

Early Detection Policies Prevent Non-Procedural Indonesian Migrant Workers

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ABSTRACT

Non-procedural migration in Indonesia presents serious legal and human rights challenges, particularly in the deployment of migrant workers outside formal governance frameworks. These practices increase vulnerability to human trafficking and cause violations of fundamental rights, including inadequate health protection in host countries. This study examines the effectiveness of early detection policies in preventing non-procedural Indonesian migrant workers and proposes an alternative preventive model. The research applies a qualitative approach and analyzes data collected between November 2024 and June 2025 through document analysis and in-depth interviews using NVivo 12. The findings indicate that, first, institutions fail to coordinate effectively and allocate sufficient resources to implement early detection policies; second, village-level governments do not actively engage in prevention efforts, which limits outreach and weakens migration literacy in migrant-sending communities; and third, prospective migrant workers rely predominantly on brokers and informal networks for migration-related information. Based on these findings, this study introduces the IR-NET (Networking for Early Detection) model as a strategic innovation to strengthen early detection mechanisms and enhance the prevention of non-procedural migration.



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1. Introduction

Non-procedural migration raises serious legal concerns in Indonesia, particularly the role of *taikong* or brokers who bypass official procedures and produce non-procedural migrant workers vulnerable to exploitation, thereby violating administrative, immigration, and human trafficking laws as stipulated in Law No. 21/2007. Despite provisions under this law prescribing imprisonment for three to fifteen years for trafficking-related offenses, the persistence of illegal recruitment networks, often reinforced by corruption, reflects weak enforcement and oversight ¹. Furthermore, Indonesia's criminal justice system remains

¹ Kholidazia El Hamzah Fathullah and H.A. Djazim Ma'shum, 'Modus Dan Faktor Penyebab Maraknya Kasus Pekerja Migran Indonesia (PMI) Ilegal Di Kabupaten Lumajang', *JUSTNESS: Jurnal Hukum Politik Dan Agama*, 3.2 (2023), 1–14. <https://doi.org/10.61974/justness.v3i2.47>

offender-oriented, neglecting victims' rights to restitution explicitly guaranteed under Law No. 21/2007 and other related statutes. This neglect is evident in cases such as No. 109/Pid.Sus/2022/PN Tp, where courts convicted offenders under Law No. 18/2017 and Article 55(1) KUHP but ignored restitution claims, revealing legal inconsistency and undermining victim protection. The exclusion of migrant worker cases from Supreme Court Regulation No. 1/2022 further exacerbates uncertainty, underscoring the urgent need to strengthen enforcement, dismantle broker systems, and ensure that restitution is upheld as a binding legal obligation². Labor agencies frequently violate the law through document forgery, unlicensed recruitment, excessive fees, incomplete contracts, and even employing underage workers, placing Indonesian migrant workers employed outside official procedures in Malaysia encounter multiple legal challenges vulnerable positions abroad. Indonesia's Act Number 18 of 2017 on Migrant Labor's Protection, however, does not explicitly safeguard non-procedural Indonesian Migrant Workers, leaving a legal gap as many migrants enter low-skilled sectors via informal channels³. Penal provisions under Article 81 criminalize unauthorized placement, imposing imprisonment and fines, as illustrated by a court case sentencing a defendant to seven months' imprisonment and a fine of IDR 5,000,000, while non-penal measures focus on preventive education to reduce trafficking and exploitation. These gaps highlight the urgent need for legal reform to protect and ensure the guarantee of migrant labor's rights⁴.

The process of sending Indonesian migrant labors abroad is fraught with legal issues, as it is often exploited for human trafficking, resulting in violations of fundamental rights such as health guarantees in host countries. Migrant workers remain vulnerable to harassment and exploitation due to low education and limited awareness of their rights, highlighting the urgent need for stronger legal safeguards and enforcement⁵. Non-procedural Indonesian migrant workers face persistent human rights violations despite binding national and international protections, including the ICRMW, ICESCR, and constitutional guarantees under Article 27(2) of the 1945 Constitution. The ongoing gap between legal obligations and enforcement underscores the critical need to strengthen Indonesia's legal and political framework to ensure full protection for all migrant workers⁶. Despite Indonesia's establishment of Law 39/2004 together with Government Regulation No. 3/2013, and ratification of the 1990 Migrant Workers Convention, the core legal issue remains the weak enforcement and harmonization of these frameworks with international obligations, leaving migrant workers' rights inadequately protected⁷.

² Gregorius Widiartana, 'Exploring Restorative Justice in Domestic Violence Cases', *Journal of Sustainable Development and Regulatory Issues*, 3.3 (2025), 641–66 <https://doi.org/https://doi.org/10.53955/jsderi.v3i3.87>

³ Heni Sutra and Syofyan Hadi, 'Kewajiban Negara Dalam Memberikan Perlindungan Hukum Terhadap Pekerja Migran Indonesia Non Prosedural Dalam Perspektif HAM', *Jurnal Sosial Humaniora Sigli*, 6.2 (2023), 449–60 <https://doi.org/10.47647/jsh.v6i2.1672>

⁴ Muhamad Yofhan, I Gusti Ayu, and Ketut Rachmi, 'Real Justice , Real Impact with the Prosecutors in Action', *Journal of Human Rights, Culture and Legal System*, 5.3 (2025), 1015–41 <https://doi.org/https://doi.org/10.53955/jhcls.v5i3.804>

⁵ Rizka Rizka and others, 'Health Rights for Indonesian Migrant Workers in Malaysia: A Legal Perspective', *Indian Journal of Forensic Medicine and Toxicology*, 15.1 (2021), 1438–41 <https://doi.org/10.37506/ijfmt.v15i1.13615>

⁶ Ayuk Hardani and Rahayu Rahayu, 'Politik Hukum Perlindungan Non-Derogable Rights Pekerja Migran Indonesia Tidak Berdokumen', *Refleksi Hukum: Jurnal Ilmu Hukum*, 3.2 (2019), 115–28 <https://doi.org/10.24246/jrh.2019.v3.i2.p115-128>

⁷ Tajudeen Sanni, 'Original Article Injustice in Indonesia's Legal Protection Framework for Outsourced Workers', *Contrarius*, 1.2 (2025) https://doi.org/https://doi.org/10.53955/contrarius.v1i2.210_policies

The suboptimal execution of these functions has been a major factor contributing to the weak supervision at the grassroots level, which in turn leads to the widespread departure of Indonesian migrants through non-procedural channels⁸. This situation reveals a serious gap between the established regulatory framework and its implementation at the lowest level of governance, namely the village government. Although villages are normatively mandated to participate in the migration cycle, the lack of system integration, weak institutional capacity, and limited inter-actor collaboration have rendered the efforts to prevent non-procedural migration largely ineffective. To comprehensively understand this issue, an approach that traces the root causes of weak oversight and early detection during the initial migration stages is essential. The scope of this study is specifically directed at examining this issue, as illustrated in Figure 1.

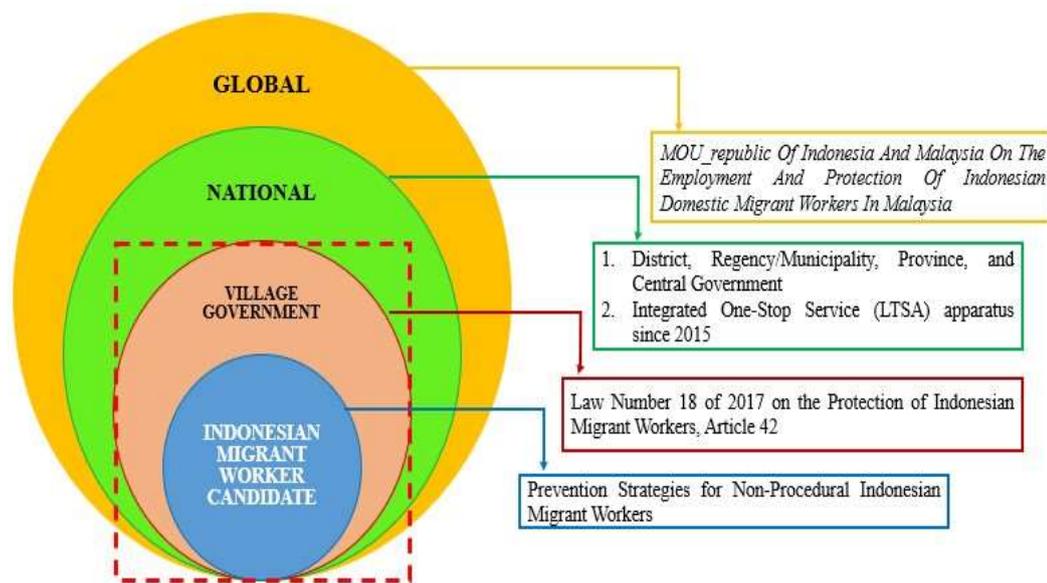


Figure 1. Research Scope

Source: Processed by the Researcher (2024)

Figure 1. illustrates the research scope, which focuses on examining the root causes behind the widespread the emergence of non-procedural Indonesian migrant workers, primarily due to inadequate oversight and control mechanisms at the grassroots level, especially during the administrative phase for prospective Indonesian migrants at the village level⁹. Malaysia is a key destination for major Indonesian migrant workers due to linguistic and cultural similarities¹⁰, geographic proximity, and relatively simple placement processes compared to other countries. Many migrants seek better livelihoods for their

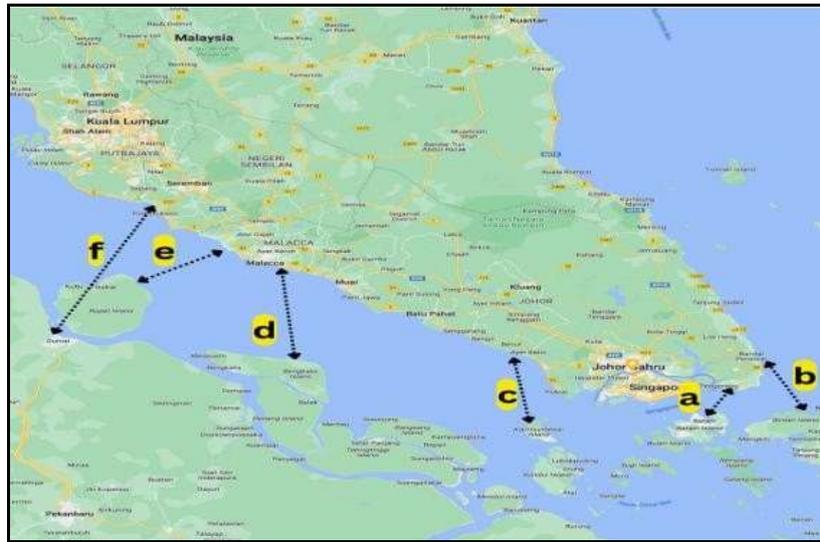
⁸ Nadya Zerlinda Febrianti and Wiwik Afifah, 'Perlindungan Hukum Terhadap Pekerja Migran Indonesia Yang Mengalami Kekerasan Di Luar Negeri', *Bureaucracy Journal : Indonesia Journal of Law and Social-Political Governance*, 3.1 (2023), 191–203 <https://doi.org/10.53363/bureau.v3i1.174>

⁹ Martono Anggusti and others, 'ASEAN ' s Migrant Rights Policy Dilemma and Deadlock on Migrant Worker Protection', *Journal of Human Rights, Culture and Legal System*, 5.3 (2025), 714–48 <https://doi.org/https://doi.org/10.53955/jhcls.v5i3.581>

¹⁰ Putri Fransiska and others, 'Assessing Legal Protection Effectiveness for Women Facing Digital Sexual Violence', *Journal of Human Rights, Culture and Legal System*, 5.3 (2025), 922–48 <https://doi.org/https://doi.org/10.53955/jhcls.v5i3.795>

families, yet their rights are often inadequately protected¹¹. Field findings documented as reported by the Indonesian Consulate General in Johor Bahru reveal six major unofficial sea routes frequently used by non-procedural Indonesian migrant workers: (a) Batam–Kota Tinggi via Pengerang, Sungai Rengit, and Teluk Ramunia; (b) Bintan–Kota Tinggi and Mersing, with minimal surveillance along the eastern coast; (c) Tanjung Balai Karimun–Benut and Pontian Kechil; (d) Bengkalis–Melaka Tengah and Alor Gajah via Tanjung Keling and Tanjung Bidara; (e) Pulau Rupa–Melaka; and (f) Dumai–Alor Gajah and Port Dickson, as illustrated in Figure 2.

Figure 2. Major Transit Routes for Indonesian Migrant Workers Employed through Informal Channels under The Jurisdiction



Source: Evidence derived from observations and interviews involving, Malaysia (2024)

Figure 2 show the existence of illegal routes. The high accessibility of these routes shows the urgency of the need for an effective early detection strategy and strengthening collaboration between actors across regions and countries. In addition, the fact that many areas of origin of migrant workers are involved in these routes shows the need for synergy between regions in Indonesia, not just from one province, in developing prevention strategies. These illegal entry points also illustrate weaknesses in border surveillance that need to be addressed by improving data interoperability, cross-agency information systems, and the use of adaptive monitoring technology to detect and prevent non-procedural migration practices. This condition reflects the still weak border surveillance, less than optimal law enforcement, and minimal state protection for migrant workers who are in vulnerable conditions. This phenomenon emphasizes the importance of an effective early detection strategy and the need to strengthen cooperation between actors such as BP2MI, KJRI, immigration, and law enforcement in building a joint intelligence system and cross-border data interoperability.¹² Although regulatory frameworks exist across all levels ranging from the agreement (MoU) concluded by Indonesia and Malaysia under the scope of global partnership, ministerial measures and national laws, as reflected in Law

¹¹ Muhammad Farhan Siregar and Harisman, 'Sosialisasi Hukum Pekerja Migran Indonesia Terhadap Pemenuhan Hak-Hak Pekerja Di Klang Lama Malaysia', *Maslahah, Jurnal Pengabdian Masyarakat*, 5.1 (2024), 82–93 <https://doi.org/10.30596/maslahah.v>

¹² Ariawan, 'Regulatory Barriers to Consumer Protection in Digital Marketplaces Ariawan', *Journal of Human Rights, Culture and Legal System*, 5.3 (2025), 806–32 <https://doi.org/https://doi.org/10.53955/jhcls.v5i3.782>

Number 18 of 2017 together with Finance Ministry Regulation No. 190/PMK.05/2012, applied nationally, to the direct mandate given to village governments to verify and register Indonesian migrants candidates the core issue lies in the suboptimal role of village governments as the first line of filtering in the migration process.

Based on the analysis of previous studies, the researcher has identified several gaps that remain unaddressed in the existing literature. Theoretical gaps can be observed in the works of Djafar¹³, who adopted Neo-Classical Economics and Dual Labour Market Theory as analytical frameworks to study the conditions of workers from Indonesia employed in Malaysia. Moyce and Schenker¹⁴ employed the theory of Occupational Health Risks, while Dollah and Abdullah¹⁵ adopted the Securitization Theory in their study of migrant labor in Malaysia. Maksum et al.¹⁶ applied the G-To-G Partial Relationship Theory, and Maksum¹⁷ utilized the Human Security Theory. These studies, while insightful, have not yet comprehensively explored the dynamics of early detection strategies through an interoperable network of actors. Empirical gaps are evident in Lindquist's¹⁸ study, which focused on circuits of capital and gender-based mobility. Bachtiar and Prasetyo¹⁹ highlighted the financial and social aspects of migrant workers, while Noor and Shaker²⁰ investigated psychological stress and coping mechanisms. Loganathan et al.²¹ focused on access to health services, and Bustami et al.²² analyzed wages, working conditions, cultural adaptation, and social capital. However, these studies do not fully address the preventive dimensions of non-procedural migration through structured governance models. Methodological gaps are also present. Numerous studies employed qualitative approaches, such as those by Auethavornpipat²³, Maksum and Sahide²⁴, Wahab²⁵, and Pamungkas and Rahmawati²⁶.

¹³ Fariastuti Djafar, 'Dynamics of Push and Pull Factors of Migrant Workers in Developing Countries: The Case of Indonesian Workers in Malaysia', *Journal of Economics and Behavioral Studies*, 4.12 (2012), 703–11 <https://doi.org/10.22610/jebs.v4i12.370>

¹⁴ Sally C. Moyce and Marc Schenker, 'Migrant Workers and Their Occupational Health and Safety', *Annual Review of Public Health*, 39 (2018), 351–65 <https://doi.org/10.1146/annurev-publhealth-040617-013714>

¹⁵ Ramli Dollah and Kamarulnizam Abdullah, 'The Securitization of Migrant Workers in Sabah, Malaysia', *Journal of International Migration and Integration*, 19.3 (2018), 717–35 <https://doi.org/10.1007/s12134-018-0566-0>

¹⁶ Ali Maksum, Ching Lung Tsay, and Ali Muhammad, 'Indonesian Migrant Workers in Taiwan: The State Dilemma and People's Realities', *Jurnal Ilmu Sosial Dan Ilmu Politik*, 24.1 (2020), 80–96 <https://doi.org/10.22146/jsp.51303>

¹⁷ Ali Maksum, 'Indonesian Post-Migrant Workers: A Challenging Problem for Human Security', *Social Sciences & Humanities Open*, 4.1 (2021), 100223 <https://doi.org/10.1016/j.ssaho.2021.100223>

¹⁸ Johan Lindquist, 'Labour Recruitment, Circuits of Capital and Gendered Mobility: Reconceptualizing the Indonesian Migration Industry', *Pacific Affairs*, 83.1 (2010), 115–33.

¹⁹ Palmira Permata Bachtiar and Dinar Dwi Prasetyo, *The Return Migration and Various Reintegration Programs for Low Skilled Migrant Workers in Indonesia* (Jakarta: The SMERU Research Institute, 2014).

²⁰ Noraini M. Noor and Muhamad Nabil Shaker, 'Perceived Workplace Discrimination, Coping and Psychological Distress among Unskilled Indonesian Migrant Workers in Malaysia', *International Journal of Intercultural Relations*, 57 (2017), 19–29 <https://doi.org/10.1016/j.ijintrel.2017.01.004>

²¹ Tharani Loganathan and others, 'Breaking down the Barriers: Understanding Migrant Workers' Access to Healthcare in Malaysia', *PLoS One*, 14.7 (2019), 1–24 <https://doi.org/10.1371/journal.pone.0218669>

²² Mohammad Reevany Bustami and others, 'Are You Happy Working in Malaysia? Indonesian Migrant Workers' Experiences in Neighboring Penang Island of the Nusantara Malay Archipelago', *Turkish Journal of Computer and Mathematics Education*, 12.9 (2021), 3002–16.

²³ Ruji Auethavornpipat, 'Explaining the Lack of Change in Southeast Asia: The Practice of Migrant Worker Rights in the "ASEAN Migration Field"', *International Journal of Migration and Border Studies*, 5.3 (2019), 153 <https://doi.org/10.1504/ijmbs.2019.102419>

To address research gap, the present study offers novelty by investigating the root causes of non-procedural migration, strengthening administrative functions at the village level, and proposing a new prevention model based on actor network interoperability through early detection strategies. Furthermore, this study employed NVivo 12 for in-depth data analysis. The use of this research tool enables a more comprehensive mapping of actor network dynamics and the effectiveness of coordination within early detection strategies. Based on this focus, the key research problem explored in this study are: (1) How effective are employment policies in preventing nonprocedural Indonesian labor migrants residing in Malaysia?; (2) To what extent do non-procedural Indonesian labor migrants residing in Malaysia receive information and education from village governments? and (3) What is the most effective model of actor network interoperability for preventing non-procedural Indonesian labor migrants residing in Malaysia through early detection strategies? Derived from the identified research problem, this study seeks to achieve the following objectives: (1) To analyze the effectiveness of employment policy in preventing non-procedural Indonesian migrant workers in Malaysia; (2) To identify the extent to which information dissemination and education provided by village governments influence the decisions of non-procedural Indonesian migrant workers in Malaysia; and (3) To design an effective model of actor network interoperability for the prevention of non-procedural Indonesian migrant workers in Malaysia through early detection strategies²⁷.

This research holds particular urgency in the Malaysian context, as the country is a primary destination for Indonesian migrant workers due to its geographical proximity and cultural similarities, and relatively simple placement processes. Despite the existence of regulatory frameworks at the global, national, and local levels, the fundamental issue lies in the absence of effective early detection mechanisms and interoperable actor networks across jurisdictions. The persistence of non-procedural migration reflects not only weak law enforcement but also the lack of a coherent governance model that integrates village-level oversight with national and international regulatory structures. This research is urgent because it addresses the persistent gap between Indonesia's legal obligations both constitutional and international and their practical enforcement in safeguarding migrant workers. By offering a new model that focus on early detection strategies, this study contributes to closing theoretical, empirical, and methodological gaps in the literature. Importantly, the research provides practical policy implications toward establishing a secure, regulated, and well-organized migration system that guarantees the rights of Indonesian migrant workers, particularly those exposed to non-procedural recruitment.

2. Research Method

This study used normatif approach. Data were obtained from informants, policy documents, official reports, previous study results, and publications relevant to Indonesian migrant workers issues and early detection strategies. The data collection and analysis for

²⁴ Ali Maksum and Ahmad Sahide, 'The Chinese Migrant Workers in Indonesia: The Local and Migrant Workers Context', *Jurnal Ilmiah Peuradeun*, 7.3 (2019), 511–32 <https://doi.org/10.26811/peuradeun.v7i3.348>

²⁵ Andika Wahab, 'The Outbreak of Covid-19 in Malaysia: Pushing Migrant Workers at the Margin', *Social Sciences & Humanities Open*, 2.1 (2020), 100073 <https://doi.org/10.1016/j.ssaho.2020.100073>

²⁶ Jati Pamungkas and Diyah Mahbubatul Rahmawati, 'Fenomena Tenaga Kerja Ilegal Asal Dusun Cangkringan, Sumberjo, Kandat, Kediri', *Realita : Jurnal Penelitian Dan Kebudayaan Islam*, 19.2 (2021), 87–94 <https://doi.org/10.30762/realita.v19i2.3633>

²⁷ R. Narendra Jatna, 'Strengthening the Business Judgment Rule in Indonesia: Lessons from Malaysia', *Journal of Sustainable Development and Regulatory Issues*, 3.3 (2025), 568–89 <https://doi.org/https://doi.org/10.53955/jsderi.v3i3.157> Journal

this study were conducted between November 2024 and June 2025. Fourteen informants were selected based on two main criteria. First, informants have direct involvement in the development and implementation of policies related to migrant workers, so they can provide in-depth insights into the effectiveness, challenges, and shortcomings in the implementation of non-procedural migration prevention policies. Second, the selected informants also have roles in diplomacy and regulation aspects, including in the implementation of immigration policies. Informants are usually determined using snowball and accidental techniques. The data analysis tool used in this study is NVivo 12. This study uses participant triangulation and theory triangulation to increase the validity and credibility of the findings²⁸. Participant triangulation was conducted by collecting information from various categories of sources, Respondents included government representatives in charge of drafting and enforcing migrant worker policies, private agencies engaged in recruitment, and non-procedural Indonesian migrant workers. The purpose was to secure diverse and mutually reinforcing viewpoints, and mutually confirming perspectives, so as to build a more complete and in-depth understanding of the dynamics and challenges in preventing non-procedural migration. In addition, this study also applies theory triangulation by using various theories to interpret data and understand the phenomena studied²⁹. The theories used include Public Administration Theory, Strategy Theory, and CIPP Model Theory. The theories provide a combined analytical perspective that facilitates understanding of policy design and execution, the consequences of policies for intended groups, and the interplay among actors involved in efforts to curb non-procedural Indonesian migrant workers. The data analysis process begins with data import or sourcing, followed by data coding. Once all data have been coded within the data management system, the project visualization stage is conducted, and finally, the process concludes with report generation and data extraction³⁰.

3. Results and Discussion

The effectiveness of employment policy in preventing irregular Indonesian migrant workers is closely related to public administration theory, which emphasizes the importance of inter-agency cooperation and rationality in policy implementation. The failure in implementing Law No. 18 of 2017 highlights a discrepancy between policy design and the capacity of implementers at the village level. According to Siagian³¹ and Pasolong³², effective public administration requires efficiency and rational coordination among actors. However, in practice, villages lack both administrative capacity and budgetary resources to carry out their new role as protectors of prospective migrant workers. This reveals a gap between the rational objectives of the policy and the reality of weak local bureaucracies. Effective policy implementation must reflect the government's understanding of the community's needs—something that has not yet been fully realized in this context. Neglecting the structural conditions of villages has led to ineffective implementation, thereby reinforcing the dominance of illegal brokers and sponsors. As

²⁸ Ahmad Dwi Nuryanto, Turdialiev Mukhammad, and Ali Polatjon, 'Achieving National Health Insurance in Indonesia: Policies and Challenges', *Contrarius*, 1.2 (2025) <https://doi.org/https://doi.org/10.53955/contrarius.v1i2.208>

²⁹ J.W. Creswell and D.L. Miller, 'Determining Validity in Qualitative Inquiry', *Theory into Practice*, 39 (2000), 124–30 https://doi.org/http://dx.doi.org/10.1207/s15430421tip3903_2

³⁰ A Lewins and C Silver, *Using Software in Qualitative Research: A Step-by-Step Guide* (London: Sage Publications, 2007).

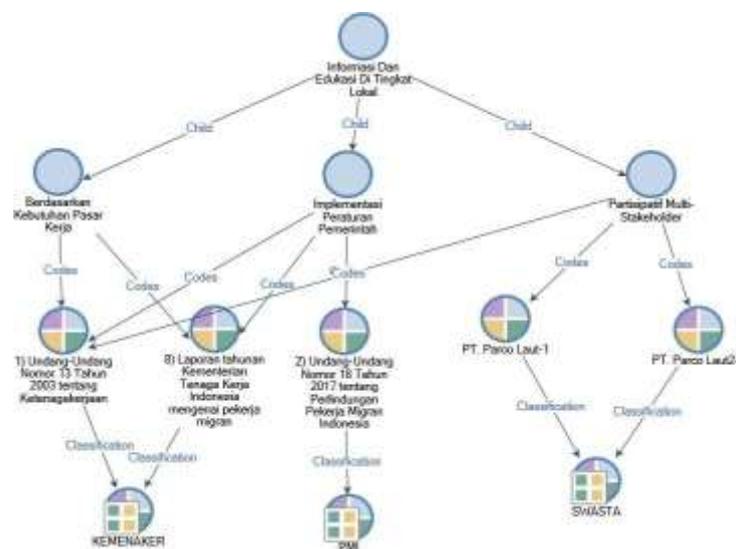
³¹ S. P. Siagian, *Filsafat Administrasi*, edisi revisi (Jakarta: Bumi Aksara, 2008).

³² Harbani Pasolong, *Teori Administrasi Publik* (Bandung: Alfabeta, 2011).

regimes and leadership transitions. This political commitment must also be reflected in adequate budget allocations, consistent regulatory support, and continuous monitoring. If these conditions are met, developing policies to address non-procedural migration can significantly contribute to sustainable national development by upholding human rights. In conclusion, consistent policy politics form the foundation for the effectiveness and legitimacy of the entire employment policy process.

Information and education on legal migration at the village level are vital for responsive employment policy, however, access to comprehensive guidance remains limited for a large proportion of prospective Indonesian migrant workers, driving them toward non-procedural routes. This gap reflects systemic failures in translating national regulations, such as Law No. 18 of 2017, into functional services, as village governments operate with weak coordination, limited resources, and no standardized procedures. Instead, migrants often rely on informal sources like neighbors or brokers, while official information systems remain ineffective.

Figure 3. Triangulation of Participants in the Study on Information and Education in Village Government



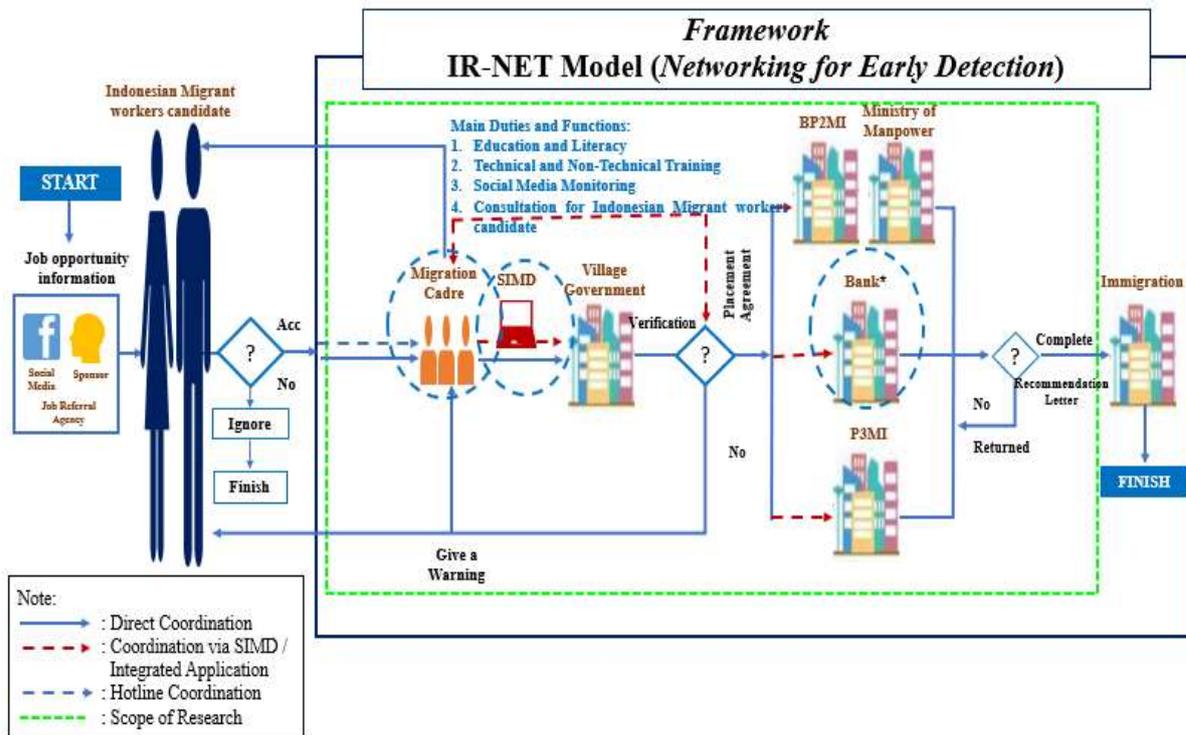
Source: Data processed with NVIVO12 (2025)

In practice, each actor operates independently and fails to share information, contradicting the principles of public administration as collaborative governance for the public good. The absence of interconnected information systems leads to disoriented policy implementation and undermines the state's role as a protector of its citizens. Labor-market-based education aligned with formal sector demands in destination countries such as manufacturing or elderly care becomes ineffective when it fails to reach prospective Indonesian migrant workers. This disconnection fosters systemic negligence, allowing non-procedural migration to flourish through social media and informal narratives. The effectiveness of education-related programs requires more than the role of village officials; it demands a coordinated framework that integrates information from central to village levels. Responsive policies must adapt to local social realities, including low digital literacy and limited information access, through collaborative, needs-based approaches.

Based on the research findings, IR-NET emerges as a prevention model for non-procedural migration by integrating Village Funds within a multi-level governance framework (macro, meso, and micro). At the macro level, it aligns with national policies on poverty alleviation, unemployment reduction, and migrant worker protection; at the meso level, it adapts early detection strategies to the socio-economic contexts of each province; and at the micro level, it operationalizes Village Funds through community migration cadres, need-based outreach for

prospective migrant workers, and reporting systems adjusted to village capacities. Designed as a context-sensitive framework, IR-NET allows local adaptation while remaining within national standards (Law No. 18/2017 and BP2MI regulations). Beyond its technical innovation, IR-NET also serves as an instrument of education and information, enhancing migration literacy, strengthening community capacity, and ensuring more effective and sustainable prevention of non-procedural migration.

Figure 3. IR-NET Model (Networking for Early Detection)



Source: The result of research (2025)

The IR-NET model supports the implementation of Asta Cita number six as proposed under the direction of President Prabowo Subianto and Vice President Gibran Rakabuming Raka, “building from villages and from the grassroots for equitable economic development and poverty eradication” by empowering village governments, migration cadres, and local communities as the frontline of early detection for non-procedural migrant workers. Through cross-sectoral networks, it ensures rapid field information collection, equitable access to services, and safe employment opportunities, while fostering village-based economic development through skills training, financial literacy, and empowerment programs. Its key strengths include making village regulations more effective by turning them into practical mechanisms for detecting illegal recruitment at the root level, strengthening interoperability between villages, BP2MI, ministries, and overseas representatives for faster and more accurate policy response, and utilizing digital technology via the Village Migration Information System to enable real-time reporting, monitoring, and education with accessible and reliable data. By positioning villages as active subjects that initiate oversight, coordinate across sectors, and drive economic

empowerment, IR-NET not only safeguards migrant workers but also promotes sustainable grassroots economic independence³⁴.

The IR-NET model offers many strengths, it also faces notable weaknesses that require serious attention. Its sustainability depends heavily on consistent national policy support, adequate budgeting, and strong cross-sectoral commitment; without these, it risks becoming a temporary project with limited long-term impact. Implementation is further challenged by bureaucratic inefficiencies, overlapping authorities, and conflicting institutional interests, which can delay responses, weaken information flows, and reduce protection for prospective migrant workers. At the village level, limited infrastructure and uneven technological access hinder the effectiveness of the Village Migration Information System, particularly in remote areas lacking reliable internet. Moreover, community empowerment remains suboptimal, as youth, families, and local groups are not yet fully engaged, despite their critical role in strengthening early detection, expanding outreach, and building sustainable social support networks.

4. Conclusion

This study concludes that the prevention of non-procedural Indonesian migrant workers remains inadequate. Institutions responsible for migration governance do not implement preventive policies effectively due to weak inter-agency coordination, limited budgetary capacity, and insufficient involvement of village governments, while migrant-sending villages continue to exhibit low levels of migration literacy as prospective migrant workers rely primarily on brokers and informal networks for information. In response to these challenges, the IR-NET (Networking for Early Detection) model emerges as a strategic innovation that strengthens early detection through network-based and village-centered governance. The study contributes theoretically by emphasizing the need to anchor migration policy reform in empirical village-level realities and encourages future research to conduct comparative analyses between migrant-sending areas and destination countries to better understand cross-border coordination dynamics. Given the study's focus on a specific policy framework and non-procedural migration to Malaysia, future research should develop more integrated preventive models by adopting a policy coherence approach that aligns sectoral policies across national, provincial, and local levels while accommodating community-specific conditions. At the practical level, village governments should initiate socio-economic mapping, allocate flexible resources aligned with village budgets, and implement prevention programs in phased stages, beginning with cadre training and manual data systems before advancing toward digital integration, while using measurable outcomes such as reductions in non-procedural migration and improvements in migration literacy to guide evaluation and support the long-term adaptation of the IR-NET model for sustainable and effective prevention.

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³⁴ Ahmad Bunyan, Muhammad Jihadul, and Nurulbahiah Awang, 'Unregistered Marriages in Sabah : Indonesian Migrant Workers at the Crossroads of Faith , Law , and Livelihood', *Journal of Human Rights, Culture and Legal System*, 5.2 (2025), 608–29 <https://doi.org/https://doi.org/10.53955/jhcls.v5i2.702>

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