



PERMANENT MISSION OF THE
REPUBLIC OF INDONESIA TO THE UNITED NATIONS
WORLD TRADE ORGANIZATION (WTO)
AND OTHER INTERNATIONAL ORGANIZATIONS
IN GENEVA

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The Permanent Mission of the Republic of Indonesia to the United Nations, WTO, and Other International Organizations in Geneva presents its compliments to the United Nations Committee on the Protection of the Rights of All Migrant Workers and Members of their Families and has the honor to refer to the constructive dialogue between the Government of the Republic of Indonesia and the Committee to review the second periodic report of Indonesia as a State Party to the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, held in Geneva, Switzerland on 2 – 3 December 2025.

The Permanent Mission has further the honor to convey to the Committee as enclosed the written response of the Government of the Republic of Indonesia to the pending questions raised by the Committee during the dialogue for the Committee's further consideration.

The Permanent Mission of the Republic of Indonesia to the United Nations, WTO, and Other International Organizations in Geneva, avails itself of this opportunity to renew to the United Nations Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families, the assurances of its highest consideration.

Geneva, 4 December 2025



**United Nations Committee on the Protection of
the Rights of All Migrant Workers and Members of Their Families
Geneva**

Written Response of the Government of the Republic of Indonesia
Follow-up to the Constructive Dialogue with the Committee on the Protection of the
Rights of All Migrant Workers and Members of Their Families on the 2nd Periodic Report
of Indonesia as State Party to the International Convention on the Protection of the
Rights of All Migrant Workers and Members of their Families

This written response is submitted by the Government of the Republic of Indonesia to address the pending questions raised by the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families following the constructive dialogue between the Government and the Committee, held in Geneva, 2 - 3 December 2025.

1. Additional Information on Migrant Workers Empowerment

- The Government of Indonesia recognizes that true protection extends beyond preventing harm to actively empowering migrant workers and their families. This holistic approach recognizes that migration is not merely a process of departure and overseas employment, but a broader life cycle that carries social, economic and psychological implications for workers and the families they leave behind.
- As part of this commitment, the Government has established the Ministry of the Protection of Indonesian Migrant Workers (KP2MI), which strengthens comprehensive protection and empowerment functions. Within this structure, the creation of the Directorate of Reintegration and Family Strengthening represents a strategic step to ensure that social reintegration, family resilience and support for the children of migrant workers are treated as core components of migrant worker protection rather than peripheral elements.
- Within this empowerment framework, the Government implements a range of interconnected measures. At the village level, initiatives such as *Desa Migran Emas* (Golden Migrant Village), strengthen local communities as hubs of safe migration information and as spaces for education for prospective migrant workers and their families. At the family level, activities such as parenting seminars, child-care workshops and assistance with civil documentation ensure that the children of migrant workers remain supported during their parents' absence.
- These interventions are complemented by capacity-building programmes, including the training of approximately 1,400 village officials through pre-employment orientation programmes that help villages serve as effective agents for preventing irregular migration and supporting empowerment efforts. All of these initiatives are increasingly guided by improved migration data to ensure that programmes are evidence-based and accurately targeted.
- Economic empowerment is an equally important element of this agenda. The Government facilitates various entrepreneurship programmes and economic training

initiatives, including profiling migrant worker entrepreneurs across different regions and strengthening community-based livelihood initiatives. Programmes such as the *Bapak Asuh* (Mentored) Entrepreneurship Program and the Micro, Small, and Medium Enterprises (MSMEs) Stepping Toward the Global Market initiative help cultivate economic potential among migrant workers and their families.

- In 2025, the Government implemented entrepreneurship training for 348 participants across two locations and facilitated the participation of 21 migrant worker entrepreneurs across four locations through the MSMEs Global Market programme. In addition, data has been collected on 565 migrant worker entrepreneurs from 23 KP2MI regional offices, alongside the identification of at least 23 migrant worker entrepreneurs in priority locations. This database forms an essential foundation for designing targeted and evidence-driven interventions.
- Within this broader empowerment structure, remittances play a central role as a key driver of household economic resilience and local development potential. Government data shows that between 2018 and 2023, remittance inflows from main regions of placement, particularly ASEAN, non-ASEAN Asia and the Middle East, remained consistently significant, with ASEAN alone contributing between USD 2.9 and 4.8 billion annually. These flows demonstrate the substantial contributions made by Indonesian migrant workers, not only to their households, but also to the socioeconomic development of their communities of origin.
- Indonesia recognizes remittances as an economic lifeline and has therefore taken important steps to strengthen the remittance ecosystem. Under Law No. 3/2011 and Bank Indonesia frameworks, including SKNBI and RTGS, there are no restrictions on outbound or inbound transfers for migrant workers. To reduce transfer costs and expand safe financial access, the Government promotes licensed digital remittance providers, deepens partnerships with state-owned and regional banks to extend services to village level, and supports fintech and electronic money solutions under Bank Indonesia regulations. By improving interoperability across platforms and enabling more licensed providers to operate, Indonesia seeks to expand competition and ensure transparent and affordable fees.
- Financial literacy forms a core component of Indonesia's protection strategy, embedded within pre-departure orientation, online learning modules and community outreach to empower migrant workers with the knowledge for informed financial decision-making. This foundational education is crucial for driving a systemic shift away from informal remittance channels toward regulated, secure, and transparent financial mechanisms. Bank Indonesia plays a central role in validating national remittance figures, which exceeded USD 60.951 billion since 2018, while the KP2MI uses these statistics to support protection, empowerment and reintegration programmes as well as broader national planning.

- Recognizing global commitments, Indonesia aligns its efforts with the G20 target of reducing remittance transaction costs to around 3 percent by 2030. Actions to achieve this include expanding digital remittance channels, improving interoperability among banks and payment providers, negotiating better terms with financial institutions in major corridors and promoting healthy market competition. Targeted interventions are being developed to address specific corridors where fees remain high, alongside expanded outreach in remote and informal sectors where access to formal financial services is more limited.
- The government's integrated approach, combining financial access policies, entrepreneurship (through Desa Migrant Emas), and targeted family support, aims to transform these flows into productive, long-term investment.

2. Diaspora

- Indonesia has set up several regulations and measures to facilitate the involvement of diaspora in its national development.
- Indonesia has enacted Presidential Regulation No. 76 of 2017 on Facilities for Indonesian Communities Abroad. The term Indonesian Communities in this regulation includes Indonesian citizens as well as foreigners that are ex Indonesian, children of ex Indonesian or foreigners' children of Indonesian. They are further known as Diaspora. The regulation enables the diaspora to open bank accounts in Indonesia, own properties in Indonesia and establish companies in Indonesia.
- Indonesia has also enacted the Minister of Immigration and Corrections Regulation No. 3 of 2025 on Visa, Stay Permit, Facilities and Immigration Supervision for Diaspora. The regulation eases the Diaspora to enter Indonesia by providing a special visa for Diaspora. By using the said visa, the Diaspora can purchase bonds, make investments in Indonesia, open a bank account, and set up a company.
- Indonesia also set several measures to ease Indonesian citizens abroad to send remittance to Indonesia. For example, the Government has initiated cooperation with regional development banks and national financial institutions, particularly state-owned banks under the 'Himbara' (*Himpunan Bank Milik Negara*) network, to expand financial service networks and reduce remittance transfer costs.
- These efforts include offering competitive and transparent remittance services and exploring ways to make remittance transfers more accessible, especially in rural and underserved regions.
- Indonesia is currently developing a Grand Strategy for Enhancing the Role of the Indonesian Diaspora, led by the Ministry of Foreign Affairs. This Strategy will serve as a national framework to optimize diaspora contributions by identifying their potential,

assessing strategic opportunities, strengthening governance models, and formulating clear policy roadmaps. It will also align with key national initiatives, including the forthcoming Citizenship Law that is expected in 2026, the development of a Unified Indonesian Diaspora Data Platform in 2026, and the establishment of a National Diaspora Body by 2029 to ensure strong coordination and improved services for Indonesians abroad.

- The Government of Indonesia is finalizing the Strategy by December and continues to incorporate insights from global diaspora communities, most recently through the 2025 Indonesian Diaspora Symposium. These efforts reflect Indonesia's long-term commitment to empowering its diaspora as an essential partner in national development and in strengthening Indonesia's presence and contribution at the global level.

3. General Election for Indonesian Abroad

- Indonesia adopts a multi-modality approach to ensure inclusiveness. The legal backbone is Law No. 7/2017. To operationalize this mandate, the General Elections Commission/ KPU issues technical regulations, such as:
 - a. KPU Regulation No. 25 of 2023 on Voting and Vote Counting Procedures in General Elections
 - b. KPU Decision No. 66 of 2024 on Technical Guidelines for Voting and Vote Counting Procedures
- There are three main channels provided:
 - a. TPSLN (in-person polling stations) established where Indonesian communities concentrate;
 - b. Postal voting allowing ballots to be delivered and returned securely before election day; and
 - c. Mobile ballot boxes (*kotak suara keliling*) used where populations are dispersed or workplaces restrict movement.
- Overseas missions coordinate with PPLN for outreach by targeting workers in factories, plantations, and domestic work settings, and data integration between MoFA and KPU has substantially improved voter list accuracy.
- In the previous cycle (2024), Indonesia registered 1,574,737 overseas voters with 81.48% turnout, facilitated by 128 PPLN and 3,014 overseas voting units. This demonstrates a functioning system that continues to be refined.
- Indonesia utilizes flexible modalities tailored to the realities of migrant work. TPSLN polling stations operate with extended hours where possible, postal voting is an accessible option, and mobile ballot boxes enable outreach to workplaces with restricted mobility. Indonesian missions help coordinate with local authorities to inform

and facilitate participation. The high turnout rate, 81.48%, illustrates the effectiveness of these approaches.

- Indonesia's electoral framework is based on citizenship, verified through valid identity documents. Missions actively support citizens in regularizing or updating documentation so they can register and vote. Outreach occurs in community centers, shelters, and workplaces to ensure all citizens abroad are aware of and can exercise their rights. The system does not discriminate on migration status where citizenship is established.
- Transparency safeguards are embedded in KPU regulations, inter alia strict chain-of-custody rules, verification procedures, supervised postal ballot handling, and auditing mechanisms. TPSLN operations are overseen by electoral supervisors and results are tabulated through standardized procedures identical to those used domestically. These mechanisms balance accessibility with electoral integrity.
- Moreover, postal voting follows documented procedures: ballots are numbered, tracked, and cross-verified upon return.
- Indonesia recognizes that administering elections overseas presents unique challenges, particularly in ensuring the accuracy and integrity of voter data, the reliability of voting methods, and the effectiveness of oversight mechanisms.
- Recent experiences have highlighted issues such as irregularities in voter registration, the risk of inaccurate or duplicate data, and vulnerabilities in postal or drop-box voting when verification is limited. These challenges have underscored the need for stronger transparency, clearer procedures, and more robust monitoring involving independent observers and civil society, including diaspora communities.
- At the same time, Indonesia views these challenges as valuable lessons for continuous improvement. The Government is committed to strengthening regulations, enhancing data management, improving the governance of overseas electoral bodies, and ensuring that all voting methods are safeguarded against misuse. Moving forward, Indonesia will work to further refine its systems so that overseas elections are increasingly transparent, credible, and reflective of the trust placed by Indonesian citizens abroad.

4. Additional Information regarding NHRIs

- Indonesia's National Human Rights Institutions is an independent entity that has a mandate to promote and protect human rights. Regarding the rights of migrant workers and their families, in implementing the mandate to promote NHRI, in this case, the National Commission on Human Rights contributes by providing recommendations to the government regarding the formulation of policies that align with human rights

principles, such as conducting studies and research related to Improving Governance and Protecting the Rights of Indonesian Migrant Workers through the revision of the Law on the Protection of Indonesian Migrant Workers.

- In carrying out its protection role, the National Human Rights Commission (NHRI) has a comprehensive process in place to handle complaints about violations of the rights of migrant workers and their families. The NHRI has made several written recommendations to the government for redress for victims of human rights breaches. During the 2020-2022 year, the National Commission on Human Rights received 257 complaints regarding migrant workers' rights, demands for repatriation, and requests for protection and legal aid. It also received 170 complaints of alleged human trafficking (TPPO) using migrant workers, both domestically (Bali, Banten, DKI Jakarta, and East Java) and internationally (Saudi Arabia, Iraq, Cambodia, Malaysia, and China).
- In carrying out its monitoring mandate, the National Human Rights Commission (NHRI) also has a specific mechanism for conducting visits to locations of alleged human rights violations and submitting reports and recommendations based on the results of its monitoring. The National Commission on Human Rights (Komnas HAM), the National Commission on Violence Against Women (Komnas Perempuan), the Indonesian Child Protection Commission (KPAI), the Ombudsman, and the Witness and Victim Protection Agency (LPSK) established the Cooperation for the Prevention of Torture and Ill Treatment (KuPP).
- This collaboration has established a coordinated and independent mechanism, resembling the national prevention mechanism both in structure and function. KuPP has been able to forge close cooperation with government institutions, particularly the Ministry of Law and Human Rights. Through formal cooperation agreements with the Directorate General of Corrections and the Directorate General of Immigration, KuPP has secured access to correctional institutions, detention centers, immigration detention centers, and other similar facilities.
- Between 2019 and 2024, seven correctional institutions were visited, including five in Papua and three in South Sulawesi, as well as the Kupang Immigration Detention Center. It should be noted that in 2022, the National Commission on Violence Against Women (Komnas Perempuan) monitored the placement practices of Indonesian female migrant workers in five Overseas Job Training Centers (BLKLN).

5. Social Security

- The Government of Indonesia enforces mandatory participation in the national social-security system for all workers, including Indonesian migrant workers (PMI) and foreign workers employed within Indonesian territory.

- This obligation is established through a comprehensive legal framework comprising Law Number 40 of 2004 on the National Social Security System, Law Number 13 of 2003 on Manpower, Law Number 18 of 2017 concerning the Protection of Indonesian Migrant Workers. These instruments guarantee that every individual engaged in employment in Indonesia is protected under the national social-security programs, covering both employment-related contingencies and health insurance.
- Indonesian Migrant Workers are protected through two complementary layers of insurance while working abroad.
- First, under the laws of the destination country, employers are required to provide migrant workers with health insurance and employment-injury protection, such as Social Security Organization (SOCSO) in Malaysia, the Cooperative Health Insurance in Saudi Arabia, Chinese Taipei's National Health Insurance (NHI), Singapore's Work Injury Compensation Insurance (WICA)-based medical insurance, and Hong Kong's Employees' Compensation Ordinance, which allow PMI to access medical treatment directly at local health facilities.
- Second, PMI are also covered by the Employment Social Security Agency through the Work Accident Insurance (JKK) and Death Insurance (JKM) schemes, both of which remain valid overseas. Under the Work Accident Insurance, Indonesian Migrant Workers are entitled to full reimbursement for medical expenses arising from work-related accidents abroad: they may receive treatment first, keep all medical records and receipts, and then submit a claim through Regional Unit for the Protection of Indonesian Migrant Workers offices overseas, Indonesian Embassies or Consulates, or the JMO application. The Employment Social Security Agency will reimburse all eligible medical costs, including medical evacuation and repatriation of remains when required.
- Based on data from the Social Security Agency for Employment on August 30, 2025, there were 673,069 Indonesian Migrant Workers, of which 57% were women and 42% were men. And between 2018 and 24 October 2025, the Social Security Agency for Employment recorded a total of 4,104 claims submitted by Indonesian migrant workers, consisting of 2 Old-Age Security claims, 3,210 Work Accident Insurance claims, and 892 Death Benefit claims. These figures demonstrate the practical importance of maintaining comprehensive social-security protection for Indonesian workers abroad.
- Furthermore, the Employment Social Security Agency has further advanced international cooperation through the establishment of Social Security Agreements (SSAs) with the Malaysian Social Security Organization (PERKESO) and the National Pension Service (NPS) of the Republic of Korea. These agreements enable the portability of social-security benefits, particularly pension-related saving, ensuring that

migrant workers may transfer and access their entitlements upon returning to Indonesia.

- The Government of Indonesia remains committed to expanding international cooperation on benefit portability. Nevertheless, efforts to conclude additional Social Security Agreements continue to face substantial challenges arising from divergences in legal systems, fiscal arrangements, and tax structures across potential partner countries.

6. Additional Data regarding Immigration

- Regarding the topics about detention guidelines, the following is a detailed explanation. The Guidelines for the Detention of Foreigners in Immigration Detention Centres and Other Places Number IMI-190.GR.03.11/2024 clearly state that detention may be carried out in other places such as accommodation facilities, hospitals, housing complexes, or dormitories that are determined as detention sites outside of the immigration detention centre.
- The transfer of detainees to these other places is carried out in situations where the detainee experiences certain conditions, such as illness, being about to give birth, being a child under five years old, being a parent accompanying a child under five, or being a victim of the criminal act of people smuggling.
- The implementation of detention, whether in an immigration detention centre or in other places, includes various human rights protection standards: non-discrimination, respectful and humane treatment, access to healthcare services, separation of vulnerable groups, the right to communicate, prohibition of violence, and transparent oversight mechanisms. All of these measures serve to prevent violence and ill-treatment, including for migrant workers who may be a vulnerable group in deportation facilities.
- Initial screening procedures must be carried out in a respectful manner, followed by registration of identity, health condition, and explanation of the detainee's rights and obligations. Vulnerable groups such as women, children, ill detainees, and victims of human trafficking are placed separately or in special blocks to prevent the risk of violence. During detention, detainees are provided with basic rights such as adequate food and health services, access to religious services, communication with family or legal counsel, or state representatives. Officers are required to maintain security without violence and adhere to rules that prevent abuse of authority. In addition, the transfer of detainees is facilitated to prevent overcrowding in detention centres and to facilitate access to medical treatment.
- About the data of the detainees, we report that the number of detainees in immigration detention centres has fluctuated from 2020 to 2025, with the following details:

- In 2020, there were 520 detainees.
 - In 2012, there were 338 detainees.
 - In 2022, there were 294 detainees.
 - In 2023, there were 203 detainees.
 - In 2024, there were 753 detainees.
- In 2025 (up to October), there were 372 detainees. In 2025, after the implementation of the detention guidelines, it was possible for detainees to be placed in other places. From the total 372 detainees, 258 detainees were in immigration detention centres, while 17 detainees were placed in other places (2 in hospitals and 15 in residential housing).
 - The detention process for foreign nationals in Indonesia is implemented in accordance with applicable regulations and begins with the imposition of Administrative Immigration Action by authorized Immigration Officers against individuals who have violated immigration laws. Following this determination, a formal detention order is issued, accompanied by a detention report containing the detainee's full identity, initial health assessment, an inventory of personal belongings, and information on their guarantor and referring institution. Upon placement in an Immigration Detention Center (*Rudenim*), detainees are registered, issued a detainee identification card, and have their personal belongings documented and securely stored in line with established procedures.
 - Accommodation assignments are made with due regard to security, health considerations, individual vulnerabilities, and required separation of resident categories. Throughout the detention period, all activities, including temporary leave, further examinations, transfers, and other necessary measures, are administered and supervised through a standardized and regulated system. When detention concludes, whether through deportation, transfer to another facility, voluntary repatriation, or other lawful grounds, *Rudenim* issues a release order and prepares a release report that includes verification of identity and health status, as well as the return of personal belongings. All information is then entered into the release register before the detainee is handed over to the competent authority. These procedures ensure that detention is conducted in an accountable, well-documented, proportionate, and consistent manner.
 - At the end of the detention process, whether due to deportation, transfer to another facility, voluntary repatriation, or other valid reasons, *Rudenim* issues a release order accompanied by a release report that includes identity and health verification, as well as the return of personal belongings. This data is recorded in the release register before the detainee is handed over to the relevant agency or authority. All of these steps are carried out to ensure that detention is carried out in an accountable, documented, and proportional manner, in accordance with the principles of respect for human dignity.

- The Handling of Refugees from Overseas in Indonesia is governed by Presidential Regulation No. 125 of 2016, which establishes an integrated mechanism between the Central Government, Regional Governments, and international organizations such as UNHCR and IOM. Under the coordination of the Foreign Refugee Management Task Force (*Satgas PPLN*), every foreign national who enters the country and seeks asylum is handled in accordance with international standards, including the principle of non-refoulement, while still complying with national laws. The management process begins with discovery and rescue, followed by data collection and initial identification as a basis for subsequent placement and supervision.
- *Rudenim* play a central role in the initial phase as the administrative entry point. *Rudenim* receives foreign nationals who are suspected or claim to be refugees from other agencies, then collects data and coordinates quickly with UNHCR to verify the status of asylum seekers. After that, *Rudenim* works with local governments and international organizations to place refugees in non-detention locations (community houses) that provide basic needs and humanitarian services.
- *Rudenim* continuously conducts immigration supervision of all refugees and asylum seekers, including identity checks, issuance of special identity cards, reporting obligations, and escorting transfers or departures to destination countries. This supervision ensures security, order, and compliance with the law during the status determination process.
- *Rudenim's* function as a detention facility is highly restricted. *Rudenim* detains only foreigners who have committed immigration violations and asylum seekers whose status has been finally rejected by the UNHCR, while awaiting resolution through voluntary repatriation or deportation in accordance with the law. Overall, Presidential Regulation 125/2016 emphasizes a procedural and humanitarian response to refugee management, underscoring its commitment despite its non-signatory status.
- Regarding deportation data, currently we can only present the overall data on an annual basis. We recognize that in our current record-keeping, we have not yet been able to classify this data based on the subject's category, such as whether they are migrants, workers, visitors, or other foreign nationals. This will certainly be noted as an action point for us in presenting future deportation data classified by the subject receiving deportation and the type of violation committed.
- According to The Ministry Regulation on Immigration and Corrections Number 2 of 2025 concerning Immigration Supervision and Administrative Measures states that foreign nationals subject to Immigration Administrative Action (including deportation) may submit a written objection to the Directorate General. The objection must be submitted in Indonesian and filed within a maximum of 21 (twenty-one) working days after the foreign national receives the decision imposing the Immigration Administrative Action.

- If the objection is accepted, the Director General of Immigration will remove the name of foreign national from the Prevention or Barring list. Furthermore, the Immigration Officer who imposed the deportation must cancel the Deportation stamp on the foreign national's passport upon their next arrival in Indonesia.

7. Irregular Migrants

- The Government of Indonesia recognizes that collecting accurate data on irregular Indonesian migrant workers (IMWs) remains a structural challenge within the national migration governance system. Irregular departures often occur outside formal migration channels, through unmonitored coastal routes, small informal ports, or remote forested border areas, which results in the absence of these workers' data in national systems. The Government also acknowledges that Indonesia cannot independently obtain precise information on irregular IMWs abroad, as data on work visas, residency permits, and employment status lies fully under the jurisdiction of destination countries. Even aggregate data is not consistently published or shared by all countries. For this reason, the accuracy of data collection is highly dependent on the strength of bilateral cooperation and the willingness of destination countries to exchange information in a safe and structured manner.
- Despite these limitations, Indonesia has strengthened its efforts to improve data collection through several technical measures aimed at reaching IMWs who migrated irregularly with KP2MI Regulation Number 27/2025. The regulation was issued on 8 October 2025 and is currently in the preparation phase before full implementation. One key advancement under this regulation is the establishment of an overseas IMW data collection mechanism through the Hello Migrant system, which is fully integrated with Sisko P2MI, Indonesia's national migrant worker database. This mechanism enables IMWs, including those who departed irregularly, to register their identity, upload available supporting documents, and undergo verification by Indonesian missions abroad as well as KP2MI regional service units in their area of origin. The Government plans to begin implementation through a pilot project in Malaysia as the first partner country.
- Importantly, through this process, IMWs who were previously categorized as non-procedural under Indonesian regulations may have the opportunity to become fully procedural migrant workers, provided they meet all requirements outlined in Regulation 27/2025. While this mechanism does not change the worker's immigration status in the host country, it ensures that they are recorded in the Government's system and may transition to full procedural status once all required verification and compliance steps are completed. This inclusion also allows workers to access essential protection services, legal assistance, emergency repatriation, and reintegration or empowerment programs upon return.

- Verification by Indonesian missions abroad serves as an important step toward building a more comprehensive dataset on irregular IMWs. The Government acknowledges, however, that such verification is limited by the workers' ability to present valid documentation. To reach those in more vulnerable situations, Indonesia has strengthened the role of its missions by facilitating manual data collection, conducting outreach visits to worker communities, and expanding access to information services through citizen service units.
- To better understand the scale of irregular migration, Indonesia uses measurable indicators such as the number of irregular departure attempts prevented by KP2MI, the Ministry of Immigration, and law enforcement agencies, as well as the number of deportations from destination countries. Although these indicators do not represent the exact number of irregular IMWs, they provide a clear picture of the continued pressure and risks associated with irregular migration routes. These insights are used to map high-risk departure corridors and migration patterns that require targeted interventions.
- Looking ahead, Indonesia remains committed to strengthening bilateral cooperation on labor migration data exchange, including exploring shared data systems for sectors where irregular migration risks are particularly high. The Government will also continue enhancing cross-ministerial data integration to ensure that information on prevented departures, deportations, and overseas data collection can be analyzed cohesively. At the subnational level, local governments will be encouraged to improve early detection, disseminate safe migration information, and report individuals at risk of irregular departure as part of upstream prevention measures.
- Through these efforts, the Government of Indonesia reaffirms that data collection and protection measures apply not only to those who migrate through regular channels but also to those who travel irregularly and are often the most vulnerable in destination countries. Indonesia remains committed to strengthening these mechanisms to ensure that all Indonesian migrant workers, regardless of their migration pathway, remain within the reach of the State's protection.
- Moreover, regarding the irregular migrant in Indonesia, as part of broader efforts to promote decriminalization and the use of alternatives to detention, it is important to underscore the distinction between principal offenders, such as smugglers and facilitators, and individuals who fall within vulnerable categories, including trafficked migrant workers, victims of mass deportation, or persons who may lack adequate knowledge of applicable procedures.
- In this regard, Indonesia's Law Number 6 of 2011 on Immigration provides important safeguards. Article 136 paragraph (3) expressly stipulates that the criminal provisions set out in Articles 113, 119, 121(b), 122, and 126(a)–(b) shall not be applied to victims of human trafficking or smuggling of persons.

- In implementing provisions related to the criminalization of irregular entry and exit, it remains essential to clearly differentiate between principal perpetrators and vulnerable individuals. Principal perpetrators, namely smugglers, facilitators, and other actors who deliberately organize, enable, or profit from unauthorized border crossings, continue to be subject to criminal enforcement. This approach is vital to upholding the integrity of the immigration system, combating transnational crime, and ensuring an effective deterrent against exploitation.
- Pursuant to Article 85 of Law Number 6 of 2011 on Immigration, detention is applied to foreign nationals until the deportation process can be carried out. In circumstances where deportation cannot be executed promptly, the law provides a maximum detention period of ten years. This ten-year limit constitutes an Immigration Administrative Measure rather than a criminal sanction, serving as a temporary accommodation mechanism for foreign nationals who are subject to deportation while their repatriation arrangements are pending. The extended timeframe reflects the considerable complexities often encountered in deportation procedures, including challenges in identity verification and travel document issuance by countries of origin, instances where countries of origin decline cooperation, or situations involving asylum seekers whose claims have been denied (final rejected).
- At present, there are 17 individuals who have remained in detention beyond ten years. The difficulties encountered in resolving these cases stem from several factors: some individuals fall into the category of final-rejected asylum seekers who decline to return to their countries of origin, others are not recognized or supported by their countries of origin, and the remaining individuals have no nationality and are therefore effectively stateless.
- Indonesia continues to strive to ensure that detention is carried out under the best possible conditions. Detainees are afforded fundamental safeguards, including respectful and humane treatment, access to healthcare and adequate food, the ability to practice their religion, and the right to communicate with family members, legal representatives, and their respective embassies or consulates. Additional measures include the separation of individuals requiring specific arrangements, such as children, women, and persons with medical needs, alongside strengthened oversight mechanisms to prevent violence, abuse, or ill-treatment.

8. Additional Information on Consular Services

- For vulnerable groups, including women and children, Indonesian missions endeavour to provide shelter facilities when required or to coordinate their placement in shelters operated by local authorities.

- To access temporary shelter facilities, Indonesian migrant workers may contact the 24/7 emergency hotline operated by the respective Indonesian mission. They may also utilise the emergency button available on the Safe Travel application, which is directly integrated with the consular protection functions of the nearest Indonesian mission. In addition, migrant workers may seek assistance by presenting themselves in person at the consular section of any Indonesian mission to obtain support in addressing the issues they encounter.
- As of 30 November 2025, a total of 385 Indonesian migrant workers were recorded as residing in temporary accommodations across 19 shelters. Of this number, 371 women and 14 children. The shelters with the highest occupancy were the Indonesian Mission shelter in Riyadh with 75 women, and the Indonesian Mission shelter in Kuala Lumpur with 56 women.
- Most migrant workers accommodated in shelters are individuals who are experiencing employment-related disputes and who do not have access to alternative accommodation. Upon the prompt resolution of their cases, the workers concerned may resume their employment. Should their cases result in deportation, their stay in the shelter continues for the duration of the repatriation process to Indonesia. While the length of this process may vary, Indonesian missions, in close coordination with the competent local authorities, consistently undertake efforts to expedite the repatriation of the individuals concerned.
- At present, 19 Indonesian missions abroad are equipped with temporary shelter facilities, the majority of which are designated for women and children. The 19 temporary shelters are located in missions in Kuala Lumpur, Johor Bahru, Penang, Kuching, Kota Kinabalu, Tawau, Singapore, Bandar Seri Begawan, Riyadh, Jeddah, Dubai, Baghdad, Cairo, Tokyo, Cape Town, Muscat, Manama, Beirut, and Taipei.
- To ensure uniform and accountable service delivery in the administration of these facilities, the Ministry of Foreign Affairs has issued the *Guidelines for the Management of Temporary Shelters at Indonesian Missions Abroad*, promulgated through the Decree of the Minister of Foreign Affairs Number 46/B/PK/09/2023/01 of 2023.
- These Guidelines serve as a comprehensive reference for the governance of temporary shelters, including the establishment of operational standards, the development of more measurable budget planning processes, and the strengthening of monitoring and evaluation mechanisms. They further prescribe norms related to human resource management and training for personnel assigned to operate the shelters.
- As part of broader institutional strengthening efforts to ensure more effective protection and services for Indonesian nationals, a total of 29 Indonesian missions have been designated as *Integrated Protection Missions*. The 29 missions are mission in Ankara,

Bandar Seri Begawan, Bangkok, Damascus, Den Haag, Doha, Hanoi, Cairo, Kuala Lumpur, Kuwait City, Colombo, Manila, Phnom Penh, Riyadh, Seoul, Singapore, Tokyo, Tripoli, Vientiane, Yangon, Dubai, Hong Kong, Jeddah, Johor Bahru, Kota Kinabalu, Kuching, New York, Penang, and Tawau. This designation was conferred through the Decree of the Minister of Foreign Affairs Number 15/B/PK/01/2025/01 of 2025 concerning the Designation of Integrated Protection Missions. The determination of such status is based on the volume of cases involving Indonesian nationals, including migrant workers, handled by the respective missions, as well as the scale of consular services provided to Indonesian citizens in the countries of accreditation.

- To ensure the effective operationalization of this system, the Ministry of Foreign Affairs has promulgated the *Technical Guidelines for Indonesia's Integrated Protection Missions* through the Decree of the Minister of Foreign Affairs Number 16/B/PK/01/2025 of 2025. These Technical Guidelines constitute an authoritative framework for strengthening Indonesia's overall protection architecture, including the enhancement and professional development of the human resources entrusted with administering the system. Furthermore, the Guidelines delineate the procedures for establishing Integrated Protection Task Forces, which are mandated to ensure that the system is implemented in full conformity with the standards, protocols, and directives set forth therein.
- These enhancement measures are being undertaken to address several persistent challenges. First, missions continue to face overcapacity conditions. In addition, the physical condition and accommodation capacity of shelter facilities have not been sufficiently supported by adequate budget allocations for maintenance and renovation. Furthermore, limitations in the number of personnel assigned to manage the shelters have resulted in a disproportionate workload and heightened stress levels among staff.
- Capacity-building for consular officers and staff responsible for providing services and protection is carried out centrally by the Directorate for the Protection of Indonesian Nationals. Training is provided to consular officers during pre-deployment preparation (prior to assignment) and periodically while they are serving at Indonesian missions abroad. Training is also delivered as part of the tiered diplomatic training program in cooperation with the Ministry of Foreign Affairs' Center for Education and Training.
- The forms of training provided include technical training on trafficking-in-persons handling; technical training on managing cases involving Indonesian nationals in distress, including management within shelters; technical training on the job-order module; and training on verification of the self-reporting module. Training on the use of various digital applications for civil registration document issuance services, digital identity management, passport processing, and hotline handling.

9. Human Trafficking

- Law No. 21 of 2007 on the Eradication of Human Trafficking which specifically serves as the primary legal basis for handling human trafficking cases. This regulation contains a clear definition of human trafficking, regulates various forms of exploitation, establishes severe criminal sanctions for perpetrators, and guarantees protection and rehabilitation for victims.
- The Government also launched the National Action Plan on the Prevention and Eradication of Trafficking in Persons (RAN TPPO) in 2023 to ensure comprehensive synergy to preventing, protecting and addressing human trafficking crimes, involving ministries, institutions, and local governments. Through RAN TPPO, the Government provides a wide-range of services, including law enforcement, legal assistance, rehabilitation, repatriation, reintegration, and social services.
- Indonesia continues to improve its efforts to combat trafficking in persons through both legal and practical reforms, such as: Law enforcement training, to enhance the capacity of the police and other officials to identify and handle human trafficking cases properly; Improving victim support, by expanding social support systems for survivors, including the provision of shelters, vocational training, and reintegration programs; Campaigns to increase public awareness on the dangers of trafficking in persons and how to report suspected human trafficking activities.
- The Government also established the Task Force for the Prevention and Handling of Human Trafficking in 2008. To combat human trafficking a coordinating agency was established to prevent and address the crime of human trafficking. Its main duties include coordinating prevention and handling, conducting advocacy, outreach, and training for cooperation, monitoring victim protection, monitoring law enforcement, and carrying out reporting and evaluation.
- This task force operates at the national and regional levels, with a structure that is subject to change according to the latest regulations. The latest National Task Force is regulated in Presidential Decree No. 49 of 2023, which changes the daily chairman to the Chief of Police. The National Task Force is currently coordinating and formulating presidential decree for National Action Plan 2025 - 2029.
- The Ministry of Indonesian Migrant Workers Protection has established a crisis center, which can be accessed by phone, WhatsApp, Public Service Units at both national and regional Indonesian Migrant Workers Protection Board offices, and official social media channels.
- Since 2024, KP2MI's Cyber-Trafficking Response Team identified and repatriated 1,324 victims from online-scam complexes in Cambodia, Myanmar, and Laos. Coordination with ASEAN partners continues for prosecution and recovery of assets.

- Indonesia has established a robust legal framework to protect children from trafficking, including provisions for prevention, prosecution, and victim recovery.
- Law No. 35 of 2014 on Child Protection mandates the Government, Regional Governments, and other state institutions to provide special protection for children who are victims of abduction, sale, and/or trafficking. It strictly prohibits any person from placing, permitting, involving, ordering, or participating in acts of child trafficking.
- While the Government Regulation No. 78 of 2021 on Special Protection for Children regulates the mechanisms of oversight, protection, prevention, treatment, and rehabilitation for child victims of trafficking. The regulation also assigns specific roles and responsibilities to relevant ministries and government institutions.
- Child trafficking victims receive comprehensive recovery services, including temporary shelter, legal aid, psychological counseling, and social reintegration programs. The Government has strengthened community-based prevention initiatives, particularly in high-risk areas.
- To strengthen the prevention and handling of human trafficking, the Minister of Women's Empowerment and Child Protection issued the Minister of Women's Empowerment and Child Protection Regulation No. 2 of 2024 concerning Community-Based Prevention and Handling of Human Trafficking. Since 2024, the policy is in the process of being disseminated to the regions, together with CSO.
- The sanction for child trafficking is regulated in Law No. 21 of 2007 on the Eradication of Human Trafficking, where any person who sends an individual domestically or abroad, in any manner that results in exploitation, faces 3 to 15 years' imprisonment and fines ranging from IDR 120 million to IDR 600 million. It is also emphasized that when the trafficking offense involves a child, the penalty is increased by one-third.
- To prevent child trafficking, Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers mandates that individuals must be at least 18 years old to work abroad. When an individual deploys an underage migrant worker, they are faced by a maximum prison sentence of 3 years and a fine of up to IDR 500 million.
- To report cases of child trafficking, the Government of Indonesia has also provided multiple reporting channels.
- The Ministry of Women Empowerment and Child Protection has developed SAPA 129, a hotline to report violence against women and children, including trafficking.
- Regulation of the Minister of Women's Empowerment and Child Protection Number 8 of 2021 concerning Standard Operating Procedures for Integrated Services for

Witnesses and/or Victims of Human Trafficking Crimes has been disseminated to the regions, especially for Human Trafficking Task Force at regional level and the Regional Technical Implementation Units for the Protection of Women and Children (UPTD PPA).

- The Indonesian National Police has also recently established the Directorate of Child and Women Protection and Trafficking in Person. The unit adopts a multidisciplinary approach to handle cases involving children and women, ensuring investigations are conducted using a victim-centered approach and efficiently to prevent re-victimization.
- A trafficking conviction under Law No. 21 of 2007 on the Eradication of Human Trafficking which highlighted ongoing challenges in enforcing strong penalties. In this case, the perpetrator received a 7-year prison sentence and a fine of only IDR 120,000,000, which is relatively low compared to the severity of the crime and the law's maximum sanctions. The outcome reflects gaps in deterrence, inconsistent sentencing practices, and the need for stronger judicial interpretation to ensure that penalties for trafficking in persons fully reflect the gravity of exploitation and provide justice for victims.

10. Digitalization of Services for Indonesian Migrant Workers

- The Government of Indonesia is undertaking significant efforts to optimize migrant worker placement services through the use of digital technology. The primary objective of this digitalization initiative is to enhance efficiency, transparency, and accountability throughout the placement process of Indonesian Migrant Workers (PMI), while reducing the risks of misuse and irregularities that often occur in manual procedures.
- Digitalization supports the integration of various systems involved in PMI placement, including web-based applications such as the Sipermit system in Malaysia, which enables end-to-end online processing. Through this integrated approach, prospective migrant workers can register, complete and validate employment contracts, and have their departure and arrival monitored through a single digital platform. This integration helps ensure that all data collected are accurate, valid, and easily verifiable, while improving administrative efficiency.
- Digitalization also enables prospective PMIs to complete registration and verification processes online. Their personal data and required documents can be verified through platforms connected to national systems such as Kemnaker, SISKOP2MI, and BPJS Ketenagakerjaan, as well as systems of destination countries such as the Malaysian Labour Department.
- This method reduces opportunities for data manipulation while strengthening transparency and accuracy. In addition, digital services offer application-based features that provide PMIs with access to employment contract processes, information

on their rights and obligations, digital training and competency certification, and monitoring mechanisms that facilitate communication between workers, agencies, and relevant authorities both in Indonesia and abroad.

- The use of digital systems also enables more data-driven monitoring and evaluation of PMI placement and protection. With real-time access to information on departure status, conditions at destination, and return status, policymakers can respond quickly to emerging issues. Digitalization reduces operational costs associated with manual procedures and paper-based administration, and shortens processing time so that migrant workers can be deployed once requirements are completed.
- Enhancements in data security are also integral to this transition. Digital systems increasingly rely on encryption and controlled access to protect personal data and minimize the risks of breaches or unauthorized use. Moreover, some digital initiatives, such as KUR PMI, help prospective PMIs access financing more easily prior to departure, including to help cover eligible placement costs that may be borne by migrant workers, thereby reducing financial barriers at the point of deployment and strengthening their economic resilience upon return.
- Despite these benefits, several challenges remain. Unequal access to digital infrastructure in remote areas limits the ability of some prospective PMIs to utilize online platforms. Resistance to change among agencies and institutions accustomed to manual systems slows the transition. The management of sensitive data requires strong protection mechanisms to ensure privacy and maintain public trust. A number of prospective PMIs also face difficulties in navigating digital platforms due to limited technological literacy. Additionally, full integration between systems of Indonesian institutions, private agencies, and destination countries remains a complex process that requires further improvement.
- To address these challenges, the Government has taken steps to expand digital infrastructure in underserved regions by collaborating with telecommunications providers and establishing digital training facilities in migrant-sending villages. Capacity-building programs and socialization activities are being conducted for placement agencies, KP2MI and BP3MI personnel, and other stakeholders.
- Enhancements in data protection have been implemented through encryption and strict monitoring of digital platforms. User-friendly interfaces, clear guides, and online training materials have been developed to support PMIs with limited digital literacy. Inter-agency cooperation is also being strengthened to improve interoperability between systems, including cooperation with destination countries for data exchange and verification.
- Through these initiatives and ongoing efforts to overcome the challenges, Indonesia aims to ensure that the digitalization of PMI placement services continues to advance

and provides substantial benefits for migrant workers, placement agencies, and the government. The overall objective is to create a more modern, efficient, secure, and transparent system that strengthens protection and improves service quality for all Indonesian migrant workers.

11. Protection for Migrant Workers Facing Capital Punishment Abroad

- In 2025, Indonesian missions continue to address 409 ongoing cases involving Indonesian nationals facing capital punishment, including 39 newly recorded cases. Among the 409 individuals at risk of capital punishment, 36 are women who are migrant workers (8.8 percent).
- The Government of Indonesia has successfully secured pardons or clemencies for 28 Indonesian nationals from the competent authorities in the respective countries of accreditation. An additional 75 individuals have been reviewed to imprisonment and 78 individuals have received direct commutations of their capital sentences to terms of imprisonment. Accordingly, a total of 181 Indonesian nationals have been relieved from the threat of capital punishment in 2025. From 2011 to 2024, there were 679 Indonesian nationals relieved from capital punishment.
- Assistance for Indonesian nationals facing capital charges is provided throughout the due legal process, from the investigative stage to judicial proceedings. Indonesian missions facilitate legal representation through the engagement of retainer lawyers.
- It is underscored that all consular assistance is undertaken with full respect for the domestic legal regimes of the host countries, including adherence to the consular notification procedures of the relevant authorities and the requirement of prior informed consent from the individuals concerned.
- In addition to the services of retainer lawyers, Indonesian missions also provide access to forensic psychology experts, where necessary, to prepare forensic psychological assessments that may serve as mitigating considerations for the court.
- Furthermore, Indonesian missions, in close coordination with the Directorate for the Protection of Indonesian Nationals, maintain intensive engagement with the families of the individuals concerned to ensure that they receive accurate and timely information regarding the cases and the assistance extended by the Government of Indonesia.
- To further strengthen the adequacy, consistency, and accountability of measures undertaken in capital punishment cases, the Minister for Foreign Affairs has enacted Ministerial Decree Number 42/B/PK/04/2024/01 of 2024 concerning the Guidelines for the Assistance of Indonesian Nationals Confronting the Threat of the Capital Punishment. This instrument establishes the authoritative technical guidance

governing the roles, responsibilities, and procedures to be observed by consular officials and staff of Indonesian missions abroad in addressing capital punishment cases within their respective jurisdictions.

- The Ministry of Foreign Affairs also conducts structured training programmes for diplomatic officials at various levels through its Center for Education and Training, with an emphasis on the protection of Indonesian nationals, including the procedural and substantive dimensions of handling capital punishment cases abroad. Furthermore, comprehensive briefings on capital punishment case management are provided as part of the pre-assignment preparation for officials assigned to Indonesian missions overseas.
- The Directorate for the Protection of Indonesian Nationals regularly undertakes comprehensive monitoring and evaluation of the handling of capital punishment cases abroad, in close cooperation with relevant institutions at national level and relevant academic experts. This evaluative process further engages Indonesian missions overseas, as well as the retainer lawyers providing legal assistance in the respective cases, to ensure coherence, accountability, and the continual enhancement of case-management practices.

12. Kafalah

- Indonesia remains fully committed to safeguarding the rights of its migrant workers, including those employed in the Middle East, and acknowledges the challenges posed by the *kafalah* system. To address these concerns, Indonesia issued Minister of Manpower Decree No. 260 of 2015, which imposed a moratorium on the placement of Indonesian domestic workers with individual employers in 21 Middle Eastern countries. Indonesian embassies and consulates have also strengthened oversight by ensuring that domestic workers are placed only with legal entities or licensed employers, in line with Law No. 18/2017. These steps aim to provide better protection, prevent exploitation, and ensure access to remedies.
- The Government of Indonesia continues to observe a range of challenges faced by Indonesian migrant workers arising from the implementation of the *kafalah* system in the Kingdom of Saudi Arabia. The structural dependence of workers on their employers, resulting from the linkage of residency and employment status to specific sponsors, significantly restricts their ability to change employment or terminate contracts without prior authorization.
- Despite legal prohibitions, the practice of employers retaining workers' passports remains widespread, thereby limiting their mobility and constraining their ability to access available protection mechanisms. Many workers continue to experience restrictions on their freedom of movement, including limitations on leaving the

employer's household, traveling independently, or obtaining timely medical and consular assistance.

- The prevailing imbalance of power inherent in the *kafalah* system further exposes workers to heightened risks of exploitation, including excessive working hours, denial of rest days, various forms of abuse, and substandard working conditions.
- At the same time, the avenues available for workers to seek redress remain limited. Fear of retaliation by employers, risks of deportation, and restricted communication significantly impede workers from reporting grievances or pursuing formal complaints.
- Moreover, whether in the form of delayed, reduced, or unpaid wages, irregularities in wage payment also persist, and workers often have limited legal recourse due to their dependent status within the sponsorship framework. Moreover, workers are frequently unable to terminate their contracts independently, even in circumstances involving violations or unsafe environments.
- Challenges also arise in the repatriation process, as exit procedures may be hindered when employers withhold exit permits, delay administrative processes, or fail to settle workers' lawful entitlements. Compounding these difficulties is the absence of a comprehensive monitoring mechanism within the domestic work sector, which contributes to violations that often go unreported and unaddressed.
- In contrast, the State of Qatar formally abolished the *kafalah* system in 2020 through substantial reforms to several of its principal components. These developments included the removal of the requirement for employer authorization for workers seeking to change employment and the termination of the restrictive sponsorship framework that had previously bound workers to their employers.
- Under the reformed system, migrant workers are now permitted to change employers without the need to obtain a No-Objection Certificate from their previous sponsor, marking a significant step toward strengthening labour protections and promoting fair recruitment practices.
- Nevertheless, various stakeholders have noted that full and effective implementation of these reforms continues to face challenges, particularly with respect to consistent enforcement at the operational level. Several assessments indicate that the application of the reforms has not yet been uniform across all sectors, and certain structural issues persist.
- While there is always room for continued efforts to ensure the sustained and effective protection of migrant workers, the abolition of the *kafalah* system in Qatar has contributed to a significant decline in cases involving Indonesian migrant workers,

resulting in markedly lower-case figures compared to Saudi Arabia, the United Arab Emirates, Oman, and Bahrain.

13. Government-Facilitated Repatriation

- In 2024, Indonesia facilitated the return of 22,286 migrant workers from Malaysia. Of this number, 18,946 individuals were repatriated through deportation mechanisms, while 3,340 were returned through government-funded repatriation schemes, including dedicated assistance for 618 vulnerable persons. In 2025, up to the third quarter, Indonesia has facilitated the return of an additional 9,016 migrant workers from Malaysia.
- Indonesia's facilitation efforts in close cooperation with the Malaysian Immigration demonstrate the Government's commitment to expediting deportation procedures from various immigration detention centers in Malaysia. These measures take into account the inadequate and overcrowded conditions of detention facilities, which pose heightened risks of exposure to tuberculosis, skin diseases, and general deterioration of health. The accelerated processing of deportations is also intended to mitigate the financial burden on the Government of Indonesia that would arise if migrant workers return in compromised health conditions.
- In other regions, Indonesia assisted in the return of 41 undocumented and destitute mothers and children from the United Arab Emirates, Saudi Arabia, and Chinese Taipei in 2024. Furthermore, as of the third quarter of 2025, Indonesia has facilitated assistance for 1,908 migrant workers from the Middle East.
- From 2020 to 2025, Indonesia conducted thirteen evacuation operations: seven in response to armed conflicts in Ukraine, Sudan, the West Bank, Gaza, Lebanon, Syria, and Iran; one due to political instability in Afghanistan; and five prompted by the COVID-19 pandemic in Wuhan and Yokohama, as well as natural disasters in Türkiye, Myanmar, and Vanuatu. Through these operations, a total of 2,097 Indonesian nationals, including migrant workers, were successfully evacuated from life-threatening situations. All evacuation operations were carried out based on the informed consent of the individuals concerned and were conducted free of charge.
