

Prevention of Non-Procedural Labour Migration in Ende Regency: Strategies, Challenges and Cross-Sector Collaboration

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ABSTRACT

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Non-procedural labour migration in Ende Regency is a serious problem that exposes workers to exploitation and rights violations. The background of this study is based on the high rate of illegal migration and the community's weak understanding of official migration procedures. The purpose of this study is to identify the forms of prevention of non-procedural migration carried out by local governments and strategic partners, as well as to reveal the challenges faced in its implementation. This study uses a qualitative descriptive method with data collection techniques through interviews and documentation. Data analysis was carried out in stages, starting from data organisation, in-depth reading, coding based on prevention themes, description compilation, to data interpretation related to migration policy literature. The results of the study show that prevention efforts are carried out through regulatory, protective, and collaborative approaches. The strategies implemented include socialisation, education, the formation of a TPPO Task Force, supervision of P3MI companies, and the active involvement of KKP-PMP of the Archdiocese of Ende through migrant-friendly parish programmes and the facilitation of civil documents. However, the main challenges faced are the lack of local regulations, minimal data on non-procedural migrants, and low public awareness. Therefore, the recommendations provided include strengthening regulations, increasing bureaucratic capacity, and developing cross-sector collaboration. Further research is needed to activate the effectiveness of the programme and explore the socio-cultural factors that influence non-procedural migration.

PENDAHULUAN

Labour migration is the process of movement or mobility of workers from one place to another, whether across political or national borders, or administrative boundaries within a country for the purpose of work (A.A.I.N. Wickramasinghe, 2016; Dingle & Alistair Drake, 2007; Fan, 2020). Current global estimates indicate that there were approximately 281 million international migrants worldwide in 2020, equivalent to 3.6 per cent of the global population (World Migration Report, 2022). The main factors influencing labour migration decisions are the search for a better life and obtaining a job with decent wages because they are not absorbed by the domestic labour market (Marta et al., 2020).

This shows that migration is an alternative and a solution to overcome unemployment and escape the trap of job scarcity. In the context of Indonesia, data from the Indonesian Migrant Workers Protection Agency (BP2MI) shows that at least 9.1 million Indonesian citizens (WNI) have become Indonesian migrant workers (PMI) or Indonesian workers (TKI) abroad. There are ten countries with the highest number of Indonesian Migrant Workers (PMI), namely Taiwan, Hong Kong, Malaysia, South Korea, Singapore, Japan, Saudi Arabia, Italy, Poland, Turkey (Kompas.id, 2022).

On the one hand, labour migration can help increase the number of workers in the destination country and also

contribute to the economy of the country of origin through remittances. According to BP2MI, one of the four sectors that currently support the Indonesian economy is remittances from Indonesian migrant workers entering Indonesia. This is evidenced by data from Bank Indonesia, which shows that migrant workers contributed US\$9.71 billion in foreign exchange through remittances during the 2023 period. This amount is still lower than the 2019 period or before the Covid-19 pandemic, which reached US\$11.44 billion (Kompas.id, 2022). However, on the other hand, although labour migration provides economic opportunities and benefits for migrant workers as well as for the sending and destination countries, it also has serious impacts, especially for migrant workers. One of these is high vulnerability to legal problems, fraud, exploitation, human trafficking, violence, and accidents leading to death (Anam et al., 2023).

These various risks usually occur because migrant workers decide to move to another country through unofficial means or do not follow official procedures (non-procedural) or applicable laws. This then leads to the illegal placement of Indonesian migrant workers (Gibran & Khusairy, 2023; Loh et al., 2019; Respationo et al., 2024). BP2MI data shows that of the 9.1 million Indonesian citizens who are migrant workers abroad, 4.6 million are registered as procedural or legal migrant workers according to the law. Meanwhile, migrant

workers who work outside the law or non-procedurally, i.e. illegally, are estimated to reach 4.5 million (Kompas.id, 2022). Ridwan Wahyudi et al (2017) note that Malaysia is the country with the highest number of undocumented Indonesian migrant workers, at approximately 1.25 million. This number is certainly much lower because many non-procedural migrant workers who migrate abroad are not recorded in the government database (Wahyudi et al., 2018).

The International Organisation for Migration (IOM) defines non-procedural migrant workers as labour mobility or movement outside the norms of the regulations of the sending, transit, and receiving countries (Iom Indonesia, 2010). Based on a study of non-procedural migration from Indonesia as a country of origin/sending labour abroad, this is the result of several interrelated factors. Migration management policies and the recruitment and protection system for Indonesian migrant workers (Anam et al., 2023; Chotim et al., 2005; Febrianti & Afifah, 2023; Na'im, 2024; Wahyudi et al., 2018), have caused many people to leave Indonesia without following the applicable procedures, becoming illegal or non-procedural migrant workers in their destination countries (Sulaksono, 2018). In addition, the large number of brokers and unregistered recruitment agents in rural areas (Loh et al., 2019), the lack of knowledge among migrant workers about the correct migration procedures and migrant human rights (World Bank, 2017), and the weak involvement of the government in providing information and protection for migrant workers (Rahayu, 2018; Susilo, 2020), weak law enforcement and difficult supervision due to the ease of movement between the two countries through border areas or transit countries (Agista, L, 2023; Ahmat, 2022; Longgarini et al., 2023; Moh. Nizar, Astiwi Inayah, 2019; Yusuf Samad et al., 2023).

Endro Sulaksono's (2018) study confirms this, stating that, "migrant workers initially depart from their home regions to Batam as a transit point, where their documents, including ID cards and passports, are forged. They had no experience, money, or clear purpose in Malaysia, and during the journey to Johor, their passports were held by syndicate members accompanying them" (Sulaksono, 2018). Non-procedural migrant workers facilitated by migrant worker recruitment networks (brokers) in Indonesia and transit areas/countries as well as destination countries then place migrant workers without proper documents (Junaidi & Khikmah, 2024; Sulaksono, 2018; Wahyudi et al., 2018). Networks of undocumented migrant workers have built social relationships through friendships, brotherhood, communities, and ethnic groups, which have grown beyond the control of government authorities and regulations (Amir, 2020; Wahyudi et al., 2018). Then, secret networks in the sending country, transit countries, and destination countries facilitate unofficial migration and gain more profits by importing labour (Lalu Maulana Ukhrowi, Lalu Putrawandi Karjaya, 2020; Longgarini et al., 2023; Putra & Wiraputra, 2020).

Based on the above factors, previous academic studies have identified five prominent patterns that cause Indonesian migrant workers to become undocumented or illegal during the migration process abroad. First, individuals who enter and leave without official documents or residence permits. Second, people who enter procedurally but work without permission, such as using tourist or student visas. Third, overstays, namely those whose residence or work permits have expired but have not renewed their work permits. Fourth, individuals who enter and work in a country, but whose identity and employer details differ from those stated in their official documents. Fifth,

children of foreign nationals/migrant workers who are not registered with the government, either their own government through representatives or the government of the destination country (Kassim & Mat Zin, 2011; Loh et al., 2019; Sulaksono, 2018; Wahyudi et al., 2018). Thus, the complexity of the issue of non-procedural migrant worker mobility is the result of many parties, namely the migration systems and policies of the sending and receiving governments, recruitment companies, syndicate networks and the workers themselves, from the time of dispatch, departure, transit, reception and placement. This complexity then poses risks to human rights, security, social and economic aspects. Several studies indicate that non-procedural migration poses risks to the safety and protection of migrants. Irregular migrant workers are often subjected to dangerous and exploitative working conditions, human rights violations, and even become victims of human trafficking (Absor, 2018; Edwardus Iwantri, 2020; Romli & Rahayu, 2024; Silvia, 2020).

This issue is certainly a serious matter that must receive attention from all parties, especially the central and regional governments, by preventing, controlling and protecting prospective workers who wish to work abroad or overseas. As mandated by Law No. 18 of 2017 concerning the Protection of Indonesian Migrant Workers and Government Regulation No. 59 of 2021 concerning the Implementation of the Protection of Indonesian Migrant Workers, the government must provide protection before employment, from registration to departure, for prospective Indonesian migrant workers. The PMI Law defines the protection of Indonesian Migrant Workers as all efforts to protect the interests of Prospective Indonesian Migrant Workers and/or Indonesian Migrant Workers and their families in ensuring the fulfilment of their rights in all activities before, during, and after work in legal, economic, and social aspects. Previous studies show that protection for migrant workers before employment covers administrative aspects such as document completeness and working conditions, as well as technical protection covering information, social security, and supervision. Protection during employment covers protection provided through registration, monitoring, evaluation, resolution of labour issues, and facilitation of repatriation. After the employment period, migrant workers are entitled to facilities for returning to their area of origin, handling of those who are sick or deceased, as well as rehabilitation, social reintegration, and empowerment for migrant workers and their families (Hariani & Rijal, 2023; Junus J. Beliu & Yustina N. Fina, 2023; Makatita, 2021; Syarifudin Kiwang & Arif, 2023; Triwulandari et al., 2023).

One of the regions facing the risk of non-procedural migration is Ende Regency, East Nusa Tenggara Province. Based on investigation data by KKP-PMP-SGPP KAE and the KWI Migrant and Expatriate Division, there are more than 15,000 Indonesian Migrant Workers (PMI) from Ende Regency working abroad or overseas. Of this number, only 0.1% have official documents, while 99.9% do not have official documents or are non-procedural. According to a report by KKP-PMP of the Archdiocese of Ende, this data is not entirely accurate due to the phenomenon of high population mobility, where people are constantly coming and going. This phenomenon is particularly evident ahead of Christmas and New Year celebrations, when there is an increase in the number of migrants returning to their hometowns (Piperno, 2023). The lack of official documents means that migrant workers are not adequately protected by law, which then makes them vulnerable to a number of problems. Migrant workers are often

treated unfairly with inhumane working hours, below-standard wages, and no health insurance. As a result, many of them return home in poor physical condition, either due to illness, disability, or death. Some even become victims of human trafficking or are sold as illegal labourers abroad (Piperno, 2023; Suwarno & Wiloso, Pamerdi Giri, 2018; Syarifudin Kiwang & Arif, 2023).

Based on data on the repatriation of non-procedural Indonesian migrant workers (PMI) from Ende Regency during the period 2018 to 2023, it shows that from 2018 to 2023, a total of 151 non-procedural PMI were repatriated from various countries of placement. A total of 12 people were repatriated due to illness, 79 people died, and 60 people were deported. The largest destination country was Malaysia, with the number of PMI repatriated from that country far greater than other countries, such as Saudi Arabia, Syria, Yemen, Qatar, and even the Batam region. This data shows the enormous challenges faced by non-procedural migrant workers (Piperno, 2023). According to the NTT Cooperative, Manpower and Transmigration Office and the NTT Indonesian Migrant Worker Protection Service Centre (BP3MI), there are five factors that cause illegal or non-procedural migrant workers from NTT. First, migrant workers are recruited illegally by brokers with sweet promises. Second, migrant workers initially depart legally, but then flee in the destination country, thus becoming illegal. Third, there are migrant workers who are involved in criminal activities abroad after departing officially. Fourth, illegal status occurs when workers do not extend their employment contracts according to procedure. Fifth, migrant workers who have been blacklisted by the destination country still try to re-enter illegally (Junus J. Beliu & Yustina N. Fina, 2023; Syarifudin Kiwang & Arif, 2023).

Based on this description, this research raises further questions about the actual actions taken by the Ende Regency Government to prevent non-procedural labour migration. Using a migration policy perspective, this article attempts to answer these questions by providing an overview and understanding of the forms of prevention against non-procedural labour migration in Ende Regency. Previous studies have shown variations in prevention and handling approaches, methodologies and regional focus, emphasising the importance of protective, preventive and regulatory efforts to address non-procedural migration (Hariani & Rijal, 2023; Junus J. Beliu & Yustina N. Fina, 2023; Makatita, 2021; Syarifudin Kiwang & Arif, 2023; Triwulandari et al., 2023).

Thus, the argument of this research article is not much different from the arguments of previous studies. However, previous studies have not explored the role of civil society and non-governmental actors, particularly religious institutions (the Church), in the process of preventing and protecting non-procedural migrant workers. Therefore, this research article attempts to provide an overview of the forms of prevention of labour migration mobility that involve stakeholders in the prevention of non-procedural labour migration in Ende Regency.

RESEARCH METHOD

This study uses a descriptive qualitative research method. The focus of this study is on the aspects of preventing non-procedural migration in Ende Regency. Qualitative research is used to understand several events in terms of actions, behaviours, views and characteristics of participants as research subjects (John W. Creswell, 2019). Information related to these matters was collected through interviews, documents and archives containing data on migration, as well as through

news publications covering cases of non-procedural migration. The subjects in this study were key informants, namely government officials at the Ende Regency Transmigration and Manpower Office and migration observers from the KKP-PMP of the Archdiocese of Ende. These parties were the main sources and subjects interviewed as primary research data sources, while secondary data was taken from various relevant documents and publications. The collected data was analysed using several stages of analysis techniques, namely: first, organising, sorting, classifying and compiling data from interview transcripts and documentation into different types.

Second, reading all the data to build a general sense of the information obtained and reflect on its overall meaning, making special notes or general ideas about the data obtained related to the topic being studied. Third, the data was coded to be distributed into themes. The coding process involves creating codes based on information that emerges from the participants, codes that have been predetermined in relation to forms of non-procedural migration prevention, and then matching these codes with the research data. Fourth, descriptions are made, describing in a complete and detailed manner according to the predetermined themes. Sixth, interpretation or meaning of the data. Interpretation involves drawing meaning from a comparison between the research results and information from the literature and migration policy perspectives. This is done to form a complete explanation or exposition of the processes or events related to the actual actions taken by the Ende Regency Government in preventing non-procedural labour migration (John W. Creswell, 2019).

RESULTS

1.1 Overview of the Conditions of Migrant Workers from Ende

The tradition of migration has become an integral part of the life of the Flores community, especially among the Ende-Lio people. Migration is deeply rooted in the culture of the community, and most residents seek livelihoods outside their home regions, both domestically and abroad. Based on data compiled by the Commission for Justice, Peace and Pastoral Care for Migrants and Refugees (KKP-PMP) of the Archdiocese of Ende, to date, the number of migrants from the Archdiocese of Ende (Ende, Nagekeo and Bajawa) is estimated to be close to 30,000. Of this number, the Ende-Lio region accounts for nearly 15,000 migrants (Piperno, 2023). According to a report by KKP-PMP of the Archdiocese of Ende, this data is not entirely accurate due to the phenomenon of high population mobility, where people are constantly coming and going. This phenomenon is particularly evident in the run-up to Christmas and New Year, when there is an increase in the number of migrants returning to their hometowns. The results of the KKP-PMP Archdiocese of Ende's visits to various regions, especially in Malaysia, revealed a number of conditions faced by migrant workers from Ende-Lio. Some of the main findings include migrant workers who do not have official documents, low skill levels, lack of planning before migrating, and high vulnerability to human trafficking and health risks. Each of these migrant worker issues has a significant impact on the welfare of migrant workers and their families in their hometowns (Piperno, 2023).

1.1.1. Low Skill Levels and Education

Findings from the KKP-PMP Archdiocese of Ende indicate that the majority of migrant workers from Ende-Lio have low levels of education, with most having only completed primary

school. This means they lack the specific skills required in industrial sectors, forcing them to work in informal sectors that do not require high skills, such as plantations, livestock farming, construction and other manual labour sectors. Another finding by KKP-PMP of the Archdiocese of Ende also shows that it is rare, if not impossible, to find migrant workers from Ende-Lio working in industrial sectors (Piperno, 2023). One example of a case revealed by KKP-PMP Keuskupan Agung Ende is a tragic accident involving a worker from Ende who had only been working in Malaysia for two years. The worker suffered a fatal accident while working on a cliff, lifting wood on a steep cliff with an exafator. However, the timber he was lifting was too heavy, and when he pulled it with the help of the exafator, an accident occurred that caused severe injuries and ultimately led to his death. Other findings by KKP-PMP of the Archdiocese of Ende also show that, in addition to the placement of Indonesian migrant workers mostly occurring in Malaysia, there are also several special cases where migrant workers have been found in countries such as North Africa, Laos, and even Peru. Another case involved a migrant worker who went missing for 18 years, initially believed to be heading to Hong Kong, but was eventually found in Peru after an extensive search by his family (Piperno, 2023).

1.1.2. Lack of Planning Before Migrating

The findings of the KKP-PMP Archdiocese of Ende also show that most migrant workers from Ende-Lio migrate without careful planning. They often leave the country simply because they are invited by friends or relatives, without sufficient information about working conditions and life at their destination. As a result, when they arrive at their destination, they often do not know what to do and are forced to accept any job offered to them, even if the working conditions are poor. This situation is exacerbated by a consumptive lifestyle, where most of their income is spent on consumption in their destination, so that when they return to their hometown, they bring nothing with them. Due to their limited skills, these workers are often unable to manage their finances well, and most of them spend their income on daily necessities in their destination without saving for the future. In addition, many migrant workers return with dangerous diseases such as HIV/AIDS, which are then transmitted to their family members in their home villages (Piperno, 2023).

1.1.3. Vulnerability to Human Trafficking

The high number of migrant workers without official documents, coupled with a lack of skills and planning, makes them highly vulnerable to human trafficking practices. Ironically, these migrant workers are often sold by their own relatives or friends. This practice has become an alarming phenomenon among the Ende-Lio community, where migrant workers are exploited by those closest to them (Piperno, 2023). The phenomenon of vulnerability to human trafficking was also revealed by the Ende Regency Manpower Office, which stated that one of the main causes of human trafficking in the Ende region is the poor economic conditions and low level of human resources in the community. People living in remote and isolated areas tend to be easily tempted by promises of a better life abroad, even though they are not adequately prepared. This factor is exploited by perpetrators to recruit workers illegally, often in an irregular manner. According to a source from the Ende Regency Transmigration and Manpower Office, many workers who do not have official documents are

difficult for the government to track, so when they encounter problems in their destination country, the government finds it difficult to provide assistance. One of the main obstacles faced is the lack of accurate data on the number and identity of irregular workers. The government's efforts to coordinate with relevant ministries and agencies such as BP3MI Kupang have not yet yielded significant results in terms of providing the necessary data.

1.2 Forms of Prevention of Non-Procedural Migration in Ende Regency

The Ende Regency government, through the Manpower and Transmigration Office and various stakeholders, has taken various preventive measures and actions. Data from sources shows that prevention of non-procedural migration in Ende Regency takes several forms:

1.2.1. Socialisation and Education for the Community

Intensive socialisation activities have been carried out since 2016, with the government conducting direct socialisation to the community, as well as through social media. Although the dissemination of information through social media is considered efficient, the government realises that these efforts still need to be improved, especially to reach communities in areas that do not have optimal access to technology (Piperno, 2023). Despite various outreach efforts, sources indicate that the public remains susceptible to the promises of illegal labour brokers. This is exacerbated by cases of human trafficking occurring in several districts, including Ende District, which has recorded the highest number of human trafficking cases.

1.2.2. Pembentukan Satuan Tugas (Sangas) TPPO

A source from the Transmigration and Manpower Office revealed that collaborative cooperation in preventing labour migration mobility is facilitated by the formation of a TPPO Task Force as a forum for the exchange of information, resources and experiences in an effort to improve the effectiveness of preventive measures, supervision and law enforcement related to non-procedural migration. The formation of the Task Force involved various lines, including sea and air transportation, the Police, the Indonesian National Armed Forces, the Social Service, the Health Service, the Women's and Children's Empowerment Service, the sub-district government, the village government, and the Church. This Task Force is tasked with socialising the dangers of TPPO and supporting efforts to prevent illegal migrant workers by building public awareness and forming community networks that care about non-procedural migration issues. In the prevention effort by the TPPO Task Force, the source said that one of the TPPO Task Force units, namely the Ende Police, had uncovered three cases of TPPO from January to June 2023, with the modus operandi of offering jobs to Indonesian migrant workers.

1.2.3. Supervision and Control of Prospective Workers and P3MI Companies

To prevent non-procedural migration, the government has also tightened the supervision mechanism for workers who will work outside Ende Regency. One of the measures taken is to require prospective workers to attach a recommendation from their village/sub-district of origin before the administrative process can continue. Several sources from the Ende Regency Transmigration and Manpower Office acknowledged that, to date, Ende Regency does not have specific regulations

(local regulations) related to the prevention of non-procedural migrant workers. The local government still refers to laws and regulations issued by the central government, namely Law No. 18 of 2017 concerning the Protection of Indonesian Migrant Workers. However, coordination with relevant agencies, such as the Social Service, Health Service, Police, sub-district government units, and village/sub-district governments continues to be carried out to ensure that prospective workers have gone through the appropriate mechanisms and avoided human trafficking networks.

The form of labour supervision and control is also carried out through a document management system for migrant workers, which has now been updated with the use of the siapkerja.kemnaker.go.id application, specifically for prospective domestic workers, where prospective migrant workers must register and upload the required documents online. The government only verifies the uploaded documents, making the document management process more structured and controlled. In addition, Indonesian Migrant Worker Placement Companies (P3MI), which play an important role in this process, are required to collaborate with training institutions appointed by the government to ensure that migrant workers have undergone training, obtained certification, and have complete documents before departure.

1.2.4. Coordination with Sub-district, Village and Educational Institutions

Other efforts are also being made in coordination with sub-district, village and sub-district government units. According to the source, every prospective migrant worker is required to obtain a letter of reference from the village/sub-district head and sub-district, containing information about the purpose and reason for departure. This is expected to assist the government in monitoring the movement of migrant workers and preventing the non-procedural dispatch of workers. On 13 December 2022, the Ende Transmigration and Manpower Office held a coordination meeting (*rakor*) regarding the protection of Indonesian migrant workers. Researchers attended this coordination meeting as representatives of the STPM Santa Ursula campus. The coordination meeting on the protection of migrant workers, which was held in the hall of the Ende Regent's Office, highlighted the importance of cross-sectoral collaboration in the supervision and control of labour. The results of the coordination meeting emphasised the important role of the sub-district, urban village and village governments in providing information and assisting villagers who wish to migrate for work by ensuring that they follow the appropriate procedures. Sub-district, urban village and village governments are at the forefront of preventing the illegal dispatch of workers. It was also stated that, specifically for prospective workers, the government is collaborating with schools, particularly vocational high schools (SMK) and universities, in establishing Special Job Fairs (BKK). The BKK aims to facilitate SMK and university graduates in accessing information related to job vacancies in companies in the area. With the BKK, it is hoped that school graduates can immediately work in existing companies, so that they are not tempted to work abroad through illegal channels.

1.2.5. Cooperation between KPP-PMP and the Archdiocese of Ende

According to a source from the Transmigration and Manpower Office, in Ende Regency, the role of NGOs in preventing non-procedural migrant workers is currently limited.

The only institution still involved is the Justice, Peace and Pastoral Commission for Migrants and Travellers of the Archdiocese of Ende (KKP-PMP KAE), while international NGOs such as the ILO (International Labour Organisation), which was previously active in this issue, is no longer operating in the area. The involvement of institutions such as the Archdiocese of Ende in handling non-procedural migrant workers is quite helpful, especially in terms of education, capacity building and community organisation, repatriation and assistance for workers in trouble. Information from KKP-PMP Archdiocese of Ende during the Coordination Meeting on 13 December 2022 stated that KKP-PMP KAE is one of the pastoral commissions of the church, starting from the universal church with the Pope as its supreme leader to the local churches with the bishop as their leader. This commission is active in the field of humanitarian service with a special focus on justice and peace, migrants and travellers, refugees and advocacy. This commission has a mandate to develop pastoral care to preserve the integrity of creation and promote the dignified development of the human person. As a pastoral commission of the Catholic Church, the movements and works of KKP-PMP KAE are in fact the movements of the Church's work of " (Piperno, 2023).

Furthermore, the source said that the basis for the church's involvement in humanitarian work is the Old Testament and New Testament of the Catholic Church and the social teachings of the church. Based on the above, the church's involvement in various humanitarian issues in any form, including the protection of migrant workers and victims of human trafficking, is a calling and a necessity. The main mission of the church is the same as that of Jesus Christ, namely to proclaim love, kindness and justice for the small and simple, those who are oppressed and whose rights are neglected (Piperno, 2023). Efforts to prevent and combat non-procedural migrant workers by the KKP-PMP of the Archdiocese of Ende have carried out various activities, including:

1.2.5.1. Conducting Socialisation and Establishing Migrant-Friendly Parishes

Since 2016, KKPPMP has been actively conducting socialisation to various community groups such as students, young people, and the wider community. This socialisation is carried out in the form of face-to-face meetings, distribution of leaflets, film screenings, and through sermons in churches. The widespread dissemination of information, both through physical meetings and print and audiovisual media, helps to reach communities in remote areas that may not have adequate access to information. These efforts aim to educate the public about the risks associated with TPPO and non-procedural migration. The outreach emphasises the importance of safe and dignified migration, encouraging people to always ensure they have valid documents and understand the legal process before leaving the country (Piperno, 2023).

As part of its efforts to protect migrants, KK-PPMP has also established Migrant-Friendly Parishes. These parishes are designed to provide special services for mothers whose husbands have left to work as migrants, children from migrant families, and failed migrants. Many migrant workers experience failure abroad, whether due to economic hardship, health conditions, or legal violations. The Migrant-Friendly Parish serves as a place of psychological and spiritual support for returning migrants and their families, providing pastoral guidance to help them overcome the social and economic problems they face. The Migrant-Friendly Parish aims to fill

the social service gap that is often overlooked by the government. The pastoral role here is significant because this commission provides moral support and assists migrant families who are often left behind in difficult economic conditions (Piperno, 2023).

1.2.5.2. Building Networks with Various Parties

To protect migrant workers, KK-PPMP continues to build networks with various parties, both domestically and internationally. This network involves cooperation with dioceses in border areas, dioceses abroad, congregations that focus on migration issues, the Indonesian Bishops' Conference (KWI), and various government agencies such as the Indonesian Migrant Workers Protection Agency (BP2MI) and the Ministry of Foreign Affairs. At the international level, KK-PPMP works with the Indonesian Embassy and non-governmental organisations (NGOs) concerned with humanitarian issues, including the protection of migrant workers. This network plays an important role in resolving cases involving migrants abroad, especially those who encounter legal or health problems, or even death. Through this network, KK-PPMP can facilitate communication between migrants facing problems abroad and the authorities in Indonesia, including assisting in the process of repatriating them to their homeland (Piperno, 2023).

1.2.5.3. Tripartite Meeting between the Migrant's Place of Origin, Transit and Destination

Since 2016, KK-PPMP has held tripartite meetings involving the diocese of origin, the transit diocese, and the diocese of destination for migrants. To date, these meetings have been held three times, focusing on discussions regarding cooperation in the form of a Memorandum of Understanding (MOU) for the prevention of migrant workers. This cooperation enables better coordination between regions that are migration routes, so that the protection of migrant workers can be carried out in a more comprehensive and structured manner (Piperno, 2023). In addition, KK-PPMP regularly conducts pastoral visits to migrant pockets in Malaysia, especially ahead of religious holidays such as Christmas, Easter, and Indonesian Independence Day. These visits are intended to provide moral and spiritual support to migrant workers who are far from their families and social environments. These visits also provide an opportunity to identify migrants who may be experiencing difficulties and need assistance, both in terms of pastoral care and legal documents. Many Indonesian migrants work abroad without legal documents, both from Indonesia and those required in the country where they work. This becomes a serious problem when these migrants fall ill or die. To overcome this problem, KK-PPMP strives to assist them in processing church and civil documents. In many cases, the only document that migrant workers have is a baptismal certificate for those who are Catholic, which can serve as proof of their identity. KK-PPMP works with the Indonesian Embassy to issue *Tandang* Passports, which allow migrants to return to Indonesia on the condition that they cannot return to the country where they work for five years. This initiative is a temporary solution for migrants who do not have official documents and encounter problems abroad. In addition, to facilitate data collection and services for migrants, KK-PPMP has established a Migrant Desk at the diocesan level. The main function of the Migrant Desk is to register migrant workers and store their church documents. With the Migrant Desk, KK-PPMP hopes to provide more organised and rapid services in handling the problems faced by migrant workers (Piperno, 2023).

DISCUSSION

The non-procedural migration of migrant workers from Ende Regency is a complex issue that still requires serious attention. The findings of this study reveal that prevention efforts have been made through various measures taken by the Ende Regency Government and stakeholders in handling the issue of non-procedural migrant workers, including conducting socialisation and education for the community, forming a Task Force (Satgas) TPPO, supervising and controlling prospective workers and P3MI companies, coordinating with sub-district, urban village and village governments, forming a Special Job Exchange (BKK), and collaborating with KKP-PMP Archdiocese of Ende. The role of KKP-PMP of the Archdiocese of Ende in preventing non-procedural migration issues is to conduct socialisation and establish migrant-friendly parishes, build networks with various parties, tripartite meetings between the migrants' regions of origin, transit and destination, pastoral visits to migrant pockets in Malaysia, settlement of church and civil documents, repatriation of migrants who are sick, disabled or deceased, establishment of a migrant desk at the diocesan level, and improvement of the economy of migrant families.

From the perspective of migration policy theory proposed by Betts (2011), the approach taken by Ende Regency in dealing with this issue covers three main models, namely the regulatory model, the protective model, and the collaborative model. The regulatory model focuses on efforts to regulate the legality of migrants, border control, and law enforcement against non-procedural migration (Betts, 2012; Howlett & Shivakoti, 2018; Lebon-McGregor, 2020). In Ende Regency, measures such as the formation of a Task Force on Human Trafficking (Satgas TPPO) and the supervision of Indonesian Migrant Worker Placement Companies (P3MI) reflect the application of this model. The TPPO Task Force and supervision of P3MI aim to control migration and prevent the illegal departure of migrant workers. The aspects of supervision and control are part of efforts to regulate legality, in line with the objectives of the regulatory model to control migration in accordance with the national policy of ' (Agista, L, 2023; Putra & Wiraputra, 2020).

In addition, the protective model places greater emphasis on protecting the human rights of migrants, their right to decent work, and their access to social, economic and educational services (Putra & Wiraputra, 2020; Susilo, 2020; Sutra & Hadi, 2023). In Ende, the government and stakeholders conduct socialisation and education to build public understanding of the risks of non-procedural migration, including potential exploitation, human trafficking, and legal issues that may be encountered in the destination country. Furthermore, a Special Job Exchange (BKK) has been established to assist migrants in finding suitable legal employment. A protective approach is also evident in the role of the Archdiocese of Ende through the role of stakeholders such as the Archdiocese of Ende in protecting migrants through various initiatives such as the establishment of migrant-friendly parishes and pastoral visits to migrant pockets in Malaysia, reflecting significant protective efforts. The establishment of a Migrant Desk aims to provide support to migrant workers from socio-economic aspects to legal protection. In addition, the settlement of church and civil documents and the repatriation of sick or deceased migrants also demonstrate a focus on migrant rights.

Furthermore, the collaborative model of the Migrant Protection and Assistance Centre (Ansell & Gash, 2008; Gibran & Khusairy, 2023), which emphasises cooperation

between various parties to address non-procedural migration issues, is very dominant in Ende Regency. The local government works with the KKP-PMP of the Archdiocese of Ende, sub-district, urban village, and village governments, as well as the private sector to overcome this problem. One important form of collaboration is the establishment of a Special Job Exchange (BKK), which serves as a forum for the community to obtain valid information about jobs abroad. The role of KKP-PMP in building networks with various parties, both in the migrants' areas of origin, transit, and destination, also reflects a strong collaborative approach (Gibran & Khusairy, 2023; Septia et al., 2016). Tripartite meetings between the regions of origin, transit, and destination of migrants are a strategic step to ensure that the protection of migrants is carried out comprehensively. This step is very important considering that non-procedural migration often involves cross-border networks, so good coordination between regions is essential (Syarifudin Kiwang & Arif, 2023).

Despite the various collaborative efforts undertaken by the Ende Regency government and stakeholders, the findings of this study also reveal several serious challenges, particularly regarding the lack of data on migrant workers who depart non-procedurally. Workers without official documents are difficult for the government to track, making it challenging to provide assistance when they encounter problems in their destination countries. This indicates that despite the implementation of supervision and law enforcement, there are still weaknesses in terms of control and supervision of labour migration mobility (Agista, L, 2023; Ahmat, 2022). Therefore, there is a need to improve the system of supervision and monitoring of population mobility flows starting from the village level (RT/RW).

In addition, there is a lack of public understanding about the importance of official procedures for working abroad. Many prospective migrant workers choose non-procedural channels due to a lack of understanding or because of the lure of convenience and speed offered by brokers or unofficial parties (Romli & Rahayu, 2024; Utami, 2019). Therefore, efforts to raise awareness and educate the public need to be strengthened to prevent non-procedural departures. Furthermore, there is a lack of regional regulations (Perda) governing labour migration (Ahmat, 2022; Moh. Nizar, Astiwi Inayah, 2019; Respationo et al., 2024). The fact that Ende Regency does not yet have a specific regional regulation (Perda) governing labour migration shows that there is a gap in the regulatory framework. As stated by Tirtosudarmo & Mulyani (2013) in Deidhae's (2024) study, the current regulations are temporary and only focus on handling cases on an ad hoc basis, thus failing to provide a comprehensive and sustainable solution (Z.M. Deidhae, 2024).

CONCLUSION

This study reveals that the forms of prevention of non-procedural labour migration in Ende Regency are carried out through regulatory, protective, and collaborative approaches. Various prevention efforts by the Ende Regency Government and stakeholders in dealing with the issue of non-procedural migrant workers include including: conducting socialisation and education for the community, forming a Task Force (Satgas) on TPPO, supervising and controlling prospective workers and P3MI companies, coordinating with sub-district, urban village and village governments, forming a Special Job Exchange (BKK), and collaborating with KKP-PMP of the Archdiocese of Ende. The role of KKP-PMP of the

Archdiocese of Ende in preventing non-procedural migration issues is to conduct socialisation and establish migrant-friendly parishes, build networks with various parties, tripartite meetings between the migrants' regions of origin, transit and destination, pastoral visits to migrant pockets in Malaysia, settlement of church and civil documents, repatriation of migrants who are sick, disabled or deceased, and the establishment of a migrant desk at the diocesan level. Preventive efforts using various approaches involving various parties, from the government to religious organisations, are key to preventing non-procedural migration. However, serious challenges such as the lack of regional regulations, insufficient data on non-procedural migrant workers, and low public understanding of official procedures still need to be addressed. Therefore, to achieve more optimal results, it is necessary to improve regulations, strengthen the capacity of relevant stakeholders' bureaucracies, and collaborate and raise public awareness of the importance of official procedures when working abroad. This study recommends that further research is needed to evaluate the effectiveness of the programmes that have been implemented, to study the socio-cultural factors that influence non-procedural migration, and to explore the level of public understanding of official migration procedures. In addition, comparative studies with other regions in NTT and research on collaboration between local governments and migrant destination countries are also recommended to strengthen prevention efforts.

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