

Central Java Province (Indonesia) | PROFILE 2024

MIGRATION

GOVERNANCE

INDICATORS

LOCAL



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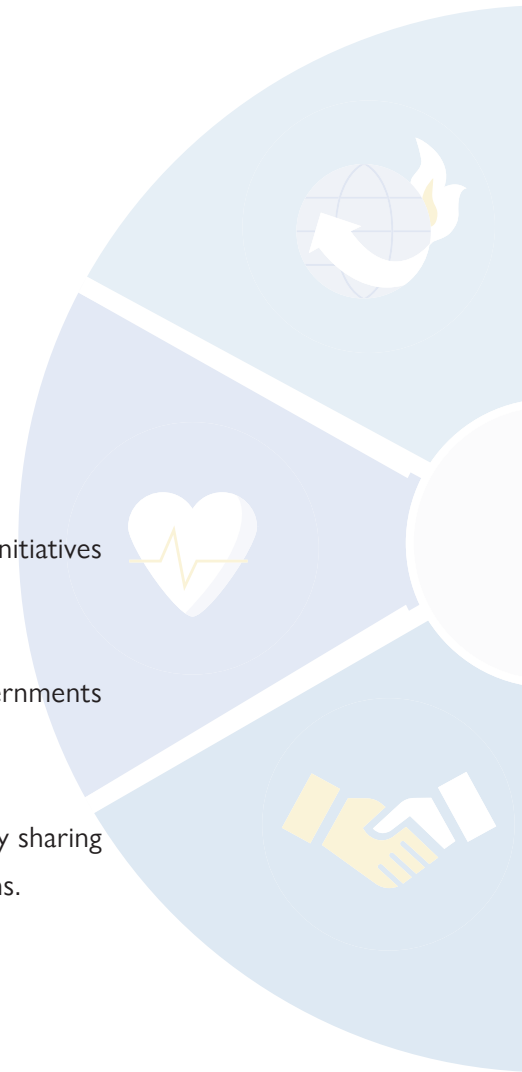
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OBJECTIVES

- 1 Help local authorities take stock of the migration initiatives they have in place.
- 2 Foster dialogue on migration between national governments and local authorities.
- 3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.



INTRODUCTION

The Migration Governance Indicators²

The need to maximize the opportunities and face the challenges that mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, and with the adoption of the Global Compact for Safe, Orderly and Regular Migration.³ The incorporation of target 10.7 into the 2030 Agenda created the need to define “planned and well-managed migration policies”. This is why, in 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGIs), a set of almost 100 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well developed and others that would benefit from further development, and most importantly, priorities that are in line with the specific challenges and opportunities that a given country is facing.

The MGIs are characterized by three main fundamental attributes:

1. The MGI process is a **voluntary** exercise: The MGIs are conducted in countries that have requested to be part of the process.
2. The MGIs are **sensitive to national specificities**: The MGIs recognize the different challenges and opportunities of each context, and therefore, do not propose a one-size-fits-all solution, but rather aim to spark a discussion on what well-governed migration can mean.
3. The MGIs constitute a **process**: The MGI process is not a static tool to collect data on countries’ migration frameworks. It is rather the first step of a dynamic exercise that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: from national to local

The role of cities and municipalities in migration governance⁴ has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

The role of local governments, not only in the management of migration at the local level, but also in realizing the urban dimensions of the 2030 Agenda, has been recognized in the New Urban Agenda at the Habitat III Conference in Quito (Ecuador), the Global Compact for Migration and the Call to Local Action for Migrants and Refugees, to mention a few.

² All terms used in the report are defined in the IOM *Glossary on Migration* (2019).

³ “The *Global Compact* is the first inter-governmentally negotiated agreement, prepared under the auspices of the United Nations, covering all dimensions of international migration in a holistic and comprehensive manner. It is a non-binding document that respects States’ sovereign right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration. It presents a significant opportunity to improve the governance of migration, to address the challenges associated with today’s migration, and to strengthen the contribution of migrants and migration to sustainable development.”

⁴ “Migration governance” refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term “migration management”, although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGIs⁵ to the local level. The local MGIs seek to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. The local MGIs are based on a set of about 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the local MGIs retain the attributes of the national MGIs, they are also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect the fact that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGIs at the national and local levels, the purpose of the local MGIs is to be a tool for government authorities to use in taking an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, the local MGIs recognize that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a catalyst to open dialogues on what cities can do with regard to migration within the scope of their mandate. A comprehensive picture of migration governance can be captured only by looking at the different levels of government.

IOM thanks the various Indonesian authorities who took part in the process of consultation and validation of this report: the Ministry of Foreign Affairs; the Ministry of Home Affairs; the Provincial and Local Department of Manpower and Transmigration (Dinas Tenaga Kerja dan Transmigrasi Provinsi Jawa Tengah); the Regional Office of Central Java Province; the Ministry of Law and Human Rights and its regional and local offices; the Ministry of Religious Affairs and its regional offices; the Ministry of Health; the Regional and Local Development Planning Agency; the Indonesian Migrant Worker Protection Service Centre (Balai Pelayanan Pelindungan Pekerja Migran Indonesia, BP3MI) in Central Java; the Provincial and Local Department of Social Affairs; the Provincial and Local Department of Women Empowerment, Child Protection, Population Control and Family Planning; the Provincial and Local Department of Health; the Provincial and Local Department of Education and Culture; the Provincial and Local Department of Cooperatives and Small and Medium Enterprises; the Provincial and Local Department of Industry and Trade; the Provincial and Local Department of Communication and Information; the Provincial and Local National Unity and Politics Agency; the Department of Investment and One-stop Integrated Services of Central Java Province; the Central Statistics Agency of Central Java Province; the Regional Disaster Management Agency (Badan Penanggulangan Bencana Daerah, BPBD) of Central Java Province; the Provincial and Local Department of Community Empowerment, Villages, Population Administration and Civil Registration; the Department of Public Works, Water Resources and Spatial Planning of Central Java Province; the Department of Environment and Forestry; the Immigration Detention Centre of Semarang; the Provincial Intelligence Agency of Central Java; the Central Java Regional Police; the Semarang City Resort Police; and the Indonesian National Armed Forces.

IOM Indonesia would like to extend special thanks to the Department of Manpower and Transmigration of Central Java Province as the facilitator of the assessment and for the continuous support and review from the Indonesian Government, including the Regional Secretary of Central Java Province, the Directorate

⁵ The [Migration Governance Indicators](#) were developed in 2015 by IOM in collaboration with Economist Impact.

of Sociocultural Affairs and International Organizations of Developing Countries of the Ministry of Foreign Affairs, the Directorate of Synchronization of Regional Government Affairs IV of the Ministry of Home Affairs, Mr Ahmad Aziz, Mr Yudha Panjiwijaya, Mrs Penny Dewi Herasati, Mrs Lynda Wardhani, Mr Ary Apriyanto, Mr Raden Pragusdiniyanto Prakasa Soemantri, Mrs Dyah Retno Andrini, Mrs Ir Zanariah and Mrs Roza Syofiadewi. We extend our gratitude to all the regional and local government departments and agencies, relevant non-governmental organizations, civil society organizations, hospitals and schools that participated in the focus group discussions and the stakeholder consultation processes of the local MGI assessment.

This profile is the result of the implementation of the local MGIs in Central Java Province (Republic of Indonesia) and complements the 2023 MGI Indonesia national profile.⁶ This report summarizes key examples of well-developed areas and areas with potential for further development of local migration governance.

⁶ See the 2023 Migration Governance Profile for Indonesia.

CONCEPTUAL FRAMEWORK

MiGOF

IOM's MiGOF sets out the essential elements to support planned and well-managed migration. It seeks to present, in a consolidated, coherent and comprehensive way, a set of three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane and orderly, and benefits migrants and society.

At the basis of

PRINCIPLES

1. **Adhere** to international standards and fulfil migrants' rights.
2. **Formulate** policy using evidence and a whole-of-government approach.
3. **Engage** with partners to address migration and related issues.

OBJECTIVES

1. **Advance** the socioeconomic well-being of migrants and society.
2. **Effectively address** the mobility dimensions of crises.
3. **Ensure** that migration takes place in a safe, orderly and dignified manner.




MGIs

WHAT THEY ARE

-  A set of indicators that offers insights on policy levers that countries can use to strengthen their migration governance structures
-  A tool that identifies good practices and areas that could be further developed
-  A consultative process that advances dialogues on migration governance by clarifying what "well-governed migration" might look like in the context of SDG target 10.7 and the Global Compact for Migration implementation*

Which support the measurement of

WHAT THEY ARE NOT

-  Not a ranking of countries
-  Not an assessment of policy impacts
-  Not prescriptive



Note: "The Global Compact is framed in a way consistent with target 10.7 of the 2030 Agenda for Sustainable Development in which Member States committed to cooperate internationally to facilitate safe, orderly and regular migration."

The local MGIs are composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:⁷



MIGRANTS'
RIGHTS
PAGE 20

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.



WHOLE-OF-GOVERNMENT
APPROACH
PAGE 23

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.



PARTNERSHIPS
PAGE 26

Indicators in this category focus on cities', municipalities' or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING
OF MIGRANTS
PAGE 28

Indicators in this category assess cities', municipalities' or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.



MOBILITY DIMENSION
OF CRISES
PAGE 30

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens in relation to disasters and climate change both during and after disasters, especially whether humanitarian assistance is available for migrants and citizens.



SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 32

Indicators in this category look at the cities', municipalities' or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.

⁷ IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015).



CONTEXT

Migration trends

Indonesia serves as an origin, transit and destination country for migrants. It is also recognized as the second largest migrant origin country in South-East Asia,⁸ and internal migration takes place on a large scale. Based on data from e-perindungan and Peduli WNI,⁹ in 2019, the Ministry of Foreign Affairs recorded a total of 3,011,202 Indonesian citizens abroad. Out of this number, 90 per cent were Indonesian migrant workers, while the remaining were students and ship crew members (Ministry of Foreign Affairs, 2022). Among Indonesian migrant workers whose placements were registered in 2022, a significant portion are high school graduates (45%), while 32 per cent have completed junior high school. Only 3 per cent hold a university degree. The top three destinations for Indonesian migrant workers are Malaysia, Hong Kong Special Administrative Region, China, and the Taiwan Province of the People's Republic of China, with many engaged in roles such as domestic workers, caregivers and shipbuilding welders (BP2MI, 2023a).

Immigration to Indonesia has increased in recent decades, reaching a total of 355,505 persons in 2020 according to United Nations Department of Economic and Social Affairs figures,¹⁰ representing 0.1 per cent of the country's total population (273.5 million). The distribution of immigrants by sex shows that 58.1 per cent are male and 41.9 per cent are female.

Regarding emigration, in mid-2020, Indonesia had a total of 4,601,369 international emigrants, with 2,040,599 females and 2,560,770 males.¹¹ The Central Statistics Agency (Badan Pusat Statistik, BPS) of Indonesia publishes data only on the number of emigrants at the national level, and these data are not disaggregated by the number of emigrants at the local level.

Central Java has the second highest figure among the provinces in Indonesia in terms of the total placement of migrant workers. The Indonesian Migrant Worker Protection Agency (Badan Pelindungan Pekerja Migran Indonesia, BP2MI) recorded that as of November 2023, Central Java Province had sent 54,990 international emigrants, with the numbers being 47,480 in 2022, 17,504 in 2021 and 26,335 in 2020. The number of Indonesian migrant workers returning to Central Java until November 2023 was 3,033 (BP2MI, 2023a). Cilacap, Kendal and Brebes are the top regions of origin in Central Java for migrant workers, with the highest placement countries being Malaysia and Hong Kong SAR, China. Central Java Province is also one of the areas with the highest numbers of migrant fishers in Indonesia. In 2021, 1,408 migrant fishers were placed by companies holding a license for the recruitment and placement of fishery crew in Central Java Province (IOJI, 2023). However, this data does not represent the total number of migrant fishers originating from Central Java, especially considering that many of them depart through irregular channels.

In 2022, the population of Central Java consisted of 37,032,410 residents and 944 foreign nationals, marking a decrease from the 6,394 foreign nationals recorded in 2021 (BPS of Central Java Province, 2023).¹² Sex-disaggregated data are not available at the local level, and similarly, data related to the origin of migrants are limited. However, work permit application data indicate that between 2018 and 2022, 138,662 international migrant workers submitted work permit applications in Central Java, primarily from China, Japan and the Republic of Korea (ibid.).

BPS of Central Java documented a 5.23 per cent economic growth in the second quarter of 2023, measured on a year-on-year basis, surpassing the national economic growth rate of 5.17 per cent (Government of Central Java Province, 2023a). Based on data from the Regional Development Planning Agency of

⁸ Additional data on the [international migrant stock](#) can be found on the website of the United Nations Department of Economic and Social Affairs.

⁹ Visit the website of Portal Pelayanan dan Pelindungan WNI di Luar Negeri ([Peduli WNI](#)) (Portal for Indonesian Citizens Abroad Services and Protection) to know more.

¹⁰ Visit the [Migration Data Portal](#) for more information.

¹¹ Read more on the [2020 international migrant stock](#) on the United Nations website.

¹² Among the foreign nationals, 29 had permanent stay permits, 573 had limited stay permits and 342 had visit stay permits.

Central Java Province, in 2022, Central Java received an estimated USD 2,297.60 million in remittances or IDR 34.413 trillion (2.21% of Central Java's gross regional domestic product).

Due to its geographical and geological aspects, Central Java Province is considered a vulnerable region in the country in terms of hazards. For instance, this province is prone to earthquakes in Klaten Regency, tsunamis in the southern Java Sea, floods in the Pantura road, as well as landslides in Banjarnegara Regency. Central Java is also located in the ring of fire, with one highly active Merapi Mountain (BPBD, 2022). This condition affects the migration trends in the province, as the Regional Disaster Management Agency recorded that it handled a total of 13,478 internally displaced persons in 2021 and 15,832 in 2022 as a result of disaster in Central Java Province. As of January 2024, according to Office of the United Nations High Commissioner for Refugees (UNHCR) data statistics, there are 28 refugees in Central Java Province.¹³

Administrative structure

There are 38 administrative provinces and 514 second-level administrative divisions (416 regencies and 98 cities) in Indonesia. Local governments have a degree of autonomy in governing their areas, but sectors like foreign policy, defence and monetary policy remain under the national Government's jurisdiction. Central Java is one of the six provinces in Java, comprising 29 regencies and six cities, covering a total area of 3.25 million hectares (32,544.12 sq km) (BPS of Central Java Province, 2023), which is 1.7 per cent of the country's total area (BPBD, 2022).

Competencies of the province

<p>Level of decentralization of local authorities</p>	<p>The Constitution of the Republic of Indonesia (1945) regulates the principles of decentralization across the country. Article 18(2) establishes, "The local governments of the provinces, regencies and municipalities administer and manage their own affairs according to the principles of regional autonomy and the duty of assistance." Furthermore, Article 18(6) states, "The local governments have the authority to issue regional regulations and other regulations to implement autonomy and the duty of assistance."</p> <p>In parallel, Law No. 23 of 2014 on the Regional Government establishes the general principles of regional governance. It mandates that regional governments function to manage their own governance affairs within their authority, in accordance with the principles of decentralization, deconcentration and duty of assistance (Article 5).</p>
<p>The competencies of provinces in relation to migration</p>	<p>According to Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers, migration governance is the responsibility of not only the national Government but also the subnational and village-level governments. This marks a significant departure from the previous law, which primarily emphasized the role of the central Government. For instance, the Indonesian Migrant Worker Protection Service Centre is the Technical Implementation Unit under the Indonesian Migrant Worker Protection Agency at the provincial level, tasked with placing and protecting Indonesian migrant workers.</p>

¹³ As of March 2024, UNHCR Indonesia data statistics for January 2024 are not available online.

The entity entrusted with overseeing migration matters in Central Java is the Department of Manpower and Transmigration, as outlined in Regional Regulation No. 9 of 2016 concerning the establishment and organization of the Central Java Province local institutions. The Department of Manpower and Transmigration is a regional apparatus that handles various tasks related to manpower and local migration issues, as stipulated in Governor Regulation No. 52 of 2018 concerning the organization and working procedures of the Regional Technical Implementation Unit in the Department of Manpower and Transmigration. The province has established seven One-stop Integrated Services (Lembaga Terpadu Satu Atap, LTSA) for prospective Indonesian migrant workers, which are coordinated in various cities.

Under Indonesian national Law No. 6 of 2011 on Immigration, in the execution of immigration functions, the Government establishes immigration policies to be implemented by the Minister in charge of law and human rights. In order to carry out immigration functions, immigration offices can be established in regencies, cities or districts. For example, the Immigration Office Class I TPI Semarang's main duties and functions include executing key tasks and responsibilities delegated by the Ministry of Law and Human Rights in the immigration field. This involves activities related to immigration information and communications facilities, immigration traffic, immigration status, as well as immigration supervision and enforcement within its operational jurisdiction.

Furthermore, in accordance with Chapter 6 of Law No. 6 of 2011 on Immigration, to carry out immigration supervision of the activities of foreigners in Indonesian territory, the Minister forms a Foreigners Supervision Team (Tim Pengawasan Orang Asing, TIMPORA) consisting of members from relevant government bodies or agencies, both at the central and regional levels. TIMPORA in Central Java, consisting of 28 members, was established in 2016 under the supervision of the Ministry of Law and Human Rights Central Java Regional Office.

In implementing the minimum service standards, the Central Java provincial government refers to Minister of Home Affairs Regulation No. 59 of 2021 concerning the implementation of minimum service standards.¹⁴ In Central Java, the responsibility for overseeing the delivery of essential public services such as health,¹⁵ education¹⁶ and housing¹⁷ is distributed among various regional apparatuses.

¹⁴ These minimum service standards include (a) education; (b) health; (c) public works; (d) public housing; (e) public peace, order and citizen protection; and (f) social affairs.

¹⁵ See Regional Regulation No. 9 of 2019 concerning the provincial health system.

¹⁶ See Regional Regulation No. 1 of 2019 concerning the implementation of education.

¹⁷ See Regional Regulation No. 7 of 2019 concerning the Construction and Development Plan for the Housing and Settlement Areas in Central Java Province for the years 2019–2039.

	<p>The implementation of disaster management becomes a shared responsibility among the Government (central, provincial and regency/city levels), the community and business entities. The main task of the Regional Disaster Management Agency based on Law No. 24 of 2007 on Disaster Management (Article 9) is to carry out the formulation and execution of regional policies in the field of regional disaster management.</p> <p>Even though governments at the subnational and village levels have been assigned responsibilities to promote and ensure safe and orderly migration for migrant workers, and several regencies and villages have policies in place especially related to the protection of Indonesian migrant workers and the prevention of trafficking in persons, the exercise of their responsibilities must comply with prevailing laws of Indonesia. Governments at the subnational and village levels cannot perform activities or make commitments beyond the level of responsibilities that has been assigned.</p>
<p>Local financing mechanisms and restrictions on their use</p>	<p>The preparation of the Regional Revenue and Expenditure Budget (<i>Anggaran Pendapatan dan Belanja Daerah</i>, APBD) is in line with the direction of fiscal policy and national priority programmes in accordance with the mandate of Law No. 1 of 2022 on Financial Relations between the Central Government and Regional Governments. This national priority programme includes managing the quality of human resources, infrastructure development, bureaucratic reform, industrial revitalization, and environmentally friendly development or a green economy (BPKP, 2022).</p> <p>Migration does not feature heavily in government agendas, because of its multidimensional and cross-sectoral nature, although often other priority issues, for example trafficking in persons and stunted children, are considered as part of regional migration issues.</p> <p>Local financing mechanisms and restrictions on their use in Indonesia are governed through the APBD policy. Central Java's APBD policy is outlined in Regional Regulation No. 13 of 2022 concerning the APBD for the 2023 fiscal year.</p> <p>The APBD is a one-year financial plan of the local government, which prioritizes the allocation of funds. It lists two main mechanisms of local financing: regional revenue (such as taxes and regional levies, which serve as the primary source of revenue for the local government, collected from taxpayers) and intergovernmental transfers (funds allocated to local governments from the central Government as part of fiscal decentralization).¹⁸</p> <p>Along with revenue generated locally and received from the central Government, local governments obtain revenue from other regions, including components like tax revenue sharing from the province and other local governments, which fall under the category of "other legal regional revenue".¹⁹</p>

¹⁸ See Regulation No. 13 of 2022 concerning the Regional Revenue and Expenditure Budget for the 2023 fiscal year.

¹⁹ See Regulation No. 13 of 2022.

Local
participation in
the formulation
of migration
policy

In accordance with Law No. 13 of 2022 on the Second Amendment to Law No. 12 of 2011 on the Formulation of Legislative Regulations, the public may provide input in the formation of statutory regulations, orally or in writing and online or offline. The public is informed of the formation of statutory regulations through public consultation activities, which may include (a) public hearings; (b) work visits; (c) seminars, workshops and discussions; and/or (d) other public consultation activities. The results of public consultation activities are used as material for consideration in the formation of statutory regulations, and the results of the considerations are explained to the public. The government of Central Java has involved the community in public consultations for the formulation of policies related to migration.



KEY

FINDINGS



1

ADHERE TO INTERNATIONAL STANDARDS AND FULFIL MIGRANTS' RIGHTS

1.1. Migration governance: examples of well-developed areas

The Central Java Provincial Health Office implements national legislation to facilitate access to Government-funded health services, including preventive, curative and rehabilitative care, for foreign workers who have worked for at least six months and have paid contributions.²⁰ It is responsible for formulating, implementing and evaluating policies in the field of public health, disease prevention and health resource management.²¹ According to Article 5(3) of Governor Regulation No. 97 of 2018 concerning the implementation of the Employment Social Security Programme,²² foreign workers who have worked for a minimum of six months have access to Government-funded health services and social security on the same basis as nationals through the Employment Social Security Administering Agency in Central Java, with the social security contributions paid through their employer. While in the context of refugees, government health services can be accessed through IOM funding.²³ Furthermore, health services for Indonesian women and child victims of abuse, exploitation and discrimination are provided free of charge by the Government, regardless of their migration status.²⁴

Migrants with regular status have access to Government-funded primary and secondary education on the same basis as nationals. The Constitution of the Republic of Indonesia (1945) states that the right to education is a “basic need everyone has the right to fulfil” (Article 28C). According to Article 12 of Law No. 20 of 2003 on the National Education System, foreign nationals can become students in educational institutions in Indonesia, and schools that accept foreign students are required to provide a six-month Indonesian language matriculation.²⁵ The establishment of measures, regulations and specific policies to ensure migrants’ access, including irregular migrants, to primary and secondary public education follows Circular Letter of the Secretary General of the Ministry of Education, Culture, Research and Technology No. 75253/A.A4/HK/2019, which has been renewed by Circular Letter of the Secretary General of the Ministry of Education, Culture, Research and Technology No. 30546/A.A5/HK.01.00/2022 concerning the education of refugee children (KPAI, 2022). In Semarang City, there are several private schools that accept child refugees from abroad through IOM funding – for instance, Sekolah Dasar Bina Putra (Bina Putra Elementary School) for primary education and Sekolah Menengah Atas Ronggolawe (Ronggolawe High School) for secondary education.

The Government of Indonesia, through Presidential Regulation No. 53 of 2021 concerning the National Action Plan for Human Rights for the years 2021–2025, has mandated the expansion of educational access for children of Indonesian migrant workers. To ensure the protection of migrant children, unaccompanied children, children with disabilities, and those separated and left behind due to migration and displacement, Central Java Province has established comprehensive measures under Regional Regulation No. 4 of 2022

²⁰ This is according to Law No. 40 of 2004 on the National Social Security System, Article 1(8).

²¹ This is according to Governor Regulation No. 58 of 2016 concerning the organization and working procedures of the Department of Health of Central Java Province.

²² This is according to Governor Regulation No. 97 of 2018 concerning the implementation of the Employment Social Security Programme through the Employment Social Security Administering Agency of Central Java Province. For foreign workers who have worked for less than six months, this is regulated through Director for Workforce Placement and Expansion of Job Opportunities Decree No. 3/144/PK.04/V/2022 concerning the implementation of an insurance programme for foreign workers working for less than 6 (six) months.

²³ Visit IOM Indonesia’s page on [migration health](#) to know more.

²⁴ This is according to Governor Regulation No. 24 of 2022 concerning the implementation of integrated services, data and information, and community participation in the protection of women and child victims of violence, exploitation and discrimination. This involves health examinations and care, both physical and mental, psychological recovery, as well as services related to pregnancy, childbirth and reproductive health. In addition, victims are entitled to receive a medical report, psychological examination results, DNA tests and other forms of health services that may be needed.

²⁵ This is according to Minister of Education and Culture Regulation No. 1 of 2021 concerning the acceptance of new students in kindergartens, elementary schools, middle schools, high schools and vocational high schools.

concerning the implementation of child protection. This regulation covers various aspects of child protection, such as preventing and addressing the risks of abuse and exploitation, providing psychosocial counselling services, and offering alternative childcare options, including temporary childcare centres.

Regional Regulation No. 4 of 2022 also addresses the Gender and Child Information System,²⁶ the fulfillment of children's rights, and special child protection. The regional regulation, in Article 27, explicitly outlines the provision of Government-assigned shelters (e.g. shelters, social rehabilitation services and safe houses for victims of violence) and provides guidance to children in emergency situations, including migrant children.²⁷ In the years 2011 to 2021, the local government collaborated with IOM through its migrant assistance programme²⁸ in managing refugee accommodations in Semarang City and ensuring the protection of unaccompanied children through foster families or guardians.

Governor Regulation No. 24 of 2022, concerning the implementation of integrated services, data and information, and community participation in the protection of women and child victims of violence, exploitation and discrimination, oversees the protection of women and children, including female migrant workers, and outlines a comprehensive approach, emphasizing prevention and public education (Article 18c), promoting women empowerment and child protection programmes (Article 18d), encouraging research on related violence (Article 18e), and fostering community and business participation (Article 18f). Furthermore, Article 7 of Regional Regulation No. 2 of 2021 concerning the implementation of women's protection includes women migrant workers as one of the vulnerable women groups that are protected from abuse, exploitation and discrimination.

Local services are available for Indonesian citizens in Central Java who wish to emigrate, and these can be accessed via the website of the Ministry of Law and Human Rights Central Java Regional Office.²⁹ In parallel, the Technical Implementation Unit of the Indonesian Migrant Worker Protection Agency (BP2MI) in Central Java offers information and materials to prospective Indonesian migrant workers, covering topics such as legal working contracts, the cultures of the designated countries, risks of trafficking in persons, financial inclusion and experiences shared by former Indonesian migrant workers in the designated countries.³⁰

1.2. Areas with potential for further development

The Medium-term Regional Development Plan (*Rencana Pembangunan Jangka Menengah Daerah*, RPJMD) of Central Java Province for 2018–2023 (2019) has not yet formulated any measures mandating the Department of Education and Culture (Dinas Pendidikan dan Kebudayaan Provinsi Jawa Tengah) to ensure migrants' access to education, which is an area with potential for further development. Similarly, Regional Regulation No. 1 of 2019 concerning the implementation of education and Governor Regulation No. 13 of 2023 concerning new student admissions at high schools, vocational schools and special schools do not mention migrants' access to public education at the primary and secondary levels.

There are no specific regulations governing the provision of legal services for migrants in Central Java. However, the Regional Police (Polda) or the Resort Police (Polres) provides ad hoc support for migrants in criminal cases occurring within their jurisdiction, primarily for female and child victims. Additionally,

²⁶ The gender and child data portal, hereinafter referred to as the Gender and Child Information System (Sistem Informasi Gender dan Anak, SIGA), is a platform for utilizing gender and child data, initiated and implemented by the Ministry of Women Empowerment and Child Protection and relevant agencies at the regional level. SIGA aims to provide accurate and integrated gender and child data, facilitating the planning, implementation and evaluation of gender-responsive and child-sensitive development activities. It ensures data standards and interoperability and utilizes disaggregated data for effective decision-making.

²⁷ These consist of children who became refugees, child victims of riots, child victims of abuse, child victims of natural disasters and children in armed conflicts.

²⁸ Visit IOM Indonesia's page on [migrant assistance](#) to know more.

²⁹ Visit the website of the [Ministry of Law and Human Rights Central Java Regional Office](#) for more information.

³⁰ BP2MI, with the support of IOM, revised the curriculum of the pre-departure orientation programme in 2022 to include updates on the law and regulations, culture, norms and employment agreements. The curriculum now includes the following topics: migrant rights, labour contracts, law and culture in destination countries, psychological awareness, nationality awareness, and drug and violent extremism awareness. The document is not available online. For more information, see: IOM, 2022.

migrants can access services provided by non-governmental organizations (NGOs) in Central Java. For instance, the Indonesian Migrant Workers Union (SBMI)³¹ and Migrant CARE³² provide support to Indonesian migrant workers; while the Legal Resource Centre for Gender Justice and Human Rights (Keadilan Jender dan Hak Asasi Manusia, LRC-KJHAM), an NGO promoting women's rights in Central Java, has offered legal support to refugees and raised awareness of gender-based violence.

Access to justice for women and child victims of abuse is specifically regulated under Article 4 of Governor Regulation No. 78 of 2017. This justice system applies generally to women and children, but in the context of the specific issue of violence against female migrant workers, it still needs to be strengthened. In addition, there needs to be expanded services for international refugees and foreign nationals who are victims of abuse in Central Java and can so far access only counselling services (with no consequence to the regional budget).

At the national level, Indonesia has guaranteed the right to protection and freedom from all forms of discrimination and violence, as stipulated in the Constitution. These guarantees are found in Article 28G, paragraph 2: "Every person has the right to be free from torture or inhumane and degrading treatment, and has the right to receive political asylum from another country"; and Article 28I, paragraph 2: "Every person has the right to be free from discriminative treatment based upon any grounds and has the right to protection from such discriminative treatment." While the Constitution has regulated this at the national level, the government of Central Java Province does not yet have a specific policy or strategy to combat hate crimes, violence, xenophobia and discrimination against migrants. Similarly, there have yet to be local organizations, NGOs or civil society organizations that are actively working to combat hate crimes, violence and xenophobia against migrants in Indonesia (Komnas HAM, 2021).

³¹ SBMI has eight branches in Central Java: Wonosobo, Kebumen, Brebes, Semarang, Kendal, Purworejo, Pemalang and Tegal.

³² Migrant CARE is an Indonesian association for migrant workers with one branch in Kebumen, Central Java.



2

FORMULATE POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: examples of well-developed areas

The Department of Manpower and Transmigration³³ of Central Java Province is responsible for designing migration policies and strategic plans at the local level, under Governor Regulation No. 64 of 2016. The Department of Manpower and Transmigration is responsible for coordinating the implementation and management of migration services for Indonesian migrant workers, including the handling of internal migration and labour-related issues, and the evaluation and reporting of services in the fields of job training, productivity, labour placement, transmigration, industrial relations and social security, as well as labour supervision and coordination.³⁴

The Department of Manpower and Transmigration has taken several measures to protect prospective Indonesian migrant workers (*pekerja migran Indonesia*, PMI) and ensure the welfare of migrant workers. These measures include providing education, facilitating repatriation, issuing permits for Indonesian migrant worker placement companies (*perusahaan penempatan pekerja migran Indonesia*, P3MI) and conducting pre-departure orientations. In 2022, the Semarang 1 Job Training Centre organized training for 30 individuals aiming for specified skilled worker (SSW) positions in Japan and Taiwan Province of the People's Republic of China. In 2023, training was conducted for 20 PMIs and those seeking SSW positions in Japan. Meanwhile, in Grobogan Regency, training has been provided for 375 PMIs. On the other hand, the Department of Manpower and Transmigration has facilitated the repatriation of eight migrant workers due to conflicts, natural disasters, illnesses, deportation or other issues. The Department has also provided condolences, facilitated the repatriation of remains and handled immigration fines.³⁵

The Strategic Plan (Rencana Strategis, Renstra) of the Department of Manpower and Transmigration for 2018–2023 (2019) serves as the local migration strategy. It aims to improve the quality of regional labour planning, competence and productivity, and to facilitate labour placement and expand employment opportunities domestically and abroad for Indonesian migrant workers and foreign workers. In parallel, the Central Java Province Regional Government Workplan for 2023 (2022) includes migration issues – in particular, internal migration – and aims to increase efforts to synchronize migration governance among regions across Indonesia. The Strategic Plan is aligned with the local development plan: the Medium-term Regional Development Plan of Central Java Province for 2018–2023 (2019).

As one of the largest sending areas in Indonesia for Indonesian migrant workers, Central Java has established seven One-stop Integrated Services (LTSA) in various cities³⁶ to enhance the coordination of services. The Task Force for the Prevention of Non-procedural Placement of Workers has also been established at the provincial level in Central Java, involving the Department of Manpower and Transmigration, the Indonesian Migrant Worker Protection Service Centre (BP3MI), the Department of Women's Empowerment, Child Protection, Population Control and Family Planning, and the Department of Social Affairs.³⁷ The government of Central Java Province coordinates with the Ministry of Social Affairs through its Department of Social Affairs and facilitates the return of Indonesian migrant workers by involving independent social workers and

³³ In this context, “transmigration” refers to internal migration within Indonesia.

³⁴ This is according to Articles 2, 4, 24, 25, 26 and 27 of Governor Regulation No. 64 of 2016 concerning the organization and working procedures of the Department of Manpower and Transmigration of Central Java Province.

³⁵ More information is available in this [2023 article on measures to protect citizens working abroad](#) from the website of the government of Central Java Province.

³⁶ These are LTSA-PTKLN Pati, LTSA P3MI Grobogan, LTSA-PTKLN Brebes, LTSA-PTKLN Banyumas, LTSA-PTKLN Cilacap, LTSA-PTKLN Kendal and LTSA-PTKLN Wonosobo.

³⁷ Decree of the Head of the Department of Manpower and Transmigration of Central Java Province No. 356 of 2023 is not available online. (Source: Multi-stakeholder consultation meeting to validate the local Migration Governance Indicators report for Central Java Province.)

district social welfare workers. For example, the Department of Social Affairs of Central Java Province with BP3MI and the Department of Women and Children facilitated the return of Indonesian migrant workers from Malaysia who were sick, in addition to providing administrative services for electronic e-KTPs (electronic IDs) and Badan Penyelenggara Jaminan Sosial (BPJS) Kesehatan (health insurance).

Under Governor Regulation No. 6 of 2022 concerning One Data Central Java, the Government has started integrating statistical and spatial data through the Regional and Local Development Planning and Research Agency (Bappeda), the Centre for Data and Information Technology (Pusat Data dan Teknologi Informasi, Pusdatin), the Department of Communication and Information, and the Central Statistics Agency (BPS) of Central Java Province to accelerate local development.³⁸ The aim of integrating these statistics is to help build synergy between the geospatial and statistics data across government levels.

In Central Java, various agencies regularly organize thematic meetings related to migration, aiming to ensure effective coordination across governmental departments. In 2022, the Department of Manpower and Transmigration participated in a three-day national coordination meeting initiated by the Ministry of Manpower (*InfoPublik*, 2022). The objective was to discuss labour migration, fostering vertical coordination among local authorities. To achieve this, the Department has implemented several measures, including utilizing social media and conducting face-to-face sessions to increase awareness of, and facilitate discussions on, labour migration. These efforts aim to reduce cases of irregular migration among Indonesian migrant workers.

2.2. Areas with potential for further development

One Data Indonesia serves as the mechanism for coordinating data production and harmonization. Central Java has already enacted Governor Regulation No. 6 of 2022 concerning One Data Central Java, to minimize data diversification, though it has not yet integrated migration data. Central Java therefore has the potential to develop migration data within the province to promote development in accordance with the 2023–2028 One International Migration Data Mission Roadmap at the regional level. The Central Java provincial government also has the opportunity to further develop this system by conducting technical guidance sessions for Indonesian migrant workers and foreign migrants on data collection, for relevant local governmental institutions and agencies. All data collected in this system should be disaggregated by sex. BPS of Central Java publishes data on the number of Indonesian workers between intercountry jobs³⁹ by regency and city, but the data are not disaggregated by sex. At the national level, gender-disaggregated migration data are published on the website of BPS of Indonesia in both Indonesian and English,⁴⁰ and it includes migration data for each province (including Central Java) for the period 1980–2015.⁴¹

Central Java's local migration strategy does not yet address international migrant integration as it specifically focuses on Indonesian migrant workers. Similarly, while the Strategic Plan of the Department of Manpower and Transmigration for 2018–2023 aims to improve the quality of regional labour planning, labour competence and productivity, it does not have an action plan to specifically target international migrant integration. The fulfilment of migrants' rights and the promotion of their integration are mainly regulated in national frameworks, such as naturalization, in accordance with Article 9 to 17 of Law No. 12 of 2006 on Citizenship of the Republic of Indonesia.

³⁸ For more information, see: Bappeda, 2023.

³⁹ "Indonesian workers between inter-country jobs" refers to Indonesian migrants working abroad.

⁴⁰ Visit the [website of the Central Statistics Agency](#) to know more.

⁴¹ These migration data are based on the census and the Intercensal Population Survey (Survei Penduduk Antar Sensus, SUPAS) (BPS of Indonesia, 2015).

The government of Central Java Province has established the LTSA to simplify services for Indonesian migrant workers but not yet for migrants living in Central Java. The LTSA aims to centralize the processes of placement and protection of Indonesian migrant workers, providing information on the job market, placement procedures, counselling and guidance on employment opportunities. It can also provide pre-departure orientation, consultation, mediation, advocacy and legal assistance on issues relevant to PMIs and their families.

3

ENGAGE WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Migration governance: examples of well-developed areas

The government of Central Java Province involves civil society organizations in determining agendas and implementing policies and programmes related to migration through working groups and service provision partnerships. For instance, the government collaborates with Indonesia Ocean Justice Initiative (IOJI) to ensure the protection of Indonesian migrant workers – specifically those on fishing vessels. In May 2023, the government of Central Java Province and IOJI signed a memorandum of understanding to strengthen the protection and empowerment of migrant fishing vessel crews, small fishers, labour fishers, female fishers and other marginalized communities whose livelihoods are at sea. This memorandum of understanding was followed by a cooperation agreement covering various aspects, including policy studies, support for the development of legal instruments and protection strategies, as well as monitoring and evaluation.

Engagement with civil society organizations was also demonstrated through the holding of a working team meeting to formulate the governor regulation concerning the prevention and handling of trafficking in persons crimes in October 2023. This involved related agencies and included representation by academics, community organizations and labour unions.

The government also involves the diaspora in setting the official agenda and implementing migration-related policies through convening regular consultations. In May 2022, the Governor of Central Java interacted with Indonesian migrant workers abroad during a virtual open house event and with transmigrants in West Kalimantan on their working conditions post-COVID-19 (*Suara Merdeka Banyumas*, 2022). Additionally, the Governor invited Central Java residents working abroad to participate in addressing extreme poverty in the region through an online coordination meeting in June 2023, with all regency and city governments represented.

In 2021, the government of Central Java Province also collaborated with the International Labour Organization (ILO) to showcase the work of journalists from different media outlets and highlight stories from women migrant workers (ILO, 2021). Moreover, in 2022, to support the Indonesian Government's efforts to reopen placement pathways for Indonesian migrant workers to destination countries, the Indonesian Migrant Worker Protection Agency collaborated with IOM to enhance the effectiveness of the pre-departure orientation (*orientasi pra-pemberangkatan*, OPP)⁴² programme delivery. This involved contextualizing the OPP module according to the local context in Central Java.

The government of Central Java Province actively cooperates with IOM, the United Nations Development Programme, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to address migration issues within the framework of the Migration Multi-Partner Trust Fund (Migration MPTF).⁴³ One of the primary focuses of this cooperation is the empowerment of female Indonesian migrant workers and their families. Under the Migration MPTF, UN Women, in partnership with the National Commission on Violence against Women, launched a consultation dialogue aimed at preventing violence against women migrant workers and their families. This initiative targets several provinces,

⁴² The implementation of the OPP in Central Java refers to national regulation, specifically Indonesian Migrant Worker Protection Agency Regulation No. 4 of 2023 concerning the implementation of pre-departure orientation for prospective Indonesian migrant workers, whereby the orientation materials are delivered for at least three days (the initial regulation requires only one day), with a maximum of eight hours of delivery session per day.

⁴³ The Migration MPTF supports the adoption and implementation of the Global Compact for Migration to encourage the uptake of migration approaches that benefit communities of origin, transit and destination, as well as migrants.

including Central Java, and involves capacity-building activities conducted by women-led organizations in collaboration with the National Commission on Violence against Women (Ministry of Law and Human Rights, 2022).

The Department of Manpower and Transmigration of Central Java Province partners with the International Manpower Development Organization of Japan (IM Japan), an association of small and medium-sized enterprises based in Tokyo (Japan), to facilitate the placement of Indonesian migrant workers in 2022. This programme⁴⁴ consists of the recruitment and selection of apprenticeship participants, information dissemination about apprenticeships in Japan, and the arrangement of the mathematics readiness test, the physical endurance test and interview tests from relevant ministries in Indonesia.⁴⁵

3.2. Areas with potential for further development

The government of Central Java Province does not yet formally involve migrant civil society organizations in agenda- and policy-setting, programme implementation, and the provision of migration services for citizens, and they were not consulted on Central Java Province's Medium-term Regional Development Plan 2018–2023 (2019), the Strategic Plan of the Department of Manpower and Transmigration of Central Java Province for 2018–2023 (2018), and the Programmes and Activities Workplan (*Rencana Kerja*) in 2022 of the Department of Manpower and Transmigration. Additionally, the Central Java provincial government has yet to work with the private sector and social partners in the framework of public–private partnerships on migration.

Academic institutions are involved in disseminating and advocating for policies and programmes related to migration at the local level. However, they only focus on certain aspects of labour and migration. In October 2020, the Governor of Central Java invited academics to discuss Law No. 11 of 2020 on Job Creation, which regulates some aspects of labour migration within its provisions. Similarly, the Department of Manpower and Transmigration collaborates with universities to organize job fairs and labour information events.

⁴⁴ This programme is part of the Job and Labour Productivity Training Programme (Program Pelatihan Kerja dan Produktivitas Tenaga Kerja).

⁴⁵ Primarily, these are the Department of Manpower and Transmigration, the International Manpower Development Organization of Japan (IM Japan) and the Ministry of Manpower (Government of Central Java Province, 2023b).



4

ADVANCE THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: examples of well-developed areas

Central Java has programmes to promote financial inclusion for Indonesian migrant workers and their families, particularly regarding remittances. Since April 2023, the regional government, through its Regional Financial Access Acceleration Team (Tim Percepatan Akses Keuangan Daerah, TPAKD), has collaborated with the Financial Services Authority (Otoritas Jasa Keuangan, OJK) to promote financial inclusion by economically empowering villages and accelerating the region's economy (OJK, 2023a). TPAKD is a forum between agencies and relevant stakeholders whose goal is to accelerate financial access and economic development at the local level.⁴⁶ The Steering Committee is headed by the Governor of Central Java, and the forum consists of 41 members, including the heads and representatives from OJK, Bank Indonesia's representative office, various local departments and agencies, as well as universities and financial associations. As part of TPAKD, a pilot project has been implemented in Wonosobo Regency, where a Village/Subdistrict Integrated Financial Information Centre was established in September 2023. The Centre aims to strengthen financial literacy and inclusion for citizens, particularly for current and returning migrants and their families, to better manage remittances (OJK, 2023b).

Furthermore, between 2016 and 2023, the national Government implemented the Productive Migrant Village (*Desa Migran Produktif, Desmigratif*) development programme, which integrated financial literacy modules into national information services to inform migrants about how to manage earnings, remittances and investments. Between 2017 and 2019, there were 123 Desmigratif villages in Central Java Province (House of Representatives, 2020). By 2022, the number had decreased to 13 villages, and as of 2023, they are no longer active.⁴⁷ The Department of Family Planning, Women's Empowerment and Child Protection of Cilacap Regency stated that the Indonesian Migrant Worker Family Development Programme (*Bina Keluarga Pekerja Migran Indonesia*) includes measures for economic empowerment for migrant workers' families, remittance management and parenting. The Programme was initiated by the Ministry of Women Empowerment and Child Protection (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak, Kemen PPPA) and aims to empower returning migrant workers and their families.

In 2022, the Department of Education and Culture (Disdikbud) of Central Java Province, the Department of Manpower and Transmigration, and the Department of Education, Youth and Sports of Wonosobo Regency collaborated with the Institute for Education Development, Social, Religious and Cultural Studies (Infest), a non-profit organization, to mainstream social compliance during migrant worker recruitment processes. The programme provides knowledge resources and capacity-building for vocational schoolteachers to deliver materials on ethical recruitment and decent work to students. Disdikbud aims to prevent the exploitation of migrant workers recruited from Wonosobo, specifically vocational school graduates (Infest, 2022). This collaboration also includes the monitoring of vocational students' apprenticeships in other regions and countries, such as Japan and Malaysia.

Central Java has adopted gender mainstreaming to ensure equal access, participation, control, and benefits of development and decision-making processes at all stages of government programmes and policies for women and men through Regional Regulation No. 2 of 2022 concerning gender

⁴⁶ Visit the [Integrated Regional Financial Access Information System website](#) for more information.

⁴⁷ This is based on data from Director General for Workforce Placement Development and Expansion of Job Opportunities Decree No. 3/59/PK.02.01/XII/2021 concerning the determination of locations for recipients of the Indonesian Migrant Worker Community Empowerment Programme in Productive Migrant Villages (Desmigratif) in 2022 and confirmation from the Department of Manpower and Transmigration of Central Java Province.

mainstreaming. In 2023, the province received an award from the Ministry of Women Empowerment and Child Protection as the best province for gender equality for four years in a row, for its work in the development of the women's and children's sectors. The local government has also taken steps to promote gender equality for Indonesian migrant workers by making a provincial commitment to the implementation of gender mainstreaming, establishing institutions and dedicating human resources to support this goal at the regional level, designing data and information systems and information materials, developing methods and tools for analysis to establish gender-responsive policies, and seeking active community participation to support the implementation of measures.

In 2021, local authorities encouraged 1,700 women working in the domestic or informal sectors in Central Java to acquire Badan Penyelenggara Jaminan Sosial (BPJS) Kesehatan (health insurance) or BPJS Ketenagakerjaan (workers' social security). Additionally, the government has adopted Regional Regulation No. 2 of 2022 to ensure that women and men have equal access, participation, control, and benefits of development and decision-making processes at all stages of government programmes and policies.⁴⁸ In parallel, through the Central Statistics Agency (BPS) of Central Java Province, the local government regularly monitors the Gender Inequality Index.

4.2. Areas with potential for further development

The Central Java provincial government has yet to conduct a regional-level assessment to monitor the local labour supply and the effects of emigration on the local labour market. However, BPS of Central Java has published *Central Java Province Labour Market Indicators – August 2021 (2022)*, derived from the Key Indicators of the Labour Market (Indikator Pasar Tenaga Kerja) and the National Labour Force Survey (Sakernas). Sakernas monitors the dynamics of the labour force, which enables decision makers to formulate policies to address and resolve labour-related issues in Indonesia. Other than Sakernas, BPS of Central Java also collects labour force data through surveys and the population census.⁴⁹

The local government has not yet developed specific measures to promote the ethical recruitment of migrant workers coming to Central Java. Measures promoting ethical recruitment are applicable only to Indonesian migrant workers going to work abroad. Under Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers, recruitment and placement must adhere to the procedures for migrant worker protection before employment, which include administrative and technical aspects such as the validity of placement documents, determining the working conditions and requirements, providing socialization and information dissemination, improving the quality of prospective migrant workers, social security coverage and facilitating the fulfilment of migrant workers' rights (Article 8).

Regarding migrant worker protection in Central Java, in July 2020, the provincial government organized socialization and campaign activities for the Indonesia Fisherman Manning Agents Association (IFMA). IFMA consists of agents who are responsible for the placement of fishers to work abroad. The Task Force for the Prevention of Non-procedural Placement of Workers of Central Java Province led the event, which focused on licensing completeness and current issues. The purpose was to promote protection for fishers seeking to migrate and measures developed by the regional government to protect Indonesian citizens working abroad.

⁴⁸ See Regional Regulation No. 2 of 2022 concerning gender mainstreaming.

⁴⁹ See: BPS of Central Java Province, n.d.

5

EFFECTIVELY ADDRESS THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: examples of well-developed areas

The Central Java Provincial Disaster Management Plan (*Rencana Penanggulangan Bencana*, RPB) 2019–2023 (2022) describes the phases of disaster assistance, such as preparedness, mitigation, response, recovery and evacuation. It has specific goals to meet the needs of people in emergencies – for example, raising community awareness about preserving ecosystems, building partnerships among stakeholders to protect ecosystems, and carrying out disaster risk reduction activities, such as early warning systems and preparedness programmes. The strategy does not directly refer to migrants, but foreigner support during disasters is governed by Minister of Foreign Affairs Regulation No. 20 of 2020 concerning the formation of teams and work procedures of the Ministry of Foreign Affairs for handling foreign nationals and international assistance in states of emergency due to disasters in Indonesia. At the national level, the National Disaster Management Agency (BNPB) has created the National Disaster Management Plan (*Rencana Induk Penanggulangan Bencana*, RIPB) for the 2020–2044 period (2020), which has a comprehensive framework for disaster management.

RPB is in line with RIPB and states that the Regional Disaster Management Agency (BPBD) is responsible for all search-and-rescue operations for disaster victims, emergency response during large-scale displacement, the evacuation of disaster victims, and the provision of clean water and sanitation, food, clothes, health services, as well as temporary shelter for affected populations. Both RIPB and RPB are intended for the general population, regardless of their migration status. Furthermore, the handling of foreign nationals affected by disasters is regulated nationally through Minister of Foreign Affairs Regulation No. 20 of 2020.⁵⁰ In this regulation, the government team will verify the accuracy of information about foreign nationals in disaster-affected areas; gather information about the number, condition and presence of foreign nationals affected by the disaster; and collect information about the evacuation plans for foreign nationals affected by the disaster by coordinating with foreign representatives, international organizations and/or emergency disaster handling posts for further management.

The provincial government also has contingency plans in place for managing population displacement in the event of a disaster. It has established “disaster-resilient villages” and conducts facilitator trainings for disaster volunteers. In Central Java, there are 1,239 disaster-resilient villages across 35 regencies/cities (Government of Central Java Province, 2023c).

Other than BPBD, the Central Java Regional Police expressed its involvement in disaster management through Operation Amanusa II. The Operation consists of structures from the Indonesian Police Headquarter (Mabes Polri) down to the Regional Police and the Resort Police, and it has used a responsive approach to disaster management in 2023, including health-related resettlement and other issues. Similarly, Military Regional Command IV/Diponegoro (Kodam IV) of the Indonesian Army has a Disaster Management Rapid Reaction Force that is stationed to respond to disasters in the Central Java and Yogyakarta regions.⁵¹

The government of Central Java has also taken measures to facilitate the arrival of internally displaced persons (IDPs) to its region. The RPB includes provisions for assisting IDPs as part of its disaster management framework. For instance, the government of Magelang City provided shelter assistance to the residents

⁵⁰ See Minister of Foreign Affairs Regulation No. 20 of 2020 concerning the formation of teams and work procedures of the Ministry of Foreign Affairs for handling foreign nationals and international assistance in states of emergency due to disasters in Indonesia.

⁵¹ The General of Military Regional Command IV/Diponegoro instructs the Resort Command in Central Java and Yogyakarta to form a disaster management rapid reaction force. See: *Solopos*, 2009.

of Magelang Regency who were affected by the Mount Merapi eruption in November 2020. This is the second time such support has been offered, with the previous instance in 2010, emphasizing the city's commitment to protecting IDPs (Government of Central Java Province, 2020). In 2022, the governments of Boyolali Regency and Magelang Regency as regions at the Merapi Slope have established partnerships on disaster management,⁵² one of which is the development of sister villages.⁵³ Through this partnership, villages from the two regencies have established Merapi risk reduction partnerships based on the Sister Village partnership.⁵⁴

In the RPB, one of the main priorities of disaster risk reduction is early warning systems (EWSs). Several EWSs have been installed at various points along the southern coast of Central Java Province to anticipate potential earthquakes and tsunamis. In addition, in 2019, BPBD procured the Gajah Mada Early Warning System (GAMA-EWS),⁵⁵ an innovative technology for the early detection of ground movement disasters, developed by the university. GAMA-EWS has become an important instrument in building the commitment of local authorities and populations in operating and maintaining early warning systems for ground movement disasters.

5.2. Areas with potential for further development

Although migration is not mainstreamed in the RPB of Central Java, the management of IDPs is already included in evacuation plans, especially for floods, tsunamis, earthquakes and extreme weather events. Further development is needed to include comprehensive, inclusive and holistic responses to the mobility dimensions of crisis into the policy. The Department of Environment and Forestry of Central Java Province has also not yet specifically recorded or assessed the impact of climate change on human mobility. The activities conducted thus far primarily involve the inventory of greenhouse gas emissions from various departmental operational units. In parallel, local authorities have focused on the inclusion of climate change adaptation elements into Central Java's Medium-term Regional Development Plan 2018–2023 (2019), but they have not focused on human mobility considerations.

Though RPB is aiming to increase women's participation in disaster risk readiness, Central Java Province still lacks a gender-responsive emergency response strategy – and one that can address the specific needs and vulnerabilities of women migrants from abroad.

In emergency situations, there are no coordination agreements/partnerships or referral systems in place between key actors to assist migrants in Central Java yet. At the national level, the Directorate of the Protection of Indonesian Citizens and local Indonesian embassies, both under the Ministry of Foreign Affairs, are responsible for assisting Indonesian citizens living abroad during crises. Based on Minister of Foreign Affairs Regulation No. 5 of 2018, Indonesian citizens living abroad are entitled to receive consular and diplomatic protection, including passport issuance and legal assistance (Articles 7 and 8).

⁵² See the 2022 partnership agreement between the government of Boyolali Regency and the government of Magelang Regency concerning disaster management cooperation.

⁵³ See the 2023 Sister Villages data at Mount Merapi Slope.

⁵⁴ See the 2023 joint agreement between the government of Mertoyudan Village, Mertoyudan District, Magelang Regency and the government of Tlogolele Village, Selo District, Boyolali Regency concerning disaster risk reduction based on the Sister Village partnership.

⁵⁵ GAMA-EWS has the following capabilities: risk assessment, socialization, forming a disaster response team, creating evacuation maps, developing standard operating procedures, monitoring, early warning and evacuation drills.



6

ENSURE THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: examples of well-developed areas

Central Java implements programmes focusing on facilitating return migrants' reintegration. The Indonesian Migrant Worker Protection Service Centre is responsible for implementing policies for the integrated placement and protection of Indonesian migrant workers in the Central Java region. One of the main functions of the Indonesian Migrant Worker Protection Agency (BP2MI)⁵⁶ is to implement rehabilitation and reintegration programmes for returning migrant workers, including those in Central Java. According to Indonesian law, part of the local government's responsibility is to operate social protection and reintegration programmes for migrants – for instance, through the Productive Migrant Village (Desmigratif) programme,⁵⁷ which was implemented in Central Java between 2016 and 2023 and had four main pillars: migration services, productive businesses, community parenting and cooperatives for Desmigratif. One example of the implementation of Desmigratif in Central Java is in Kuripan Village, Wonosobo Regency.⁵⁸

In 2023, BP2MI engaged civil society in the protection of Indonesian migrant workers to form the Indonesian Migrant Workers' Volunteer Community (Kawan PMI) and appointed 550 Kawan PMI members from five provinces, namely Lampung, Banten, West Java, Central Java and East Java.⁵⁹ Pursuant to Article 10 of Indonesian Migrant Worker Protection Agency Regulation No. 1 of 2022, Kawan PMI is responsible for assisting BP2MI in information distribution, the provision of aid for Indonesian migrant workers in vulnerable situations and their families, as well as the prevention of the irregular placement of Indonesian migrant workers.⁶⁰

The Task Force for the Prevention and Handling of Trafficking in Persons Crimes in Central Java Province (Gugus Tugas Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang, GT PP-TPPO) was established under Governor Regulation No. 34 of 2017 and reports to the Governor.⁶¹ Article 15(2) of this regulation establishes that the GT PP-TPPO conducts annual meetings to coordinate efforts for the prevention and handling of trafficking in persons.⁶² The coordination involves activities at the provincial level, plenary coordination and sub-task force coordination with the aim of supporting Indonesian migrant workers who are victims of trafficking, both internationally and within the province. The most recent meeting was held in January 2023. In May 2023, the Department of Women Empowerment, Child Protection, Population Control and Family Planning also conducted a coordination meeting for the Central Java GT PP-TPPO, attended by 26 participants from various institutions and agencies focusing on child protection,⁶³ with discussions that included the use of online scamming as a new tool to engage in the trafficking of persons. An example of good practice resulting from coordination through the GT PP-TPPO can be found in Tamangede Village, Central Java, in which women migrant workers identified a policy gap regarding the assistance and support

⁵⁶ BP2MI is a national body, and its work at the local level is supported by various Indonesian Migrant Worker Protection Service Centre (BP3MI) offices in each region.

⁵⁷ There were 123 Desmigratif villages between 2017 and 2019 in Central Java Province. For more information, see this [2023 article on the Government striving to protect migrant workers through strengthening the Desmigratif programme](#), from the website of the Coordinating Ministry for Human Development and Cultural Affairs.

⁵⁸ Find more information on the [Migrant CARE website](#).

⁵⁹ See: BP2MI, 2023b.

⁶⁰ See Indonesian Migrant Worker Protection Agency Regulation No. 1 of 2022 concerning the Indonesian Migrant Worker Volunteer Community.

⁶¹ Governor Regulation No. 34 of 2017 was enacted to carry out the provisions of Article 12 of Presidential Regulation No. 69 of 2008 concerning the Task Force for the Prevention and Handling of Trafficking in Persons Crimes, which was later amended through [Presidential Regulation No. 49 of 2023](#).

⁶² The Deputy Governor of Central Java Province acts as the Chairperson of the Task Force, and the Head of the Department of Women Empowerment, Child Protection, Population Control and Family Planning of Central Java acts as the Daily Chairperson

⁶³ Among these are the Ministry of Law and Human Rights (Kanwil Kemenkumham) Central Java Regional Office, the Central Java Regional Police, the Attorney General's Office, the Department of Education and Culture, the Department of Manpower and Transmigration, the Department of Health, the Department of Social Affairs, hospitals, BP2MI and civil society organizations.

given to women and child victims of abuse and trafficking, and they initiated the development of a local policy, Village Regulation No. 3 of 2019, concerning the implementation of protection for women and child victims of abuse and trafficking.⁶⁴

6.2. Areas with potential for further development

Local authorities in the province disclose their counter-trafficking activities through the Central Java Regional Police on an ad hoc basis, and there is no regulated reporting system yet. For example, there was media coverage of a press conference on the disclosure of trafficking in persons cases within the jurisdiction of the Regional Police in June 2022, which detailed the arrest of 13 suspects of trafficking in persons. Previously, it was reported that the Regional Police has successfully uncovered 26 cases of trafficking in persons and arrested 33 suspects from various cities and regencies in Central Java.

There are no specific measures yet to combat the exploitation of migrant workers as there has yet to be a regional regulation on Indonesian migrant worker protection as instructed by Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers. As an alternative, Central Java still adheres to Law No. 18 of 2017 to reemphasize its Indonesian migrant worker protection scheme, which refers to administrative and technical matters. The Department of Manpower and Transmigration of Central Java has stated that the regional regulation for the protection of Indonesian migrant workers is still being formulated as of March 2024.

The Central Java Regional Police is trained in preventing trafficking in persons, but it has not yet received special training in resolving issues related to migrants. In the national-level *Performance Report of the GT PP-TPPO 2015–2019 (2020)*, the Central Java Regional Police were shown to have achieved significant progress in law enforcement, particularly in cases of trafficking in persons crimes. Some of the activities carried out included training in identifying trafficking in persons cases, the protection of witnesses and victims, the development and dissemination of guidelines on restitution for victims and financial investigation in trafficking in persons cases, as well as cooperation in victim protection and repatriation. Additionally, the Central Java Regional Police participated in the establishment of trafficking in persons task forces in various regional police departments across Indonesia and conducted various training programmes and workshops to enhance trafficking in persons investigations. This can be developed further by expanding the scope of training for the police and other civil servants in resolving issues related to migration. For instance, it can include regulations related to migration, up to migrants' rights, for migrants in Central Java, Indonesian citizens abroad or even Indonesian migrant workers.

⁶⁴ Tamangede Village Regulation No. 3 of 2019 concerning the implementation of protection for women and child victims of abuse and trafficking is not available online.



ANNEXES

RECOMMENDATIONS

Summary of recommendations as proposed by the government of Central Java Province during the multi-stakeholder consultation on the local Migration Governance Indicators (MGIs) process in Semarang (December 2023)

The multi-stakeholder consultation on the local MGI process in Semarang, Central Java Province, took place on 7 December 2023 and was attended by 92 representatives from the Ministry of Foreign Affairs; the Ministry of Home Affairs; the Ministry of Health; the Regional Office of Central Java Province; the Provincial and Local Department of Manpower and Transmigration; the Regional and Local Development Planning Agency; the Provincial and Local Department of Community Empowerment, Villages, Population Administration and Civil Registration; the Department of Public Works, Water Resources and Spatial Planning of Central Java Province; the Department of Investment and One-stop Integrated Services (LTSA) of Central Java Province; the Central Java Regional Police; the Indonesian National Armed Forces; the Provincial Intelligence Agency of Central Java; the Indonesian Migrant Worker Protection Service Centre in Central Java; the Central Statistics Agency of Central Java Province; the Regional Disaster Management Agency of Central Java Province; the Provincial and Local Department of Health and local hospitals (Rumah Sakit Umum Daerah (RSUD) Tugurejo and RSUD Cilacap); the Semarang City Resort Police; the Immigration Office Class I TPI Semarang; the Immigration Detention Centre of Semarang; the Provincial and Local National Unity and Politics Agency; the Semarang City Civil Service Police Unit; the Department of Information and Communication of Sragen Regency; non-governmental organizations (NGOs) (Perkumpulan Keluarga Berencana Indonesia Kota Semarang, Komunitas Keluarga Buruh Migran Jawa Tengah, Legal Resources Center untuk Keadilan Jender dan Hak Asasi Manusia, and Lembaga Bantuan Hukum Asosiasi Perempuan Indonesia untuk Keadilan); and schools (Sekolah Dasar Bina Putra and Sekolah Menengah Atas Ronggolawe). Participants assessed the priorities identified and reviewed the draft report, and they determined and shared good practices across the six domains during the multi-stakeholder consultation. They also formulated the recommendations below to address gaps:



Adhere to international standards and fulfil migrants' rights

- Increase migrants' access to public primary and secondary education in Central Java Province. (Global Compact for Migration Objective 15)
- Formulate regional policy to provide legal services for migrants in Central Java, including the provision of access to legal services and aid. (Global Compact for Migration Objectives 7 and 15)



Formulate policy using evidence and whole-of-government approach

- Formulate policy, planning and the regional budget related to migration, including funds for training, prospective Indonesian migrant workers' education and the cost structure for regular migration placement in Central Java. (Global Compact for Migration Objectives 5 and 18)
- Follow up on derivative policy at the regional level for Presidential Regulation No. 49 of 2023 concerning the Second Amendment to Presidential Regulation No. 69 of 2008 concerning the Task Force for the Prevention and Handling of Trafficking in Persons. (Global Compact for Migration Objectives 7 and 10)
- Strengthen the regional capacity for One Data Central Java through the establishment of technical guidance. (Global Compact for Migration Objective 1)

- Develop and streamline the migration action plan between provinces and regencies/cities. (All Global Compact for Migration objectives)
- Increase awareness of the tasks and responsibilities of the LTSA and Public Service Malls (Mal Pelayanan Publik, MPP). (Global Compact for Migration Objectives 3 and 15)
- Increase harmonization of regional migration management, including budgeting for relevant local government institutions in Central Java. (All Global Compact for Migration objectives)



Engage with partners to address migration and related issues

- Establish partnerships with academics and the private sector to formulate an action plan that can be integrated into the Medium-term Regional Development Plan (RPJMD) of Central Java Province and the Strategic Plan (Rencana Strategis, Renstra) of the Department of Manpower and Transmigration for 2018–2023 (2019). (Global Compact for Migration Objective 23)
- Increase the capacity of local government institutions and relevant stakeholders regarding migration governance at the local level. (All Global Compact for Migration objectives)
- Increase training capacity by agencies (vocational training centres) with relevant stakeholders, which includes aspects such as work skills, financial management and others. (Global Compact for Migration Objective 18)
- Establish a comprehensive and inclusive justice system for handling cases of abuse concerning Indonesian women migrant workers and migrants in Central Java, including coordination and referral mechanisms. (Global Compact for Migration Objective 12)



Advance the socioeconomic well-being of migrants and society

- Increase monitoring of the labour force supply and the impact of emigration towards the labour force market both at the local level. (Global Compact for Migration Objectives 5 and 6)
- Conduct development and special measures to promote ethical recruitment at the local level, including for migrant workers coming to Central Java Province. (Global Compact for Migration Objective 6)
- Increase regional partnership programmes with NGOs and migrant workers' associations to promote protection for fishers who want to migrate, along with measures developed by the regional government to protect citizens living abroad. (Global Compact for Migration Objective 23)



Effectively address the mobility dimensions of crises

- Enhance data collection on the impacts of climate change, other than the inclusion of climate change adaptation elements into the RPJMD of Central Java, which focuses on considerations for human mobility. (Global Compact for Migration Objectives 1 and 2)
- Formulate a referral mechanism and clear funding for the management of emergency crises at the local level through a coordination and partnership agreement between local government institutions and other relevant stakeholders, to help Indonesian migrant workers from Central Java and migrants in Central Java. (Global Compact for Migration Objective 12)



Ensure that migration takes place in a safe, orderly and regular manner

- Increase partnerships between the regional government and non-governmental organizations in strengthening protection and empowerment of fishing vessel migrant crews. (Global Compact for Migration Objective 23)
- Enhance coordination between the law enforcement apparatus and local government institutions related to trafficking in persons. (Global Compact for Migration Objective 10)
- Conduct training related to safe migration for the Regional Police and relevant civil servants. (All Global Compact for Migration objectives)

The MGI process



1 Launch of the local MGI process

The first step of the process is to explain to key national and local government officials what the local MGIs entail, in order to ensure full understanding of the project and complete buy-in at both levels.



2 Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGIs. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.



3 Multi-stakeholder discussions on the results of the MGIs

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.



4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the [Migration Data Portal](#) and upload it on the [IOM Publications Platform](#).

After the MGI assessment

IOM would like to thank the local authorities of Central Java Province for their engagement in this process. IOM hopes that the results of this assessment can feed into the local authorities' internal reflection on migration governance and contribute to positive policy change. In particular:



The MGI report can be used to inform policy work with the support of IOM (if desired).



A follow-up assessment can be conducted after three years to verify progress.



The findings can feed into capacity-building activities, which may connect to other IOM initiatives.



Governments can exchange best practices and innovative solutions with other governments that have conducted the MGI process.



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