

Evaluating The Effectiveness of Indonesia-Iom Cooperation in The Governance of Human Trafficking and Illegal Labor Migration

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ABSTRACT

Human trafficking and illegal labor migration are forms of modern slavery that have been an International issue that indeed violates activity of human rights, and inflicts threat to national and human security. The rapid development of its issue needs international cooperation which conducted by international organizations and involved countries, such as Indonesia-IOM (International Organization for Migration). Indonesia is a country that receives, sends, and transits country of human trafficking activities, whereas IOM is an international organization that has the authority to assist the issue by cooperations. The cooperation is taken to reduce the number of cases and also handle human trafficking and illegal labor migration. Indonesia-IOM cooperation has generated efforts categorized as; (1) identify and enforce the law; (2) regulate immigration and providing assistance; (3) prevention in the form of training/socialization. The result of this cooperation has impacted Indonesia's placement in tier 2 as a country that attempts to handle human trafficking and illegal labor migration although it is not yet in accordance with the standards of handling Trafficking in Persons.

Keywords: Human Trafficking, Illegal Labor Migration, IOM.

INTRODUCTION

International cooperation intertwined with fellow actors of international relations frequently happens in handling various global issues, as well as in handling human trafficking and illegal labor migration. This research will discuss the cooperation between international organizations and occupied countries. Human trafficking is a form of serious crime that includes violations against human rights and inflicts threats by the continuing increase in cases year after year. UN Protocol declared human trafficking as the recruitment, transfer, transportation, and harboring of persons through the threat or use of force and any other form of fraud, abduction, deception, coercion, and abuse of power to achieve benefits or controls over persons in the purpose of exploitation. In this era, human trafficking is a form of modern slavery, as the method has developed over time. Human trafficking is also an illegal business committed by criminals or perpetrators for the internal country and cross-country borders. The business is run as exploitation in the form of slavery, sex trade, forced labor, organ harvesting, and child trafficking. The social economy is classified to be most of the occurrence factors of this issue. (Wijkman & Kleemans, 2019) Labor migration is a public movement from country to country to find job vacancies. Migration is a displacement motion of living across country borders and administration horizontally. Furthermore, migration is also defined as the laborer movement from the traditional sector to the modern sector. (Fatqurijalillahi, 2018) Millions of persons

included in labor migration go along to confront the risk and threat during the migration proses by reason of the number of criminals that misuse labor migration to run their illegal business, which potentially ends up being human trafficking activities. Many people have experienced fraud by labor transfer as the reason to gain victims of slavery.

Human trafficking and illegal labor migration are everyday illegal actions in Indonesia, mostly happening to women and children. United State Embassy stated in 2021 that Indonesia is indeed one of the countries with the most human trafficking and illegal labor migration perpetrator globally. (Article Indonesia 2021) Sexual exploitation is one of the forms of human trafficking that oftentimes happen as the cause of the patriarchal culture in Indonesia. Therefore, so many slaveries happen to women and cause sexual abuse to forced marriage. Gender inequality also caused the lack of law enforcement related to human trafficking. Indonesia has a law including the elimination of human trafficking crime No. 21/2007, which will be regulated over six classifications, such as; sexual exploitation, organ transplantation, mail-order brides (MOB), child exploitation, labor exploitation in the fisheries sector, and exploitation of Indonesian migrant workers. Human trafficking and illegal labor migration mainly occur in an area with the lower tier of economy and education as it is easier to target not only women and children but generally through gender and age. (Veda et al., n.d.)

The rise of this issue causes threats to various national instruments such as security, justice or rights, and peace as it has grown to be a global interest of the International Governmental Organization (IGO). The UN has categorized this issue as a criminal offense and has become an international relations issue that needs international relations actors to handle the issue; these include states or countries, governmental organizations, non-governmental organizations, and multinational corporations. (Daud & Sopoyono, 2019) Human trafficking is one of the Transnational Organized Crime (TOC) forms that have been counted to over 25 million persons globally recorded as human trafficking victims, according to US foreign minister Antony Blinken based on Trafficking in Person Report in 2021. (Laporan Perdagangan Manusia 2021, Indonesia Tetap Tier 2 — BeritaBenar, n.d.) Meanwhile, based on a per-decade report in Indonesia, 2019 has been a peak of the highest season of the issue with 118,932 victims. (Ada 90 Ribu Korban Perdagangan Manusia Di Seluruh Dunia Pada 2021, n.d.) Therefore, cooperation is needed in handling human trafficking and illegal labor migration as an international issue. (Wal Arif, 2020)

UN is one of the international organizations that directly handles cases such as human trafficking and illegal labor migration by depending on the IOM (International Organization for Migration), an organization under the UN as a media. IOM handles human trafficking and illegal labor migration, which are deemed inappropriate acts against the organization's mission. Wheresoever, that raises threats, suspense, and human security issue. Practically, IOM is focused on migration activities related to human trafficking activities and illegal labor migration that budge cross through country borders, also either legal or illegal migrations. IOM commits to Indonesia as an observer country to cooperate by fitting up each actor's limitations in handling human trafficking and illegal labor migration. This research is supposed to explain how effective the cooperation of Indonesia and IOM in response human trafficking and illegal labor migration as an international issue.

LITERATURE REVIEW

(1) Organisasi Internasional (International Organization)

Le Roy Bennet describes international organizations as an aim to be a forum for every international cooperation that will prosper globally, as well as being a medium of communication between governments in uniting ideas and solutions in handling any existing problems. Communication can be seen in relations built by international organizations for ongoing cooperation in its member states. This international organization becomes an instrument, forum, and independent actor that seeks to achieve specific goals by combining parties based on an issue so that it can be explained. International

organizations are needed because their role will be the key to handling issues since the operation of international cooperation involves the rules of each member state. International organizations will play a role in the formation of cooperation that can prevent the intensity of conflict among member states and be a media of negotiation for the formation of collective decisions. In addition, international organizations will act as governmental institutions that can proceed independently in carrying out humanitarian, social, and environmental-related activities. This theory is used in the form of cooperation between international organizations and member states in solving a problem or issue related to the focus of the international organization. "*Organisasi Internasional*" is needed as this research will depends on the results of cooperation between state and related international organization.

Human trafficking and illegal labor migration as an international issue that spread in each region and country has growing rapidly year after year, while there are not much government has its own focuss in handling this issue. This theory will be used in the research to clarify the purpose of specific organization in handling trafficking and illegal migration as the issues went through country borders.

IOM (International Organization for Migration), discussed in this research, is a related organization that cooperates with Indonesia and several occupied countries in handling human trafficking and illegal labor migration. IOM has 175 member states and 8 observer states, as IOM focus on migration, so it helps the handling of human trafficking and illegal labor migration as a transnational issue. IOM plays a massive role in handling or eradicating human trafficking for the implementation of efforts, IOM-Indonesia strategically builds international cooperation that focuses on preventing human trafficking by raising awareness and monitoring labor recruitment.

(2) Kerjasama Internasional (International Cooperation)

According to Dougherty and Pfaltzgraff, international cooperation is a relationship built between countries without elements of violence or coercion which are legalized by international law to provide freedom in developing countries. (McClelland, 1960) International cooperation is an integral part of discussing various cases that include actors from international relations to the community. Human trafficking and illegal labor migration are issues that involve countries and threaten citizens. In this research, this theory is implemented on the process of its issues handled by international cooperation and states. Human trafficking and illegal labor migration threaten citizens from occupied countries. IOM would obtain this issue as an international organization and Indonesia. The international cooperation operated between international relations actors and occupied countries such as China,

Malaysia, Singapore, Taiwan, Hong Kong, Vietnam, Saudi Arabia, the Philippines, and several other countries.

The government of involved countries might have their act in handling trafficking and illegal migration, but as the issues went through country borders and migration it has to implicate cooperation country-country. The cooperation will run as an international cooperation that indeed include many government, international organization, and institution. As this issue cannot be only handle by one actor.

The cooperation also aims to improve human security as an instrument in national security which continues to be disrupted by providing economic, social, and mental assistance. Indonesia-IOM formed a partnership by utilizing each other's capabilities in exerting their authority. IOM could also work independently and cooperate outside of cooperation with Indonesia so that an agreement was formed that could help handle the number of cases of human trafficking and illegal labor migration without threatening public security.

METHOD

This research uses a type of research with descriptive qualitative methods. *Descriptive research* describes the results from the collection of data and analysis objectively in the discussion of the object of research by a systematical observation to gather relative previous issues reports and data. The data were collected from various relevant and valid sources such as documents, books, journals, theses, dissertations, or official websites from the institution involved in the research. To gather of all the sources, the researcher qualitatively look after relative institution reports and existing issues. The researcher focuses on the results of Indonesia-IOM cooperation by analyse previous data and reports to sum up the effectiveness toward the issues.

RESULT AND DISCUSSION

Human Trafficking and Illegal Labor Migration as International Issue

Human trafficking is a modern form of slavery, whereas labor migration has become a potential medium for slavery growth. Slavery existed thousands of years ago and has been categorized as a severe crime. However, the prohibition of slavery was formed in the 19th century and started by the United Kingdom, which categorized human trafficking as an illegal activity. Along with it, the United States established the law of human trafficking with the death penalty in 1820, continuing to an international agreement in 1904, the International Convention for the

Suppression of White Slave Traffic. In 1921 the convention was changed by the International Conferences of Geneva to Trafficking in Women and Child in the reason of the exploitation victim primarily targeted women and children. The law establishment continued to United Nations General Assembly approval of The Convention for The Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others in 1949. The convention was expanded to UN Protocol Against Trafficking in Persons, such as *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Child*, in December 2000.

Economy and social generally known to be the most significant factors of human trafficking and illegal labor migration growth related to society which affects its condition or the society itself. The economy constantly becomes the main aspect of specifying social acceptability, whereas not every person has the same opportunity and chances. Besides that, some factors affect the growth of human trafficking and illegal labor migration, such as:

- Lack of Education
This factor affected the lack of knowledge of high-risk activities or jobs, which included illegal activity, and so it carried more victims inasmuch as to their lack of education.¹
- Patriarchy
Patriarchy is a system of society. Unfortunately, in several places, it has become a culture in which men dominate society, so it forms a stigma for each aspect of life over men and women.
- Law
Law enforcement in handling human trafficking and illegal labor migration in most countries is not yet optimally implemented, particularly in developing countries.²
- Unequal development
National development, especially in developing countries, oftentimes takes place in only several places, which causes the growth of labor exploitation.
- Limited job opportunities
Most countries still need job vacancies that can accept employees with diverse educational backgrounds, such as; high school, elementary school, or no educational experience.³

Human trafficking has become a transnational crime and is included in TOC (Transnational Organized Crime). Based on UNODC (United Nations Office on Drugs and Crime) 2018, have involved over 148 countries, up to 94%

¹ Sherly Ayuna Putri, Agus Takariawan, *Pemahaman Mengenai Perlindungan Korban Perdagangan Anak (Trafficking) dan Pekerja Anak di Bawah Umur*, Dharmakarya: Jurnal Aplikasi Ipteks untuk Masyarakat, Vol.6, No. 3, December 2017, 245-246

² Joni Kasim: "Faktor Terjadinya Perdagangan Manusia", TribataNews, January 20th 2020,

<https://tribatanews.kepri.polri.go.id/2020/01/20/faktor-terjadinya-perdagangan-manusia/>

³ Firman Edi: "Faktor Terjadinya Perdagangan Manusia", TribataNews, 21 April 2021, <https://tribatanews.kepri.polri.go.id/2021/04/23/faktor-yang-menyebabkan-dapat-terjadinya-perdagangan-manusia-bag-3/>

percentage of the entire world population.⁴ Human trafficking and illegal labor migration are almost invisible in everyday life. However, it continues to operate in many sectors and are not only targeting women or child but men and various ages.⁵ Up to 2016, human trafficking and illegal labor migration count has reached over 40.3 million persons included in modern slavery. 15.4 million victims were classified as having experienced exploitation for forced marriage. Meanwhile, 24.9 million persons experienced exploitation and labor migration. Global Slavery Index 2018 released Countries with the Highest Prevalence of Modern Slavery Globally Data, including:

Table 1 "Countries with the Highest Prevalence of Modern Slavery Globally Data" Global Slavery Index 2018.

| Rank | Country | Estimated prevalence (per 1,000 population) | Estimated absolute number of victims | Population |
|------|--|---|--------------------------------------|-------------|
| 1 | Korea, Democratic People's Republic of (North Korea)** | *104.6 | 2,640,000 | 25,244,000 |
| 2 | Eritrea | 93.0 | 451,000 | 4,847,000 |
| 3 | Burundi | 40.0 | 408,000 | 10,199,000 |
| 4 | Central African Republic | 22.3 | 101,000 | 4,546,000 |
| 5 | Afghanistan | 22.2 | 749,000 | 33,736,000 |
| 6 | Mauritania | 21.4 | 90,000 | 4,182,000 |
| 7 | South Sudan | 20.5 | 243,000 | 11,882,000 |
| 8 | Pakistan | 16.8 | 3,186,000 | 189,381,000 |
| 9 | Cambodia | 16.8 | 261,000 | 15,518,000 |
| 10 | Iran, Islamic Republic of | 16.2 | 1,289,000 | 79,360,000 |

Prevalences, percentages, and the number of issues growth reported year after year, and the increasing status of the issue has become an international issue.⁶

Depends on Protocol Against the Smuggling of Migrants by Land, Sea, and Air trafficking in human divided into two types, as well as; (1) The perpetrator purposes for Trafficking in Persons and migrant smuggling are different⁷; (2) Trafficking in persons should not have to cross regional borders, however, go along by crossing national borders. Whereas migrant smuggling operated with illegal entry activities.⁸ Practically, human trafficking and illegal labor migration are two different activities that are related to each purpose as a criminal action. Trafficking in person occurs in several regions, wherein labor migration expands access or controlled areas.

In handling issues of human trafficking and illegal labor migration, it involved international relations actors to enlarge the handling of its cases, which includes most countries in the world. G20 member states become the main focus of all research related to human trafficking and illegal labor migration by observed over the government response in handling the cases nationally and the relations between countries. As one of the world's biggest

international organizations, the UN has several institutions and conventions that are focused on human trafficking and illegal labor migration along with the development of its issues. The United Nations has conventions such as UN Protocol to overcome transnational criminal offenses such as trafficking in persons by UNODC (United Nations Office on Drugs and Crime) and illegal migration by IOM (International Organization for Migration). Each country's government also experienced internal conflict caused by political instability, regulation, the government and society response, rights, and access to weapons and applicable law. The limitation of countries, governments, and international organizations urged cooperation either between state-state, international organization-organization, or state-international organization.

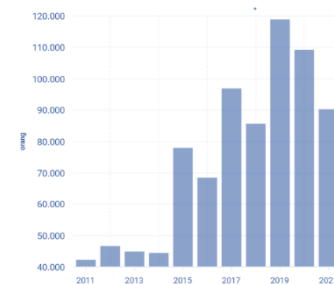


Table 2. Trafficking in Persons Report 2022.

Human Trafficking and Illegal Labor Migration Indonesia

Indonesia is a developing country with a dense population, so highly possible for rapid development of any international issues such as human trafficking and illegal labor migration. Issues could increase not only because of national development side effects but also the impact of globalization, which is not yet entirely accepted by citizens, as it increases the chances of criminal activities. Trafficking in person has developed since the country was still under several Indonesian kingdoms that used women as a complementary to the government, and the culture in Indonesia that highly uphold patriarchy. Other than that, the trafficking growth continued to the colonial period, which introduced the forced labor system and trafficking in women and child for purposes of sexual exploitation.⁹

On the following data, Indonesia has been the supplier's country of trafficking in person to several countries by taking advantage of the labor migration process. IOM also has analyzed Indonesia as the most prominent illegal

⁴ Zero Human Trafficking Network: "Perdagangan Orang di Dunia" <https://www.zerohumantrafficking.org/human-trafficking/>

⁵ Walk Free Foundation: "Global Slavery Index 2018", page 2-4.

⁶ Walk Free Foundation: "Global Slavery Index 2018"

<https://www.globalslaveryindex.org/2018/findings/global-findings/#footnote:30>

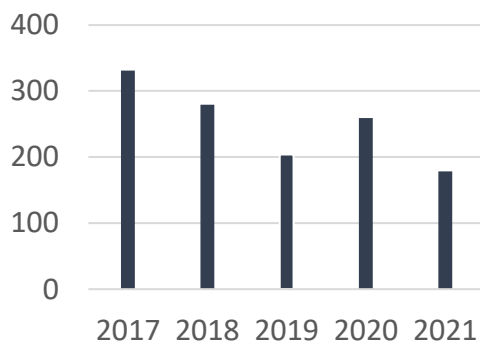
⁷ UNODC, A Short Introduction to Smuggling of Migrants (UNODC, 2010) page. 10

⁸ Smuggling of Migrants Protocol, Article 3a.

⁹ Ilhamul Azis Omond, Peran International Organization for Migration dalam Menanggulangi Perdagangan Manusia di Indonesia tahun 2015-2018, DSpace UII 2019, Page 17

migration transit country in Southeast Asia based on UNHCR statistic data in 2014, where up to 9.581 illegal migrants' transit in Indonesia. In addition, Indonesia has internal and international trafficking cases, whereas the rotation of its activities runs across borders and domestically.¹⁰

Table 3 "Trafficking in Persons in Indonesia Data"
Kedutaan Besar dan Konsulat AS di Indonesia.¹¹



The victims of trafficking persons in Indonesia are not only classified as women and children but also men, primarily exploited in labor and organ transplant exploitation. International trafficking in Indonesia involves several cooperating countries through labor migration, such as the Middle East countries, Malaysia, Taiwan, Thailand, India, China, South Korea, Singapore, and Hongkong. Human trafficking in Indonesia is divided into several categories, such as trafficking in women and child, labor exploitation in many sectors, sexual exploitation, forced marriage, and organ transplants exploitation. Whereas labor migration mostly happens on Indonesia Migrant Worker or TKI (*Tenaga Kerja Indonesia*) and spesifically to Female Migrant Worker or TKW (*Tenaga Kerja Wanita*) as the medium.

Indonesia has supplied 90% of human trafficking and illegal labor migration, while the 72% are classified as women.¹² Technology development also increases the potential of human trafficking and illegal labor migration because it facilitates communication for relations between the supplier's country, transit country, and receiver country. Besides that, taking the victim's identity is an alternative way to break through the migration process. Smuggling migrants easier to reach by sea route to nearby countries like Australia, Hongkong, South Korea, Middle East Countries, Malaysia, and Singapore. Majority of migrants sent in the reason of to be household, factory

workers, ship crew, fishermen, and other laborers.¹³ Besides, along with the proceed to work overseas, most of the victims are unaware of other purposes, such as exploitation or simply being a victim of human trafficking and illegal labor migration. Many perpetrators carry out these illegal activities under agencies that offer guarantees for securing contracts. Therefore, the victims expect a decent job because the agency's image usually be under the government. As an example, many migrant workers or TKI are sent to Middle East countries to be a household but end up entangled in the Kafala system (which, by this system, the sponsorship permitted to bring migrants and allowed for exploitation).¹⁴

Due to the issues that continue to occur in Indonesia with all of the factors and aspects, there are a bunch of people who are still unaware and ignorant about human trafficking and illegal labor migration. Many of them questioning whether the issues do exist in Indonesia or not even assured in the number of victims and cases. Furthermore, others seek over job vacancies through unregistered or unreliable companies if they can get a job that sustains the possibility of trafficking.

The Role of Indonesia's Government

Law of The Republic of Indonesia Number 21, the Year 2007, is the legal basis related to human trafficking. Indonesia brought this constitution to cooperations related to human trafficking as its constitution as indeed various types of crime mode. The constitution has become Indonesia's effort against human trafficking and illegal labor migration, even though Indonesia is one of the infirm countries in handling this issue. G20 has 12 countries, including Indonesia which do not take appropriate handling actions by; government because Indonesia's government has not reached the standard of prevention protocol in handling human trafficking; business, many business developments in the service sector provide for labor migration in the form of TKI which increases the possibility of exploitation; and consumer, many victims of exploitation who already know their position as victims but choose to look for similar jobs when they leave the crime sector, considerate their account income, field and employment opportunities.¹⁵ Constitution number 21 the year of 2007, about the eradication of the criminal act of trafficking in person, includes recruitment, harboring, transportation, transfer, sending or receipt of persons in the use of threat or force, incarceration, abduction, deception, fraud, abuse of power or position, debt bondage or benefit from achieving consent of persons to control over another.

¹⁰ IOM UN Migration: "Major Agreement on People Smuggling Signed with Indonesia Police" 2014 <https://www.iom.int/news/major-agreement-people-smuggling-signed-indonesia-police>

¹¹ Kedutaan Besar dan Konsulat AS di Indonesia: "Laporan Tahunan Perdagangan Orang 2021" <https://id.usembassy.gov/id/our-relationship-id/official-reports-id/laporan-tahunan-perdagangan-orang-2021/>

¹² Maartin Hutabarat, SH., *Upaya Pencegahan dan Penanggulangan Tindak Pidana Perdagangan Orang (Human Trafficking)*

<https://www.dpr.go.id/doksetjen/dokumen/minangwan-seminar-Human-Trafficking-Perdagangan-Manusia-1432261240.pdf>

¹³ Putri Utami, *Upaya Pemerintah Indonesia dalam Mengatasi Human Trafficking di Batam*, 2017, page 1-2

¹⁴ BBC: "Ratusan TKI dilaporkan hilang di Arab Saudi, diduga disekap atau kabur di bawah sistem perbudakan Kafala" <https://www.bbc.com/indonesia/majalah-56409834>

¹⁵ Walk Free Foundation: "Global Slavery Index 2018"

It caused much damage, such as injury, trauma, mental disorders, pregnancy, infectious diseases, and as fatal as death.¹⁶

The government of Indonesia implemented this constitution number 21 in the year 2007 in a Presidential Decree, government regulation, and the formation of Anti-Trafficking Task Force or GTPP-TPPO (*Gugus Tugas Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang*). The government also tries to handle human trafficking and illegal labor migration by ratifying world conventions to form legal decisions; however, the substance of the regulation is still partial due to the lack of cooperation between national agencies. These are the following international conventions adopted by Indonesia:

- (1) Convention of United Nations
- (2) Convention of International Labour Organization (ILO)
- (3) Convention on The Elimination of All Forms of Discrimination Against Woman (CEDAW)
- (4) Protocol Against the Smuggling of Migrants Land, Sea, and Air, Supplementing the United Nations Convention Against Transnational Organized Crime (TOC)
- (5) Presidential Decree Number 36 the Year

1990.

Indonesia cooperates with IGO (International Governmental Organization) such as UNODC, IOM, UNICEF, and ASEAN, intending to strengthen internal crusting efforts. Indonesia's law has provided strict sanctions for violations and established more systematic labor recruitment regulations for TKI to avoid illegal labor migration. Constitution implementation related to internal and international trafficking since 2007 and obtaining the government of Australia's support under transnational trafficking investigation. The government of Indonesia also improved human security under the Anti-Trafficking Task Force (GTPP-TPPO), the Indonesian National Police, the Women Crisis Centre (WCC), the Integrated Service Center of the Empowerment of Women and Child, and the Integrated Service Center. The presence of non-governmental organizations, child protection institutions, and law enforcer apparatus also supports establishing human security. Indonesian government carries out international cooperation as a form of a national effort by expanding relations as a member of SOM TOC (Senior Meeting on trans-Organized Crime), Co-Chair Bali Process Meeting together with Australia, Anti-Trafficking Task Force (GTPP-TPPO) coordination with *Majelis Anti Perdagangan Orang Malaysia* (MAPO), Global Meeting

to Fight Trafficking in Person UNODC dan World Conference Against Sexual Exploitation of Children and Youth III, and UN Conference Against Transnational Crimes.¹⁷

Anti-Trafficking Task Force or GTPP-TPPO (*Gugus Tugas Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang*) is divided into 32 provincial task forces evenly distributed in 25 districts/cities. The formation of the task force seeks to increase literacy, education, socialization, and public awareness regarding human trafficking based on Presidential Decree Number 22 the year 2021 and Number 69 the year 2008. Anti-Trafficking Task Force has responsibility over:

- (1) Coordination in handling and prevention of trafficking in human
- (2) Implementation of training, socialization, advocacy, and national/international cooperation
- (3) Monitoring the progress of efforts to protect victims in the repatriation process, social reintegration, and rehabilitation
- (4) Development of law implementation
- (5) Reports and evaluations.¹⁸

According to US Embassy reports in 2014, Indonesia includes in tier 2 of in handling Trafficking in Persons standard.¹⁹ So Indonesia's effort has not filled the needs in handling human trafficking and illegal labor migration as Indonesia is a supplier, transit, and receiver country of its issues.²⁰ Along with that classification, Indonesia practically has formed The National Action Plan for Eradicating the Crime of Trafficking in Persons and Sexual Exploitation of Children from 2009-2014. In 2018, Indonesia carried out Indonesian National Police to do trafficking in person prevention by mobilizing all Regional Police. The Indonesian Ministry of Education and Culture carried out several activities to improve and train human resources in each region, such as organizing workshops, technical orientation, training of prospective facilitator trainers, publication of educational media, and outreach. The Ministry of Communication and Informatics established a program to improve education related to Information and Communication Technology, technology training, forming a Cyber Creation Team, installing parental tools on technology and media, and eliminating online pornography sites.

¹⁶ IOM UN Migration: "Panduan Penanganan Tindak Pidana Perdagangan Orang 2021", page 24-28

¹⁷ Muhammad Taufiq Razali, *Kebijakan Sekuritisasi Pemerintah Indonesia dalam Menangani Kasus Human Trafficking di Kawasan Asia Tenggara Tahun 2010-2012*, Vol. 1 No. 1, January 2020, page 113-114.

¹⁸ IOM UN Migration: "Panduan Penanganan Tindak Pidana Perdagangan Orang 2021", page 116

¹⁹ Kendar Umi Kulsum, "Data dan Fakta Perdagangan Orang di Indonesia", 2021.

²⁰ Human Trafficking Institute: "Trafficking in Persons Reports July 2022"
<https://traffickinginstitute.org/what-is-the-trafficking-in-persons-report/>

In addition, the Ministry of Manpower and BNP2TKI formed a non-procedural Task Force, designative development and Integrated Services, Technical Guidance, as well as socialization to the placement and protection of TKI abroad and domestically.²¹ Along with that, Indonesia has cooperated with several related countries in human trafficking and illegal labor migration, such as the cooperation with Malaysia and Philippines in handling sex trafficking, and many other cooperation.²² Other than that, the Indonesian National Police operated in cooperation with the Australian Federal Police. In 2018, the Indonesian National Police investigated 95 cases and arranged training for security forces and law enforcement.²³

By the cases that happened in Indonesia and Indonesia's government efforts in handling human trafficking and illegal labor migration, the movement hasn't been affectively implemented and secure public from trafficking in persons. Even though, the government is continuing to manage operations and policy that have been established.

INDONESIA-IOM COOPERATION

International Organization for Migration (IOM)

International Organization for Migration (IOM) is an International Governmental Organization under the United Nations founded in 1951 to regulate world immigration. Previously, IOM was established as the Provisional Intergovernmental Committee for the Movement of Migrants from Europe (PICMME) and changed to Intergovernmental Committee for Migration (ICM) in 1980 before officially being IOM in 1989. IOM cooperates with the government and other governmental and non-governmental international organizations to develop immigration to support social and economic development.²⁴ IOM has grown to 175 member states and 8 observer states to promote, manage, observe, provide assistance, and troubleshoot in the global migration system.²⁵ IOM has four management sectors, including migration and development, facilitating migration, addressing forced migration, and regulating migration. In addition, to support global immigration, IOM has some sectors in international migration law, protection of migrant's rights, policy debate and guidance, migration health and the gender dimension of migration. IOM operated in accordance with global migration practice and policy. In 2015, IOM authorized Migration Governance Framework (MiGOF) to regulate international governmental migration. It continued until 2019, when

IOM's general director decided to use a five-year strategic vision that prioritizes activities and documents more strategically with appropriate and periodic timeframes.²⁶ As a world migration institution, IOM has a role in global debate related to social implications, the economy, and politics of the 21st century. IOM joined the UN under an agreement in 2016. IOM is known to have strategic visions to break down the needs and priorities such as; 1) Resilience; 2) Mobility; 3) and Governance.²⁷ IOM was formed to deal with problems, especially in facilitating migration, identifying immigrants with social economic integration, and cooperating to form agreements. Those activities that facilitate or assist the handling of illegal migrants can be controlled between international organizations and governments. IOM by MiGOF has worked under international standards and fulfilled migrant rights. Besides that, MiGOF also formed migration policies and established partners for emergency response actions.²⁸

IOM-Indonesia has been a partner and cooperated since 1979 and has become IOM's biggest partner as it has counted up to 300 practitioners and has worked all over Indonesia. However, Indonesia is still one of the observer states. The cooperation started by handling Vietnam migrants in Tanjung Pinang, Riau, where IOM helped to assist with medical care, maintenance, and repatriation of refugees. However, the cooperation in handling migration within trafficking in person started in 2005. The assistance and facilitation for migrants spread in several sectors, such as:

- Societal Stability
- Border Management and Immigration
- Handling Trafficking in Person and Labor Migration
- Immigrant Assistance
- Migration and Development
- Health
- Emergency Response and Disaster Preparedness
- Repatriation and Relocation to Third Countries.²⁹

IOM in Indonesia has a protection policy and has assisted more than 23,000 asylum seekers and refugees in Indonesia since 2011. Since 1991, Indonesia has been included as an IOM observer state, but many cooperations and agreements between the two actors have occurred. IOM in Indonesia has also followed the use of Indonesian

²¹ Sekeretaryat GTTP-TPPO: "Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang-Laporan 2018", page 11-15 <https://www.kemennppa.go.id/lib/uploads/list/f3b9b-buku-laptah-2018.pdf>

²² Viky Darongke, *Kerjasama Pemerintah Filipina dengan Indonesia dan Malaysia dalam Menanganani Kasus Sex Trafficking*, October 2020, Vol. 9 No. 4.

²³ Kedutaan Besar dan Konsulat AS di Indonesia: "Laporan Tahunan Perdagangan Orang 2019" <https://id.usembassy.gov/id/our-relationship-id/official-reports-id/laporan-tahunan-perdagangan-orang-2019/>

²⁴ IOM UN Migration: "IOM History" <https://www.iom.int/iom-history>

²⁵ IOM UN Migration Indonesia: "Siapa Kami" <https://indonesia.iom.int/id/siapa-kami>

²⁶ IOM UN Migration: "Mission" <https://www.iom.int/mission>

²⁷ IOM UN Migration: "IOM Strategy" <https://www.iom.int/strategy>

²⁸ IOM UN Migration, *MiGRATION GOVERNANCE FRAMEWORK*, Switzerland 2018, page 2-5.

²⁹ IOM UN Migration Indonesia: "IOM di Indonesia" <https://indonesia.iom.int/id/iom-di-indonesia>

legal guidelines, Constitution Number 21 of 2007, regarding handling the Crime of Trafficking in Persons or *Tindak Pidana Perdagangan Orang* (TPPO). IOM Indonesia has been involved in several situations related to refugees and labor migrants in Indonesia to provide assistance. IOM-Indonesia has gone through several cooperations or agreements, such as the establishment of regional cooperation in 2000, the inauguration at the Bali Process Meeting in 2002, the formation of migration cooperation in 2004, the formation of an agreement with the Indonesian Police Force in 2014, until the appointment of the Global Compact for Migration (GCM) in 2018. The main agreement that IOM entered into with the world's third largest police force, POLRI (Indonesian Police Force), was regarding human trafficking and people smuggling.

In Handling Human Trafficking and Illegal Labor Migration Cooperation

Since 2000, IOM and Indonesia have prioritized handling transnational organized crime, which continues to focus on human trafficking and illegal labor migration in 2005. Both actors focus on prevention, prosecution, and protection of its issues. Human trafficking and illegal labor migration are indeed part of human rights violations, therefore National Commission on Violence against Women, the National Commission on Human Rights, Indonesian Child Protection Commission along with IOM, and other international organizations like ILO (International Labor Organization), UNICEF, UNODC, UN Women, UNDP (United Nations Global Development Network), and ASEAN coordinated in collecting the must handle cases data.³⁰ IOM-Indonesia has a tripartite cooperation with Australia and generated labor cooperation includes three models, that is; (1) *Regional Cooperation Model* (RCM); (2) *Regional Cooperation Agreement* (RCA); (3) *Reinforcing Management of Irregular Migration* (RMIM).³¹

Apart from being a partner during the cooperation, IOM also became the media to coordinate with several related countries. Human trafficking and illegal labor migration are part of transnational crime, so the process of its illegal activities went through immigration which is the IOM practical scope and related to each country's migration. Therefore, Indonesia-IOM divided the task into security and federal assistance for all victims. The following points are the results of Indonesia-IOM cooperation in the form of efforts:

(1) Conduct investigations and enforce national laws as guidelines for human trafficking and illegal labor migration

Victim identification is intended to assist in the aid distribution of security, migration, law, counseling, repatriation, shelter, and facilitation, up to education. Indonesia-IOM has conducted these assisting actions through cooperation and coordination with the parties involved. As a country with internal and international trafficking, IOM indeed has a role in helping Indonesia handle human trafficking and illegal labor migration by cooperating with Indonesia's ministries like the Ministry of Women Empowerment and Child Protection toward sexual exploitation and forced marriage. In the juristical sector, IOM cooperates with Indonesia's high court to identify human trafficking and illegal labor migration through migration and transmigration, based on Constitution number 21 of 2007.³² Depending on the vision and mission, IOM has facilitated migration and operational functions for Indonesia along with reintegration in handling its issues. During the cooperation, IOM and Indonesia have classified 6 modes of trafficking in persons onto: sexual exploitation, Mail Order Bride, labor exploitation in the fisheries sector, child exploitation, Indonesian migrant workers (TKI) exploitation, and organ transplant exploitation.³³ IOM with Ministry of Marine Affairs and Fisheries also help the identification by maritime registration data.³⁴

(2) Manage immigration and provide security assistance to social assistance

There was an agreement signed in 2014 regarding people smuggling and human trafficking. The Indonesian National Police (POLRI) was involved in securing the citizen in anti-smuggling organizations under training conducted by IOM. The agreement has been set for 20 years of progress in the INP (Indonesia National Police) Grand Reform Strategy 2005-2025.³⁵ In addition, POLRI determines that at least two policewomen will be placed at each Police station who were included in the 2014 Policewomen Formation Occupation (Diktuk).

³⁰ IOM UN Migration, *Trafficking in Persons (TIP) Situation Assessment Guidelines*, Jakarta 2022, page 65

³¹ Arsyad Imam Baihaqi, *Pentingnya Kerjasama Antara Pemerintah Indonesia dengan International Organization of Migration (IOM)*, E-ISSN 2686 5661 Vol. 2 No. 10, May 2021, page 6

³² Diah Ajeng Ariestya Putri, *Kerjasama International Organization for Migration (IOM) dan Pemerintah Indonesia dalam Menangani Perdagangan dan Perbudakan Manusia di Industri Perikanan PT. Pusaka Benjina Resource Tahun 2015*, Journal of International Relations, Vol. 5 No. 1, 2019, page 999-1005

³³ IOM UN Migration, *Trafficking in Persons (TIP) Situation Assessment Guidelines*, Jakarta 2022, Page 30-31

³⁴ IOM UN Migration Indonesia: "IOM dan KKP gelar Pelatihan Identifikasi dan Penanganan Korban Tindak Pidana Perdagangan Orang" <https://indonesia.iom.int/id/news/iom-dan-kkp-gelar-pelatihan-identifikasi-dan-penanganan-korban-tindak-pidana-perdagangan-orang-bagi-petugas-garda-depan-sektor-perikanan-di-indonesia>

³⁵ IOM UN Migration: "Major Agreement on People Smuggling Signed with Indonesia Police" 2014 <https://www.iom.int/news/major-agreement-people-smuggling-signed-indonesia-police>



Image 1. "Policewomen training, May 4th 2018"
Human Resource Bali Regional Police.³⁶

Indonesian immigration cooperates with IOM to arrange identity and official travel documents for repatriation or returning victims of illegal labor migration and victims of exploitation, both migrants who come to Indonesia and Indonesian migrants in other countries. Through IOM, Indonesian immigration can access migration from receiving countries for migration assistance, restoration, and reintegration of Indonesian and foreign migrants through the Victim Assistance Fund (VAF).³⁷ IOM is also cooperating with the Ministry of Manpower to open alternative shelters in the work sector for victims to increase Indonesia's human resources in sectors such as industry, agriculture, and mining.³⁸ Handling human trafficking in ship crew is an Illegal, Unreported, and unregulated Fishing (IUU) under IOM, Anti-Trafficking Task Force with the Indonesian immigration, District Attorney, and Embassy of occupied countries responsibility. On a regional scale, IOM coordinates with the regional government so that aid distribution is included in disaster and case preparedness and IOM's emergency response. Apart from that, in preventing international trafficking, IOM, together with the Indonesian National Police Task Force, conducted surveillance at four points in the Indonesia-Malaysia border area.³⁹

(3) Training and socialization to develop perceptions or knowledge about human trafficking and illegal labor migration

The handling of human trafficking and illegal labor migration in Indonesia can be said that it is sufficiently optimal according to the government and IOM. However, both actors still worked for a better movement against

trafficking in persons through socialization or training for a) national institutions, national security forces, and individuals/community groups, b) migrants.⁴⁰ These activities are intended to increase society's awareness and assist in identifying cases.



Image 2. "Identification and in handling human trafficking victim training" IOM Indonesia

Under the Indonesian government, IOM has developed technology through information and education training (IEC).⁴¹ Along with it, Indonesia-IOM held training for journalism students to increase the dissemination of information related to human trafficking, as there is still a lack of related information on the internet. The training held by theme of "Kampanye Pelaporan Jurnalistik Berbasis Korban pada kasus Perdagangan Orang".⁴² Furthermore, on World Anti-Trafficking Day of July 30th, IOM and the Ministry of Women's Empowerment and Child Protection organized a campaign summarized in a talk show entitled "Layanan Terpadu bagi Perlindungan dan Pemenuhan Hak-Hak Korban dan Saksi TPPO." Every socialization and training has suppressed revision in Standard Operating Procedure (SOP) for the victim's treatment integrated optimally, based on the non-discrimination principle, human rights approach, and non-stigma.⁴³

³⁶ Biro SDM Polda Bali: "Tingkatkan Kemampuan Tindak Pidana Kekerasan Perempuan dan Anak, Polwan Polda Bali Laksanakan Pelatihan" 7 Mei 2018, Accessed in January 12th 2023 13.10 <https://birosdm-poldabali.com/post.php?page=TingkatkanKemampuan%20Kemampuan%20Tindakan%20Pidana%20Kekerasan%20Perempuan%20dan%20Anak,%20Polwan%20Polda%20Bali%20Laksanakan%20Pelatihan>

³⁷ IOM UN Migration Indonesia: "Penanganan Perdagangan Orang dan Migrasi Tenaga Kerja", Perlindungan <https://indonesia.iom.int/id/penanganan-perdagangan-orang-dan-migrasi-tenaga-kerja>

³⁸ Nur Rahmawati, *Peran Pemerintah Indonesia bersama IOM dalam Mengatasi Masalah Perdagangan Perempuan Indonesia ke Timur Tengah Periode 2016-2019*, ISSN 2541-318X, Jakarta 2022, page 11-14.

³⁹ PPPID: "IOM Awasi Perdagangan Orang di Perbatasan RI-Malaysia" [http://ppid.bnpp.go.id/news/newsdetail/239/iom-awasi-perdagangan-orang-di-perbatasan-ri-](http://ppid.bnpp.go.id/news/newsdetail/239/iom-awasi-perdagangan-orang-di-perbatasan-ri-malaysia)

malaysia

⁴⁰ Arsyad Imam Baihaqi, *Pentingnya Kerjasama Antara Pemerintah Indonesia dengan International Organization of Migration (IOM)*, E-ISSN 2686 5661 Vol. 2No. 10, May 2021, page 5.

⁴¹ IOM UN Migration Indonesia: "Penanganan Perdagangan Orang dan Migrasi Tenaga Kerja", Pencegahan <https://indonesia.iom.int/id/penanganan-perdagangan-orang-dan-migrasi-tenaga-kerja>

⁴² IOM UN Migration, *Kampanye Pelaporan Jurnalistik Berbasis Korban Pada Kasus Perdagangan Orang* Jakarta, 2021, page 1-2

⁴³ IOM UN Migration Indonesia: "Hari Dunia Anti Perdagangan Orang 2021: Kemen PPA dan IOM Selenggarakan Kampanye Anti Perdagangan Orang" <https://indonesia.iom.int/id/news/hari-dunia-anti-perdagangan-orang-2021-kemen-ppa-dan-international-organization-migration-selenggarakan-kampanye-anti-perdagangan-orang>



Image 3. "Anti-Trafficking Campaign" KemenPPPA and IOM July 20th 2022.⁴⁴

These results of Indonesia-IOM cooperation had been a huge effort to confront trafficking in persons as a global issue that involved many countries. But, due to the implementation it has not changed most thoughts regarding to patriarchy, the thoughts that it is easier to get a job overseas with a bigger salary, and the lack of knowledge toward trafficking and illegal migration. By the cooperation, Indonesia also has still placed in tier 2 by Trafficking in Persons Reports and hasn't been implemented equally in all regions of Indonesia.

CONCLUSION

Human trafficking and labor migration have become international issues that developed into threats to countries and society because the targets were not always qualified. This issue requires many handling efforts as the cases increase year after year, as well as the growth of this issue in Indonesia. Indonesia has become the biggest supplier, transit, and receiver country. Therefore, the government has to optimize handling efforts through cooperation between ministries and national institutions to NGOs. Indonesia has also established national laws or Constitution number 21 the year of 2007 related to the Crime of Trafficking in Persons, which is a guideline for handling human trafficking and illegal labor migration. However, the efforts have not been sufficient, so Indonesia has cooperated with international organizations focusing on the immigration sector, such as IOM.

Indonesia-IOM has been cooperating since 1979 and focuses on handling trafficking in persons and any other migration issues. The cooperation has generated efforts such as; (1) Conducting investigations and enforcing national laws as guidelines for human trafficking and illegal labor migration; (2) Managing immigration and providing security assistance to social assistance; (3) Training and socialization to develop perceptions or knowledge about human trafficking and illegal labor migration. Furthermore, Indonesia-IOM effort has not effectively implemented and decrease the number of cases

and victims. So therefore, it still placed Indonesia in tier 2 of Trafficking in Persons Reports and have not been able to resolve some of the cases that have not yet been revealed.

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⁴⁴ KemenPPPA: "Peringatan Hari Dunia Anti Perdagangan Orang"
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