment in Germany, they are afforded the opportunity to retake the examination within a three-year period. During this interval, the employer is responsible for coordinating the

requisite educational activities. Nevertheless, should the nurses fail to obtain a professional license within this period, they are required to return to Indonesia at their own expense after the conclusion of the contract. Adopting a comprehensive approach, encompassing the full recruitment and license equivalency process, this strategy not only facilitates more effective placements but also enhances the likelihood of long-term retention, with ongoing training support.

A robust support network and the implementation of key performance indicators (KPIs) are essential elements for the evaluation of the government-to-government (G2G) framework for the placement of Indonesian healthcare professionals in Germany. As reported by BP2MI, the program offers employment opportunities for Indonesian nurses and provides a support system including German language training and cultural orientation prior to departure. The training program is fully funded by the German side, which enables health workers to better prepare themselves to adapt to the new working environment. Furthermore, in the bilateral discussions conducted between Indonesia and Germany, there was a notable emphasis on the establishment of placement and labor protection agreements, which serve to establish a clear legal framework and facilitate successful integration. The KPIs employed, including retention rates, licensing success and job satisfaction, serve an instrumental function in appraising the efficacy of the programme. They guarantee that the health workers in question not only flourish in their occupational roles but also feel integrated within German society. This reflects the commitment of both countries to foster a mutually advantageous relationship through the deployment of suitably qualified and sustainable health.

The long-term viability of the Indonesian health worker placement program in Germany is contingent upon the continued dedication and accountability of the participating governments and the individuals involved. The Indonesian government, through the Indonesian Health Workers Placement Program (BP2MI), is committed to ensuring that health workers meet the requisite competencies and receive comprehensive support throughout the licensing equivalency and cultural adaptation processes. Conversely, the German government assumes responsibility for providing a secure and favorable working environment, as well as offering supplementary training that enables the optimal functioning of the workforce within the German health system. Furthermore, the workforce is expected to actively engage in training and integration programs, as well as foster positive relationships with colleagues and the local community. By combining the government's commitment with the workforce's initiative, the program will not only be sustainable in the long term but will also contribute to the strengthening of bilateral relations between Indonesia and Germany, as well as enhancing the quality of healthcare services in both countries.

Adaptation and Challenges of the G to G Scheme for Indonesian Healthcare Workers in Germany

Indonesian nurses migrating to Germany face a variety of challenges and experiences as they adapt to a new work culture. This adaptation process is influenced by several factors, including cultural differences, communication barriers, language training, and the recognition of qualifications. Cultural differences significantly affect workplace dynamics and interactions with patients. Indonesian nurses often face a more hierarchical structure in Germany compared to the more communal approach prevalent in Indonesia. This disparity can lead to

misunderstandings in communication styles and expectations regarding authority and teamwork. Furthermore, the German emphasis on punctuality and efficiency may contrast with Indonesian norms, impacting collaboration and patient care practices.

Communication challenges are prevalent among Indonesian nurses in Germany. Language barriers represent a critical issue, as proficiency in German is essential for effective patient care and collaboration with colleagues. Many Indonesian nurses report feelings of isolation due to their limited language skills, which can hinder their ability to interact with patients and integrate into healthcare teams. Additionally, cultural nuances in communication styles can result in misunderstandings that adversely affect workplace relationships.

Language training programs are crucial for preparing Indonesian nurses for their roles in Germany. These programs typically include specialized nursing vocabulary and practical language skills necessary for daily interactions in healthcare settings. While many nurses find these programs beneficial, their effectiveness varies depending on individual learning styles and prior language experience. Some nurses continue to struggle with fluency even after completing training, indicating a need for ongoing support and practice once they arrive in Germany. The recognition of Indonesian nursing qualifications in Germany presents another significant challenge. Although there are frameworks for assessing foreign qualifications, many Indonesian nurses find that their credentials do not fully align with German standards. This discrepancy can limit job opportunities and career advancement within the German healthcare system. Efforts are underway to standardize nursing education and certification processes to facilitate smoother transitions for foreign-trained nurses.

Indonesian nurses often encounter ambiguity regarding their job roles and responsibilities upon entering the German workforce. Many report being classified as nursing assistants rather than fully qualified nurses, which can restrict their scope of practice and professional development opportunities. This situation may lead to frustration among nurses who possess considerable experience and education but find themselves underutilized in their roles. Adapting to a new country and work environment can significantly impact the emotional and mental health of Indonesian nurses. Feelings of homesickness, isolation, and stress from navigating a different cultural landscape are common experiences. Support systems, such as community groups or counseling services, play a vital role in helping these nurses cope with the emotional challenges associated with migration.

ILO Perspective on the G to G Agreement between Indonesia and Germany

The International Labour Organization (ILO) has established a framework of conventions designed to protect the rights of migrant workers. Among these, Convention No. 97 concerning Migration for Employment and Convention No. 143 concerning Migrant Workers in Abusive Conditions are particularly significant. These conventions emphasize the necessity of ensuring fair treatment, safety, and dignity for all migrant workers, regardless of their legal status. They advocate for equal rights and protections, including access to social security, non-discrimination, and the right to organize. This focus leads the ILO to achieve several objectives related to the promotion and protection of workers' rights or decent workplace opportunities and the strengthening of dialogue between countries. ILO instruments on Migration settles a number of these issues multilaterally, irrespective of

reciprocity, including:

- . No 97 Migration for Employment Convention (Revised), 1949
- . No 86 Migration for Employment Rec. (Revised), 1949
- . No 143 Migrant Workers (Supplementary Provisions) Convention, 1975
- . No 151 Migrant Workers Rec., 1975
- . No 100 Protection of Migrant Workers (Underdeveloped Countries) Rec., 1955

Aligning the Government-to-Government (G to G) agreement between Indonesia and Germany with ILO standards is crucial for several reasons. **First**, it guarantees that the rights of Indonesian healthcare workers are upheld in accordance with international norms, enhancing their protection against exploitation and abuse. **Second**, adherence to ILO standards fosters better labor relations and promotes a positive image of both countries in the global labor market. Finally, alignment with ILO conventions can facilitate smoother bilateral cooperation by establishing clear expectations regarding labor rights and responsibilities. Under the G to G scheme, Indonesian healthcare workers are entitled to various rights aimed at ensuring their welfare and professional development. These rights include fair remuneration, safe working conditions, access to social security benefits, and opportunities for professional training and advancement. However, the actual implementation of these rights may vary based on local regulations and practices in Germany, necessitating ongoing monitoring and evaluation.

Impact Analysis of the G to G Agreement on Workforce Dynamics and Government Policies

The G to G program between Indonesia and Germany regarding health workers has a significant impact on the dynamics of the health workforce in both countries. In addition, the impact also affects individuals or workers themselves and bilateral relations between the two countries. In its implementation this program covers various aspects, including human rights, economy, health, employment, and education. These various aspects are the responsibility of both Indonesian and German governments to fulfill good implementation of this agreement. These financial transfers play a crucial role in improving living standards and providing access to education and healthcare for their families in Indonesia. Studies indicate that remittances from overseas workers can lead to increased household income, enabling families to invest in better housing, education, and health services, thereby enhancing overall community welfare.

The influx of remittances has positive ripple effects on local economies in Indonesia. Increased disposable income among families leads to higher consumption levels, stimulating local businesses and markets. This economic boost can create jobs and foster community development projects, contributing to poverty alleviation and improved quality of life in various regions. Indonesian nurses play a vital role in alleviating the labor shortages faced by the German healthcare system. With an aging population and increasing demand for healthcare services, the recruitment of skilled nurses from Indonesia helps fill critical gaps in staffing. This not only supports the operational needs of healthcare facilities but also enhances the quality of care provided to patients. The arrival of Indonesian nurses has led to notable changes in workforce dynamics within the German healthcare sector. Their integration into the workforce introduces diverse cultural perspectives and practices that can enhance teamwork

and patient care approaches. However, it may also prompt challenges related to cultural adaptation and communication barriers that need addressing through targeted training programs.

The Government-to-Government (G to G) agreements between Indonesia and Germany have strengthened bilateral relations by fostering collaboration in labor migration policies. These agreements facilitate smoother processes for nurse placement, ensuring compliance with both countries' regulations while promoting mutual benefits. Enhanced diplomatic ties through such agreements can lead to further cooperation in other sectors as well. Here are some areas of future policy development that should be a focus:

- a. Implementing comprehensive orientation programs that cover cultural integration, language training, and professional development.
- b. Establishing feedback mechanisms for continuous improvement of the G to G agreements based on experiences shared by healthcare workers.
- c. Regularly update training curricula for Indonesian nurses based on emerging healthcare trends.
- d. Foster partnerships between Indonesian nursing schools and German healthcare institutions for knowledge exchange.

Through these evaluations and recommendations, this study aims to provide a comprehensive understanding of the effectiveness of the Indonesia-Germany work placement agreements, while highlighting areas for improvement that can be of benefit to the healthcare sectors of both nations. This collaborative approach not only enhances the skills and competencies of Indonesian nurses but also strengthens bilateral relations, ultimately leading to improved patient care and healthcare outcomes in both countries.

CONCLUSION

The bilateral cooperation between Indonesia and Germany in the field of health worker placement within the framework of the government-to-government (G to G) agreement aims to provide Indonesia with opportunities for the recruitment of skilled workers to meet the increasing demand for health care workers in line with population growth. Under the G to G program, Indonesian health care workers will have the opportunity for professional development at the international level. This agreement is in line with the commitment of both the Indonesian and German governments to uphold the rights of migrant workers, as well as the labor protection standards set by the International Labor Organization (ILO). This demonstrates the joint efforts of Indonesia and Germany to promote worker welfare and support the ILO's mission to improve workers' rights worldwide. Therefore, the long-term success of this program depends on the commitment of both governments to uphold and maintain sustainable labor-related standards. The success of the Indonesia-Germany health worker placement program hinges not only on the recruitment and placement of skilled workers but also on the comprehensive support systems established for these individuals. This includes language training, cultural orientation, and professional development opportunities that will enable Indonesian health care workers to acclimate to the German health care system effectively.

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