

# JURIDICAL ANALYSIS OF THE COLLABORATION BETWEEN IMMIGRATION AND STAKEHOLDERS AT BATAM CENTRE INTERNATIONAL PORT IN EFFORTS TO PREVENT HUMAN TRAFFICKING CRIMES (RESEARCH STUDY IN BATAM CITY)

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## Abstract

The Criminal Act of Human Trafficking (TPPO) is a transnational crime that has a serious impact on human rights, especially in border areas such as Batam City, which has direct access to neighboring countries through the Batam Centre International Port. Preventing TPPO requires effective collaboration between Immigration and various stakeholders such as the Police, port authorities, and civil society organizations. This study aims to analyze the legal regulations, implementation, obstacles, and solutions regarding the collaboration between Immigration and stakeholders in efforts to prevent TIP at Batam Centre International Port. The methods used are normative juridical and empirical juridical legal research methods with a statutory approach and a sociological approach. Data was obtained through document studies and direct interviews with Immigration, the Police, KSOP, and NGOs. The analysis was carried out using three main theories: Max Weber's Theory of Authority, Lawrence M. Friedman's Legal System Theory, and Soerjono Soekanto's Theory of Legal Effectiveness. The results of the study show that although the legal framework for collaboration has been regulated through Law Number 6 of 2011 and Law Number 21 of 2007, as well as several technical memorandums of understanding, its implementation is still not optimal. The identified obstacles include overlapping authorities, the absence of inter-agency SOPs, limited resources, and a weak culture of cooperation. Current collaboration remains sectoral and has not been institutionalized on a permanent basis. This study recommends the establishment of integrated inter-agency SOPs, the creation of permanent coordination posts at ports, and collaborative training and incentive systems to strengthen institutional synergy in the prevention of human trafficking in border areas.

**Keywords:** *Collaboration, Immigration, Stakeholders, International Ports, Criminal Acts of Human Trafficking, Prevention*

## INTRODUCTION

Human trafficking (TPPO) constitutes a transnational crime with significant repercussions for human dignity, honor, and rights. TIPPO is frequently characterized as a contemporary manifestation of slavery due to its involvement in the recruitment, transportation, harboring, and exploitation of individuals via illicit methods. Common forms of exploitation encompass sexual exploitation, forced labor, and organ trafficking (UNODC, 2022). Trafficking in persons for purposes of exploitation (TIPPO) constitutes a transboundary crime that inflicts physical and psychological harm on victims while simultaneously destabilizing the social, economic, and legal frameworks of the countries involved in origin, transit, and destination. The Global Report on Trafficking in Persons, published by the United Nations Office on Drugs and Crime (UNODC), indicates that over 50,000 human trafficking cases are documented each year. However, the true number is likely significantly higher due to numerous undetected or unreported incidents (UNODC, 2022). Southeast Asia, particularly Indonesia, is among the regions with the highest incidence of trafficking in persons (TIP) cases. This results from high population mobility, inadequate border controls, and socioeconomic conditions that render certain communities susceptible to human trafficking (Fitri Lestari, 2017).

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Indonesia possesses a strategically significant geographic location in the context of international trade. Indonesia, comprising over 17,000 islands and possessing an extensive coastline, shares direct borders with Malaysia, Singapore, and the Philippines. This geographical context positions Indonesia as a significant origin, transit, and destination country for human trafficking networks (Setiawan, 2018). Batam City, especially the Batam Centre International Port, represents a significant vulnerability due to its proximity to Singapore and Malaysia, situated merely a few kilometers away. The area's high maritime mobility facilitates exploitation by human trafficking syndicates, which transport victims abroad through illegal recruitment of migrant workers, document forgery, and smuggling via speedboats (Luthvi, 2023). The legal framework for preventing human trafficking in Indonesia is robust. Law No. 21 of 2007 regarding the Eradication of Human Trafficking represents a crucial advancement in victim protection and the enhancement of legal frameworks for law enforcement authorities. Law No. 6 of 2011 regarding Immigration highlights the importance of immigration in overseeing the movement of individuals crossing the nation's borders. Policy implementation in the field encounters several challenges, such as overlapping authority, limited human resources, a lack of cross-agency standard operating procedures, and a deficient culture of inter-agency coordination (Maulida, 2020).

In this context, collaboration among agencies is essential for the prevention of human trafficking. The immigration system, tasked with verifying travel documents, is crucial in identifying potential instances of human trafficking. Nonetheless, immigration cannot operate in isolation. Collaboration is essential with various stakeholders, including law enforcement, port authorities, the Harbormaster, and NGOs focused on victim protection (Racheline & Prasetyo, 2025). This collaboration facilitates a distinct allocation of responsibilities, effective communication of information, and coordinated patrols in border regions. Prior studies suggest that efforts to prevent human trafficking are often incomplete. Agus Setiawan (2018) highlighted that the prevention strategies in the Indonesia-Malaysia border region are not functioning at their full potential, primarily due to inadequate coordination among agencies. Siti Maulida (2020) emphasized the constrained impact of immigration at Tanjung Priok Port, whereas Fitri Lestari (2017) concentrated on the significant role of NGOs within the ASEAN regional framework. Luthvi (2023) highlighted the difficulties in safeguarding Indonesian migrant workers who fall prey to human trafficking (TPPO). In contrast, Racheline & Prasetyo (2025) stressed the significance of Integrated Border Control Management as a technological remedy. Nevertheless, the existing research on the legal collaboration involving immigration and stakeholders at Batam Centre International Port remains quite scarce. This study conducts a legal examination of the collaboration between immigration authorities and stakeholders aimed at preventing human trafficking at Batam Centre International Port. This examination addresses three primary components: (1) the legal frameworks that underpin collaboration, (2) the execution of inter-agency cooperation in the relevant domain, and (3) the challenges and strategies encountered in the effort to prevent human trafficking. This approach aims to enhance academic discourse in law and immigration while offering actionable recommendations to fortify the border control system in Indonesia, especially in Batam City, which is recognized as a key international gateway.

## RESEARCH METHOD

This research uses both normative and empirical juridical approaches. The normative juridical approach was used to analyze the legal norms that form the basis for preventing the crime of trafficking in persons (TPPO), particularly regarding the role of immigration and stakeholders at Batam Centre International Port. The normative analysis included a review of Law Number 21 of 2007 concerning the Eradication of Trafficking in Persons (TPPO), Law Number 6 of 2011 concerning Immigration, implementing regulations, and memorandums of understanding between relevant agencies. The empirical juridical approach was used to describe and analyze the implementation of inter-agency collaboration in the field. This empirical research emphasized direct observation of bureaucratic practices, interviews with relevant officials, and analysis of emerging obstacles to preventing TIP in Batam. Thus, this method allows for a mapping between legal norms (*das sollen*) and legal practice (*das sein*).

## Research Location

The research was conducted in Batam City, with a primary focus on Batam Centre International Port. The location was selected based on Batam's strategic position as an international transit route vulnerable to exploitation by human trafficking syndicates heading to Malaysia and Singapore.

## Data Sources

The data sources for this research consisted of:

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1. Primary data: obtained through in-depth interviews with immigration officials, the Riau Islands Regional Police, the Harbormaster and Port Authority (KSOP), and representatives of non-governmental organizations (NGOs) working in the protection of human trafficking victims.
2. Secondary data: obtained from legal literature, laws and regulations, previous research results, official UNODC reports, and official government documents related to human trafficking prevention.

## Data Collection Techniques

Data collection was conducted using three main techniques:

1. Document study, to examine regulations, inter-agency cooperation agreements, and human trafficking case reports.
2. Interviews with immigration officials, the police, KSOP, and NGOs to explore coordination practices, obstacles, and implemented solutions.
3. Observation, within the Batam Centre International Port environment, to directly observe monitoring practices and entry and exit procedures.

## Data Analysis

The data was analyzed using a descriptive qualitative method, systematically outlining normative and empirical findings and then linking them to legal theory. The analysis was conducted using three main theories:

1. Max Weber's Theory of Authority, to assess the legality and legitimacy of immigration authorities and other stakeholders in preventing human trafficking.
2. Lawrence M. Friedman's Theory of Legal Systems, to analyze the relationship between legal structure, legal substance, and legal culture in inter-agency collaboration.
3. Soerjono Soekanto's Theory of Legal Effectiveness, to evaluate the extent to which the law is effective in implementing collaboration in Batam.

The results of the analysis from both approaches (normative and empirical) were then synthesized to identify any congruence or discrepancies between legal regulations and field practice. In this way, the research is expected to provide a comprehensive overview of the effectiveness of legal collaboration between immigration and stakeholders in preventing human trafficking at Batam Centre International Port.

## RESEARCH RESULT

### 1. Legal Arrangements for Immigration and Stakeholder Collaboration

Based on the research findings, it can be concluded that the prevention of human trafficking (TPPO) constitutes a robust legal foundation. By establishing a foundation for victim protection while simultaneously enhancing law enforcement instruments, Law Number 21 of 2007 for the Eradication of TPPO is the fundamental legal instrument that has been enacted because of its significance. Additionally, the jurisdiction of immigration officials to monitor the movement of persons entering and exiting Indonesia is regulated by Law Number 6 of 2011, which pertains to Immigration. In addition, there are Regulations issued by the Minister of Law and Human Rights of the Republic of Indonesia, Circular Letters issued by the Directorate General of Immigration, and Memoranda of Understanding (MoUs) between Immigration, the police, the Harbormaster and Port Authority (KSOP), and local governments. All of these documents are considered to be technical in nature. These instruments control the processes for coordination, the distribution of authority, and the procedures for oversight that are carried out at international ports. However, the findings of the research indicate that these regulations have not yet been properly integrated, which may result in agencies having authority that overlaps with one another.

### 2. Implementation of Collaboration at Batam Centre International Port

The execution of human trafficking prevention measures in Batam Center illustrates effective inter-agency collaboration, notably through travel document verification, coordinated operations, and the sharing of intelligence. Immigration is primarily responsible for verifying the documents of prospective passengers, whereas law enforcement agencies, such as the police, focus on combating syndicate networks. The KSOP monitors maritime transportation facilities, while NGOs offer protection and rehabilitation services for rescued victims. The research identified collaborative efforts among immigration authorities, the Barelang Police, the Riau Islands Police, and the KSOP. These operations effectively prevented multiple attempts to transport illegal migrant workers to Malaysia and Singapore. In 2025, the Riau Islands Police uncovered 60 human trafficking cases, resulting in the rescue of 189 victims and the identification of 84 suspects, according to empirical data. In Batam, the Barelang Police successfully

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rescued 24 individuals attempting illegal migration and apprehended six suspected recruiters. The findings indicate that collaboration has produced a measurable positive effect, though it remains suboptimal.

## 3. Barriers to Collaborative Human Trafficking Prevention

Despite the existence of a legal framework and the implementation of collaborative efforts, the study identified several significant obstacles:

- Overlapping authority between agencies, for example, between immigration and the police in law enforcement.
- Limited human resources in the immigration sector, which are not commensurate with the high flow of people entering and leaving Batam Centre.
- Lack of supporting technology, such as an integrated biometric detection system across agencies.
- A weak culture of coordination, resulting in late information sharing and suboptimal enforcement.
- The limited role of NGOs due to limited funding and local government support.

These obstacles hinder the effectiveness of human trafficking prevention in Batam. The study also found that aspects of legal culture, such as the level of awareness among officials and the public about the dangers of human trafficking, remain low, impacting the effectiveness of collaboration on the ground.

## DISCUSSION

### 1. Legal Arrangements for Collaboration Between Immigration and Stakeholders

Normatively, efforts to prevent the crime of human trafficking (TPPO) in Indonesia already have a fairly strong legal basis. Law Number 21 of 2007 concerning the Eradication of TIPPO is the primary legal instrument providing the basis for victim protection, prosecution of perpetrators, and regulation of prevention mechanisms. On the other hand, Law Number 6 of 2011 concerning Immigration emphasizes the role of immigration in monitoring the movement of people entering and leaving Indonesia. These two laws provide the legitimate basis for immigration and police officers to conduct inspections, take action, and coordinate efforts to prevent human trafficking. However, research findings indicate that despite the existence of a normative framework, its implementation at the technical level still faces challenges. Several Ministerial Regulations of Law and Human Rights, memorandums of understanding (MoUs), and other sectoral policies govern inter-agency coordination mechanisms. However, these policies are not fully integrated, often leading to overlapping authority. For example, when prosecuting perpetrators in the field, immigration often must coordinate with the police, but the boundaries of their authority are not always uniformly understood by officers. This results in less than optimal collaboration. When analyzed using Max Weber's Theory of Authority, the authority of immigration, police, and other stakeholders is essentially legal-rational, meaning it is exercised based on legitimate formal authority. However, Weber emphasized that an ideal bureaucracy must have a clear division of duties, a firm hierarchy, and written rules accessible to all parties. In the case of Batam, overlapping technical regulations prevented bureaucratic practices from operating within the Weberian ideal framework. As a result, collaboration, which should be a primary instrument for preventing human trafficking, was hampered by administrative issues and sectoral egos. This finding aligns with research by Maulida (2020), which showed that in Tanjung Priok, the role of immigration in human trafficking prevention was also hampered by a lack of integration of regulations between agencies. Thus, collaboration issues are not unique to Batam but are a common phenomenon that also occurs in other regions of Indonesia.

### 2. Implementation of Collaboration at Batam Centre International Port

In practice, inter-agency collaboration at Batam Centre International Port is currently in progress, albeit not yet at its fullest potential. Identified modes of collaboration encompass rigorous verification of travel documents, coordinated operations, and the sharing of intelligence data. Immigration serves as a pivotal element in the verification of documents, while law enforcement addresses syndicate activities. The KSOP (National Police Chief of Staff) is responsible for the oversight of maritime transportation, and non-governmental organizations engage in the protection of victims. Empirical data evidence the efficacy of this collaboration. In the year 2025, the Riau Islands Regional Police adeptly identified 60 instances of human trafficking, facilitated the rescue of 189 victims, and formally identified 84 individuals as suspects. In a notable development, the Bareleng Police effectively intercepted the planned deployment of 24 potential illegal migrant workers by detaining six individuals involved in recruitment. The evidence presented illustrates that collaborative efforts and inter-agency synergy can yield significant outcomes in the fight against human trafficking in Batam. Nonetheless, studies have indicated that this implementation does not consistently adhere to established standards. Joint operations are frequently executed based on intelligence insights, rather than adhering to a predetermined timetable. Moreover, the restricted quantitnumberigration officer

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results in occasional inadequacies in the thoroughness of document checks, particularly during periods of heightened passenger flow. This creates avenues for individuals who may be vulnerable to human trafficking to find a means of liberation. Analyzing the situation through the lens of Lawrence M. Friedman's Legal System Theory reveals that the execution of collaboration in Batam demonstrates a disparity among legal structure, legal substance, and legal culture. The institutions engaged in this framework are extensive, encompassing immigration authorities, law enforcement agencies, the KSOP (Office of the Special Task Force for the Prosecutor's Office), and non-governmental organizations. Significantly, legal regulations exist, albeit with some degree of overlap. Nonetheless, regarding the legal culture, there persists a divergence in perspectives among officials, with certain individuals underscoring the significance of coordination. In contrast, others place greater emphasis on the interests of their own institutions. Consequently, collaboration frequently transpires within specific sectors and lacks a holistic approach. This discovery is consistent with the research conducted by Agus Setiawan (2018), which underscored the inadequate coordination among agencies along the Indonesia-Malaysia border. The research underscored that the absence of robust coordination renders human trafficking prevention strategies futile, regardless of the existence of legal frameworks.

### 3. Barriers to TIP Prevention

Research found that the main obstacles to TIP prevention in Batam are overlapping authorities, limited human resources, limited technology, weak coordination, and low public legal awareness. First, overlapping authorities often cause officials to be confused about who should act first in emergencies. Second, human resources in the immigration sector are still limited. The number of officers is not commensurate with the very high daily passenger volume at Batam Centre Port. Third, supporting technology, such as an integrated biometric system, is not yet fully available. This system is crucial for detecting potential victims and syndicates using fake identities. Fourth, the culture of inter-agency coordination remains weak, resulting in frequent delays in the exchange of information. Fifth, public legal awareness remains low, as evidenced by the continued lure of many prospective migrant workers by illegal recruiters. This analysis aligns with Soerjono Soekanto's Theory of Legal Effectiveness, which states that legal effectiveness is influenced by five factors: legal substance, law enforcement officers, facilities, public legal awareness, and legal culture. In the case of Batam, the legal substance factor is actually quite adequate. However, the legal apparatus, facilities, and public awareness remain weak, resulting in low legal effectiveness. This finding is supported by research by Fitri Lestari (2017), which asserts that the success of human trafficking prevention is determined not only by regulations but also by inter-agency coordination and community participation. Research by Luthvi (2023) also emphasizes that the protection of Indonesian migrant workers can only be effective if the government collaborates with NGOs and provides adequate support.

### 4. Analytical Synthesis

Based on the above description, there is a gap between *das sollen* (the rule of law) and *das sein* (practice in the field). Although the legal regulations are quite clear, implementation in Batam Center still faces classic obstacles such as limited human resources, a lack of technology, and sectoral egos between agencies. From Weber's perspective, the main problem lies in the bureaucracy, which is less than ideal due to overlapping authority. From Friedman's perspective, the imbalance occurs in the legal culture, which does not support collaboration. From Soekanto's perspective, the factors supporting legal effectiveness—particularly the apparatus, facilities, and public awareness are still weak, thus hindering effective collaboration. Thus, preventing human trafficking in Batam requires more serious improvements, not only at the legal regulatory level, but also in technical implementation, inter-agency coordination, and increasing public awareness.

### CONCLUSION

Based on the above description, the following conclusions can be drawn:

1. The legal framework for collaboration between Immigration and stakeholders at Batam Centre International Port in preventing human trafficking has a strong normative basis, established through Law Number 6 of 2011 concerning Immigration and Law Number 21 of 2007 concerning the Eradication of Human Trafficking, and supported by technical regulations such as the Minister of Law and Human Rights Regulation, inter-agency memorandums of understanding, and immigration standard operating procedures. However, these regulations still show weaknesses at the operational level, particularly regarding the lack of a comprehensive, cross-sectoral standard operating procedure that regulates coordination mechanisms and handling procedures across agencies. Consequently, the expected collaboration has not been fully effective from a normative perspective.

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2. The implementation of collaboration between Immigration and stakeholders at Batam Centre International Port in preventing human trafficking has taken place in the form of field activities such as joint raids, data exchange, and informal communication between agencies. However, implementation remains sectoral, inconsistent, and dependent on individual initiative. An evaluation based on legal system theory indicates that inter-institutional coordination has not been structurally institutionalized, and a collaborative legal culture remains low, resulting in less than optimal effectiveness in preventing human trafficking despite the existence of norms and authority structures.
3. The main obstacles to implementing collaborative human trafficking prevention at Batam Centre International Port include normative barriers in the form of overlapping authority and a lack of technical regulations, technical-structural barriers such as a lack of human resources, weak formal coordination, and limited technology, and cultural barriers in the form of sectoral egos and low inter-agency trust. To address these obstacles, it is recommended to revise and harmonize technical regulations, establish integrated cross-agency coordination posts, conduct joint training, and implement collaborative incentives, so that collaboration can proceed legally, rationally, structured, and sustainably in accordance with the principles of an effective legal system.

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