



Going Home. Challenges in the Reintegration of Trafficking Victims in Indonesia

Executive Summary 2016

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Cover photo: *A former migrant worker in her home village in West Java.*

Photographs in this report illustrate various aspects of daily life in Indonesia. Unless stated otherwise, individuals in these photographs are not trafficking victims.

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Rebecca Surtees, Laura S. Johnson, Thaufiek
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This book is dedicated to the late Mr. Dadang F Muchtar, Chairperson of Migrant Worker's Solidarity of Karawang/Solidaritas Buruh Migran Karawang (SBMK), who was very meritorious in fighting for the rights of Indonesian migrant workers, trafficking victims and their families since 1998. NEXUS Institute is grateful for his substantial and generous contribution to this research project on the reintegration of trafficking victims in Indonesia conducted between 2014 and 2016.

Foreword from the Ministry of Women's Empowerment and Child Protection

May peace be upon you and best wishes to us all.

First of all, let us praise and thank God Almighty. Because of God's Consent, the book, *Going Home: Challenges in the Reintegration of Trafficking Victims in Indonesia*, can be completed by the research team and authors to assist trafficking victims and to increase effective prevention and control of trafficking.

We realize that trafficking victims are mostly women and girls, including those, who live in rural and remote locations and live in deprivation with inadequate education level. Hence they need assistance from various stakeholders, especially community, religious, and traditional leaders as well as humanitarian volunteers and activists.

Therefore, I, as the Minister of Women's Empowerment and Child Protection, believe that this book, *Going Home: Challenges in the Reintegration of Trafficking Victims in Indonesia*, is very important in improving access for victims of trafficking to nearby service agencies.

The book, *Going Home*, is expected to add to the quantity and quality of references on assistance provision to trafficking victims, which can be used either by the victims or stakeholders and communities, who care about fulfilling the victims' rights. Hopefully the book, *Going Home*, can be valuable in providing information to prevent and control trafficking.

Once again, I would like to thank the NEXUS Institute for completing the study, *Going Home: Challenges in the Reintegration of Trafficking Victims in Indonesia*. I hope strategies aimed at eliminating human trafficking will be better implemented.

Yohana S. Yembise

Minister of Women Empowerment and Child Protection
Republic of Indonesia

Foreword from the Ministry of Social Affairs

First of all, I welcome the idea of publishing a book of research findings on controlling human trafficking in Indonesia conducted by NEXUS Institute. The research findings laid out in the book titled: *Going Home. Challenges in the Reintegration of Trafficking Victims in Indonesia* portray trafficking polarization in Indonesia. The findings can be a necessary reference in assisting the government to support human trafficking victims.

Human trafficking in Indonesia is an important issue that demands attention from all sectors of our society. A great deal of data shows a surge in the number of trafficking cases in Indonesia. A staggering statistic, released by UNICEF in Jakarta, was that every year approximately 40,000 – 70,000 Indonesians are trafficked for sexual exploitation to Malaysia, Singapore, Taiwan, and Australia. Moreover, a research agency in Malaysia released another alarming figure, showing that 6,705 Indonesian women were trafficked for sexual exploitation to Malaysia.

The United States' Department of State in 2010 stated that Indonesia is a major source country of human trafficking; it is also a transit and destination country for woman, children, and men, who are subject to human trafficking, particularly prostitution and forced labor. It occurs due to unsafe migration in Indonesia; trafficking seems to be an integral part of the migration process itself. From falsification of legal documents, falsification of identity and age, prospective migrants' lack of information, to the lack of protection from the State.

The above empirical facts need to be seriously addressed by various elements of society to tackle trafficking. Trafficking is an up-stream to down-stream issue, which cannot be solved without a comprehensive approach. At the up-stream, the issue is how to lower Indonesia's poverty rate, which has been the main contributing factor of trafficking. Whereas at the down-stream, the issue is how to assist trafficking victims to reintegrate into their family and communities.

The Ministry of Social Affairs of the Republic of Indonesia is mandated to provide social welfare services to vulnerable persons, including trafficking victims. Child labor, forced labor, involuntary servitude, child sexual exploitation, forced labor migration, as well as other violence are among the forms of human trafficking and related exploitation addressed by the Ministry of Social Affairs.

Presidential Regulation No. 69/2008 establishing the Task Force for the Prevention and Control of Human Trafficking, or better known as the anti-trafficking task force, has placed the Ministry of Social Affairs as the chairman of the social rehabilitation sub-cluster, in which programs for repatriation and social reintegration for victims are included.

I hope NEXUS Institute's research findings can strengthen future outcomes, particularly related to:

1. Strengthening the Task Force for the Prevention and Control of Human Trafficking, in terms of revamping and updating data, human resources, infrastructure, and synergy in action and regulations, as well as strategic partnerships with stakeholders in the country and abroad;
2. Improving the achievements of the Task Force for the Prevention and Control of Human Trafficking through the expansion of outreach partnerships and optimization of the potential of media (written and/or visual, social media, and other information

- and communication technology), as well as the optimization of regional government's involvement in tackling human trafficking;
3. Increase cooperation in regulatory and activity strategies in the context of territorial, regional, and international levels.

Finally, I would like to give the highest appreciation for the publication of NEXUS Institute's research findings. I hope these findings can inspire and motivate not only the staff of the Ministry of Social Affairs, but also all stakeholders, to provide better social welfare services to trafficking victims. I would also like to say congratulations and wish you success.

Khofifah Indar Parawansa
Minister of Social Affairs
Republic of Indonesia

Preface from NEXUS Institute

I am pleased to present *Going Home*, the first in a series of studies by the NEXUS Institute that details the uncertain and precarious path toward recovery faced by many victims of human trafficking in Indonesia. As described in this report, for many individuals the ordeal of being trapped in modern slavery and under conditions of severe exploitation is too-often followed by a daunting personal struggle to put their lives back together. Some have the support of their families, but others face this struggle alone. These men and women shared their experiences with us and, in so doing, reveal stories of hope, determination, perseverance, courage, and resilience. This report documents their experiences and introduces what support is available for reintegration of victims of human trafficking in Indonesia, and the constraints and obstacles victims face in accessing that support.

While there has been important progress globally in efforts to end modern slavery, recognition of the pivotal role played by reintegration support as a component of a country's comprehensive efforts to end contemporary slavery has lagged behind. Certainly reintegration support is key in the recovery of victims after trafficking exploitation. In addition, strengthening reintegration helps prevent human trafficking in ways that are distinct from other prevention activities. Former victims of trafficking -- especially those who were unidentified or unassisted -- are among the most vulnerable to being enslaved again, perpetuating a cycle that can be most effectively broken with adequate policies and practices providing reintegration support. Consequently a country's prevention strategy is not complete without including meaningful reintegration support.

Supporting trafficking victims on their road to recovery is also the right thing to do. The imperative for countries to support longer-term recovery – in contrast to providing short-term, emergency care – is found in international law, as well as in global and regional directives, declarations, action plans, and guidance issued by the international community for over a decade. The clear international consensus is most recently reconfirmed in the letter and spirit of the Association of South East Nations' (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children. This multi-lateral agreement, echoing current international law and policy, requires each country to use its best efforts to assist in the reintegration of victims of trafficking in persons.

This report focuses a lens on Indonesia. However, victims of human trafficking from many different countries in many different regions of the world face the same challenges as they try to recover and reintegrate after their exploitation. And they have shared stories similar to the ones recounted here with NEXUS. As such, while we all continue to work toward an end to modern day slavery, it is also necessary to work with those who have already been victimized. This includes helping to reduce, through reintegration services, the hardship and hurdles that trafficking victims face in the aftermath of their servitude as they work to put their lives back together.

We hope that you find this report, along with the other reports in this series, to be informative and helpful in understanding the critical issue of reintegration and the practical steps that are available to enhance the provision of reintegration support to victims of human trafficking – men, women and children – in all of its forms.

We invite you to follow our work at www.NEXUSInstitute.net and @NEXUSInstitute.

Stephen Warnath

Founder, President & CEO
NEXUS Institute

Acknowledgements

Many individuals and institutions contributed to this research study. The project (*Protecting the Unassisted and Underserved. Evidence-Based Research on Assistance and Reintegration in Indonesia*) is generously funded by the U.S. Department of State Office to Monitor and Combat Trafficking in Persons (J/TIP) and so our thanks begin here. This paper is the first in a research series produced on different aspects of the reintegration needs and experiences of Indonesian trafficking victims and aims to contribute to an enhanced reintegration response in the country. We are thankful for J/TIP's support of the project and dedication to furthering the assistance and reintegration of trafficked persons globally.

Thanks are also due to our partners in the Government of Indonesia – namely, the Ministry of Women's Empowerment and Child Protection (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak) and the Ministry of Social Affairs (Kementerian Sosial Republik Indonesia) – which have been supportive of the research project from the outset, recognizing the importance of an enhanced reintegration response to better assist Indonesian trafficking victims, their families and communities.

We are especially grateful to the many Indonesian men and women who participated in this research, sharing with us their experiences of exploitation as well as the successes and challenges they have faced after trafficking. We would also like to thank their family members who helped us to understand life after trafficking, not only for trafficked persons but also for their families.

We also thank all of the professionals working on assistance in Indonesia who were interviewed for this study, often on multiple occasions. Staff of the following government institutions were generous with their time, knowledge and expertise:

- Kementerian Pemberdayaan Perempuan dan Perlindungan Anak (Ministry of Women's Empowerment and Child Protection of Indonesia), particularly Bagian perlindungan korban perdagangan orang (Victims of Trafficking Protection Unit) and P2TP2A (Pusat Pelayanan Terpadu Perlindungan Perempuan dan Anak or Integrated Service Center for Protection of Women and Children) in Sukabumi, Cianjur, Bogor and Jakarta.
- Kementerian Sosial Republik Indonesia (Ministry of Social Affairs), including: Direktorat Rehabilitasi Sosial Tuna Sosial (Directorate of Social Rehabilitation for the Socially Disadvantaged); Direktorat Perlindungan Sosial Korban Tindak Kekerasan dan Pekerja Migran (Directorate of Social Protection for Victims of Violence and Migrant Workers); RPTC (Rumah Perlindungan dan Trauma Center or House of Protection and Trauma Center) in Jakarta and Sukabumi; Rumah Perlindungan Sosial Wanita (Social Protection Home for Women); Panti Sosial Bina Remaja (Youth Center); Panti Sosial Karya Wanita (Social Homes for Women); LK3 (Lembaga Konsultasi Kesejahteraan Keluarga or Family Welfare Consultation) including LK3 Kesuma in Bogor and LK3 Dinsos Sukabumi; Dinas Tenaga Kerja, Sosial dan Transmigrasi Kabupaten Bogor (Social, Manpower and Transmigration Bureau of Bogor); Dinas Sosial Kabupaten Sukabumi (Social Bureau of Sukabumi); and TKSK (Tenaga Kesejahteraan Sosial Kecamatan or Voluntary Community Workers) of Ciawi of Bogor.

The following organizations also gave generously of their time and expertise, meeting with us and discussing issues and challenges around reintegration efforts in the country over the duration of the project. Thanks to: ATKI (Asosiasi Tenaga Kerja Indonesia or Association of Indonesian Migrant Workers); LBH Jakarta (Lembaga Bantuan Hukum Jakarta or Jakarta

Legal Aid Institute); PBHI Jakarta (Perhimpunan Bantuan Hukum dan HAM Indonesia Jakarta or Indonesian Legal Aid and Human Rights Association of Jakarta); PBM (Peduli Buruh Migran or Caring for Migrant Workers); SBMI (Serikat Buruh Migran Indonesia or Indonesian Migrant Workers Union) – including SBMI DPN (Dewan Pimpinan Nasional or National Board of SBMI, SBMI DPW (Dewan Pimpinan Wilayah Jawa Barat or Regional Board of West Java), SBMI Cianjur, SBMI Sukabumi, SBMI Cirebon, SBMI Banyuwangi; FORWA (Forum Wanita Afada or Afada Women Forum) of Sukabumi; SBMC (Solidaritas Buruh Migran Cianjur or Migrant Workers Solidarity of Cianjur); SBMK (Solidaritas Buruh Migran Karawang or Migrant Workers Solidarity of Karawang); SP (Solidaritas Perempuan or Women’s Solidarity for Human Rights); SPILN (Serikat Pekerja Indonesia Luar Negeri or Overseas Indonesian Workers Union); TIFA Foundation; Solidarity Center; ICMC (International Catholic Migration Commission); IOM (International Organization for Migration); AAPTIP (Australia-Asia Program to Combat Trafficking in Persons); Bandungwangi Foundation of Jakarta; Bahtera Foundation of Bandung; Institut Perempuan (Institute for Women) of Bandung; FWBMI (Forum Warga Buruh Migran Indonesia or Citizen’s Forum of Indonesian Migrant Workers of Cirebon); WCC (Women’s Crisis Center Balqis of Cirebon); Yayasan Kusuma Bongas of Indramayu; Jalin CIPANNAS of Indramayu; Kesuma Foundation; APSAKI (Assosiasi Pekerja Sosial Anak dan Keluarga Indonesia or Social Worker Association of Children and Family); Bandung College of Social Work; Societa Foundation; Migrant Institute; Migrant CARE; JBM (Jaringan Buruh Migran or Network of Migrant Workers).

In addition, some organizations and institutions were of great assistance in contacting and facilitating access to the trafficked persons who have generously participated in this research project. This support was integral to the success of the research and we extend our sincere gratitude to: Yayasan Bandungwangi Jakarta; Yayasan Bahtera Bandung; Institut Perempuan Bandung; FWBMI Cirebon; WCC Balqis Cirebon; Yayasan Kusuma Bongas Indramayu; Jalin CIPANNAS Indramayu; Dinsosnakertrans Kabupaten Bogor; TKSK Ciawi Bogor; SP; PBM; SPILN; SBMK; SBMC; IOM; SBMI DPN; SBMI Cianjur, SBMI Cirebon, SBMI Banyuwangi and SBMI Sukabumi.

Thanks to the translators, transcribers and assistants: Umi Farida, Gracia Asriningsih, Idaman Andarmosoko, Achmad Hasan, Santi Octaviani, Nur Yasni, Ilmi Suminar-Lashley, Elanvito, Ismira Lutfia Tisnadibrata, Ni Loh Gusti Madewanti, Ratih Islamiy Sukma, Susiladiharti, Nike Sudarman, Chandrasa Edhityas Sjamsudin, Yunda Rusman and Raymond Kusnadi. Thanks also to photographer, Peter Biro, whose compelling photographs illustrate victims’ lives after trafficking and during reintegration in Indonesia.

At NEXUS, Pattarin Wimolpitayarat, Research Assistant, was of great assistance in cleaning and coding the transcripts as well as a range of other supportive tasks. Sheila Berman provided administrative and moral support throughout the project. Finally, our sincere gratitude to Stephen Warnath, Founder, President and CEO of the NEXUS Institute for his oversight of the project and his input and technical advice on all papers within this research series. We have all benefited from his commitment to an enhanced understanding of human trafficking through sound empirical research and analysis.

Rebecca Surtees, Laura S. Johnson, Thaufiek Zulbahary and Suarni Daeng Caya
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Acronyms and abbreviations

ABK	Anak Buah Kapal (Crew Placement Agency)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development and Planning Agency)
BNP2TKI	Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia di Luar Negeri (National Agency for Placement and Protection of Indonesian Migrant Workers)
BP3TKI	Balai Pelayanan Penempatan dan Perlindungan Tenaga Kerja Indonesia (Bali Agency for Placement and Protection of Migrant Workers)
BPJS	Badan Penyelenggara Jaminan Sosial (Social Security Agency)
BPMPKB	Badan Pemberdayaan Masyarakat dan Perempuan dan Keluarga Berencana (Board for Community Empowerment of Women and Family Planning)
BPP-KB	Badan Pemberdayaan Perempuan dan Keluarga Berencana (Women's Empowerment and Family Planning Body)
BSM	Bantuan Siswa Miskin (Cash Transfers for Poor Students)
BSP	biopsychosocial
CCT	conditional cash transfer
CSEC	commercial sexual exploitation of children
DHA	Department of Home Affairs
DKI Jakarta	Daerah Khusus Ibukota Jakarta (Special Capital City District of Jakarta)
GAT	Gerakan Anti-Trafficking
GEBA	Group Economic Business Assistance
GMS	Greater Mekong Sub-Region
GTPPTPPO	Gugus Tugas Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang (Task Force for the Prevention and Handling of Trafficking Crimes)
IDR	Indonesian Rupiah
IEC	Information, Education and Communication
ILO	International Labour Organization
IO	international organization
IOM	International Organization for Migration
ITF	International Transport Workers' Federation
JKN	Jaminan Kesehatan Nasional (National Health Insurance Program)
JKMM	Jaminan Pemeliharaan Kesehatan Masyarakat Miskin (Health Safety Net for the Poor Program)
J/TIP	United States Department of State Office to Monitor and Combat Trafficking in Persons
KBRI	Kedutaan Besar Republik Indonesia (Indonesian Embassy)
KEMENKO PMK	Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan (Coordinating Ministry for Human Development and Culture)
KEMSOS	Kementerian Sosial Republik Indonesia (Ministry of Social Affairs)
KIP card	Kartu Indonesia Pintar (Smart Indonesia Card)

KIS card	Kartu Indonesia Sehat (Healthy Indonesia Card)
KJS card	Kartu Indonesia Sehat, dan JKN (Jakarta Health Card)
KKS card	Kartu Keluarga Sejahtera (Family Welfare Card)
KTP card	Kartu Tanda Penduduk (Residential Identity Card)
KUBE	Kelompok Usaha Bersama (Group Economic Business Assistance)
LBH	Lembaga Bantuan Hukum Indonesia (Indonesian Legal Aid Foundation)
LEAD	Legal Empowerment and Assistance of the Disadvantaged
LK3	Lembaga Konsultasi Kesejahteraan Keluarga (Family Welfare Consultation)
M&E	monitoring and evaluation
MENKO PMK	Menteri Koordinator Bidang Pembangunan Manusia dan Kebudayaan (Coordinating Ministry for Human Development and Culture)
MoH	Kementerian Kesehatan (Ministry of Health)
MoSA	Ministry of Social Affairs (Kementerian Sosial Republik Indonesia)
MoSW	Menko Kesejahteraan Rakyat (Coordinating Ministry for People's Welfare, no longer functioning, replaced with MENKO PMK (Pembangunan Manusia dan Kebudayaan)
MoWECP	Kementerian Pemberdayaan Perempuan dan Perlindungan Anak (Ministry of Women's Empowerment and Child Protection)
NGO	non-governmental organization
NTB	Nusa Tenggara Barat (West Nusa Tenggara)
NTT	Nusa Tenggara Timur (East Nusa Tenggara)
P2TP2A	Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak (Integrated Service Center for Women and Children)
PAP	Pembekalan Akhir Pemberangkatan (pre-departure training)
PEBA	Productive Economic Business Assistance
PERADI	Perhimpunan Advokat Indonesia (Indonesian Lawyers' Association)
PPT	Pusat Pelayanan Terpadu (Ministry of Health Integrated Service Center)
PPTKIS	Pelaksana Penempatan Tenaga Kerja Indonesia Swasta (Indonesian Migrant Workers Private Placement Agency)
PT	(short form of PPTKIS) Pelaksana Penempatan Tenaga Kerja Indonesia Swasta (Indonesian Migrant Workers Private Placement Agency)
PKH	Program Keluarga Harapan (Family Hope Program)
PPT	Pusat Pelayanan Terpadu (Integrated Service Center)
PSBR	Panti Sosial Bina Remaja (Institute for Adolescent Social Development)
RAN P3A	Rencana Aksi Nasional Perlindungan Pemberdayaan Perempuan dan Anak (National Plan of Action for the Elimination of Trafficking in Women and Children)
RPSA	Rumah Perlindungan Sosial Anak (Social Protection Home for Children)
RPSW	Rumah Perlindungan Sosial Wanita (Social Protection Home for Women)
RPTC	Rumah Perlindungan Trauma Center (House of Protection and Trauma Center)
RT	Rukun Tetangga (neighborhood)

RTLH	Rutilahu or Rumah Tidak Laya Huni (Restoration of Uninhabitable Homes)
RTSM	Rumah Tangga Sangat Miskin (very poor household)
RW	Rukun Warga (harmonious citizens)
SATGAS	Satuan Tugas (Entry Point Task Force)
SBMI	Serikat Buruh Migran Indonesia (Indonesian Migrant Workers Union)
SOP	standard operating procedure
SP	Solidaritas Perempuan (Women's Solidarity for Human Rights)
SPM	Standar Pelayanan Minimal (minimum service standards)
TKI	Tenaga Kerja Indonesia (Indonesian migrant worker)
TKIB	Tenaga Kerja Indonesia Bermasalah (problematic Indonesian migrant worker)
TKSK	Tenaga Kesejahteraan Sosial Kecamatan (voluntary community workers)
TNP2K	Tim Nasional Percepatan Penanggulangan Kemiskinan (Team for Accelerating Poverty Reduction)
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Program
UPPA	Unit Pelayanan Perempuan dan Anak (Women and Children Services Unit)
USD	United States Dollar
VoT	victim of trafficking
WHO	World Health Organization

Executive Summary

1. Introduction

This study explores the provision of reintegration assistance for trafficked persons in Indonesia, both in law and in practice. Overall, there is a range of laws, policies and programs currently in place in Indonesia aimed at supporting the reintegration of trafficked persons. This includes efforts and initiatives by various government ministries and departments (national, provincial and district levels), non-governmental organizations (NGOs) and international organizations (IOs). These initiatives and interventions afford often-critical support and services to many trafficked persons toward their recovery and reintegration after trafficking exploitation.

Nonetheless, within Indonesia, many trafficking victims do not receive the assistance and support that they need to recover from their trafficking experiences and reintegrate into their families and communities. And those that do receive assistance do not always receive assistance that is suited to their needs or adequately supports their efforts to reintegrate. This is because there are some critical challenges in the current response in Indonesia, including that many trafficked persons are unidentified; reintegration is not clearly defined or understood; most assistance is “one-off” support; assistance programs are short-term; victims face barriers in accessing available services; lack of information about reintegration assistance; lack of assistance for trafficked men; lack of case management and tailored reintegration support; and an uneven provision of assistance due to decentralization and the geographic distribution of services.

This paper is intended as a starting point in better understanding how reintegration of trafficked persons currently takes place in Indonesia, including what is working well and what constitute constraints and obstacles for trafficked persons to the reintegration process. A better understanding of these issues and constraints is important in the design and implementation of an enhanced reintegration response by the Indonesian government and civil society organizations.

This paper is part of a research series produced in the context of the NEXUS Institute’s longitudinal research project, *Protecting the Unassisted and Underserved. Evidence-Based Research on Assistance and Reintegration in Indonesia*, which aims to enhance the evidence base about successful reintegration of trafficked persons in Indonesia. The project is generously funded by the United States Department of State Office to Combat and Monitor Trafficking in Persons (J/TIP).

2. Research methodology

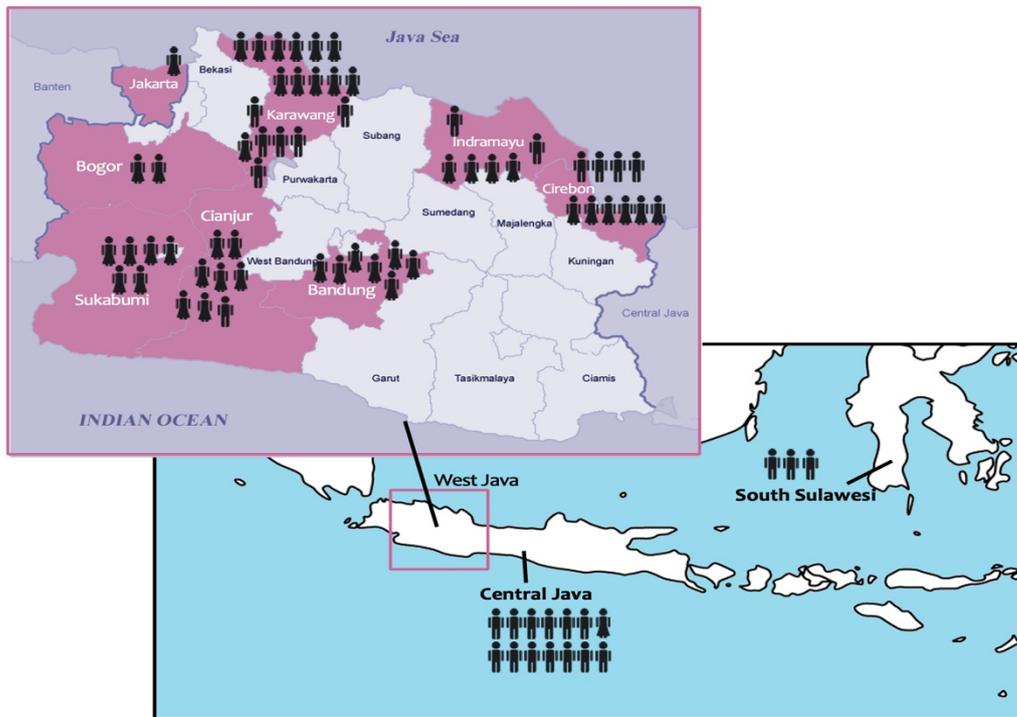
2.1 Data collection and research process

This research is based on four main types of data – 1) in-depth, repeat interviews conducted with Indonesian trafficking victims, 2) interviews and interactions with trafficked persons’ family members, 3) interviews with 123 anti-trafficking professionals and service providers in Indonesia and 4) a literature review.

Interviews with trafficked persons. We conducted interviews with 75 trafficking victims between October 2014 and August 2015, both male (n=29) and female trafficking victims (n=46). Research was primarily conducted in Jakarta and seven districts in West Java (Bandung, Bogor, Cianjur, Cirebon, Indramayu, Karawang and Sukabumi). However, we also conducted select interviews in Central Java and South Sulawesi as a means of capturing specific

trafficking experiences and diversifying the sample. The research team generally spent two of four weeks each month doing community-based fieldwork including participant observation.

Map #1. Reported origin districts and provinces for the 75 male and female respondents



Interviews with trafficked persons' family members. Interviews were conducted with family members of some respondents— including spouses, parents, siblings, grandparents and children. Interviews focused on issues related to their loved one's trafficking/migration and reintegration including their life and relationship before migration/trafficking, how they had experienced and coped with their loved one's absence while trafficked and their experiences over the course their loved one's return and reintegration.

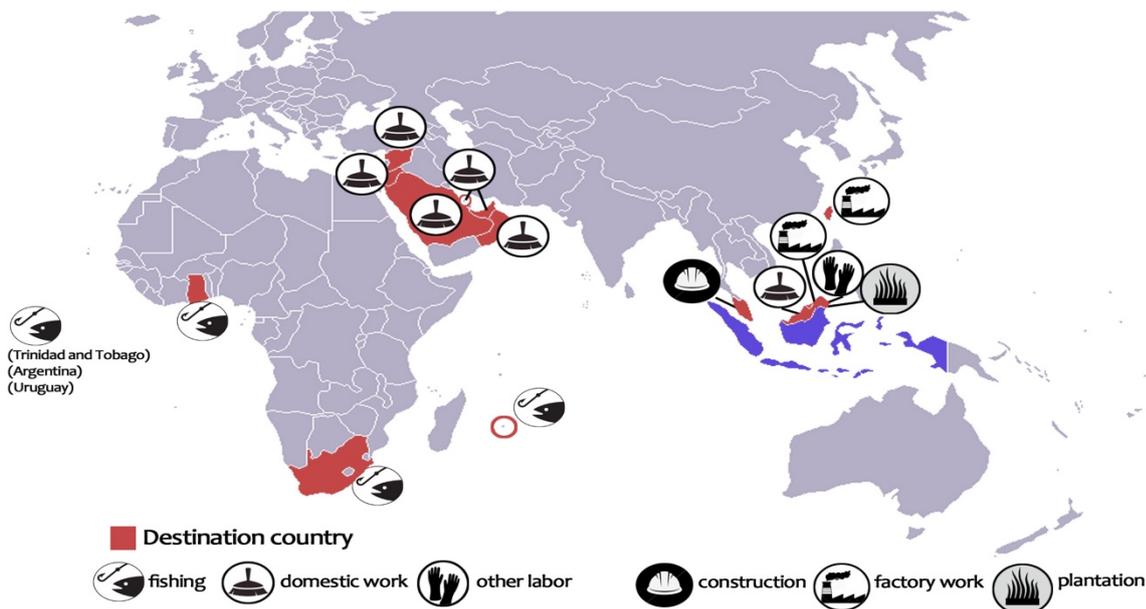
Interviews with key informants. We conducted interviews with 123 key informants between October 2013 and August 2015. Interviews were conducted with government officials at the national, provincial and district level as well as village chiefs and community leaders within villages and communities. Interviews were also conducted with staff from NGOs and IOs working to assist trafficked persons and migrant workers - at a national, provincial and district level as well as within communities.

Literature review. This study benefits from a review of existing literature on human trafficking in Indonesia and on reintegration and assistance to trafficking victims. It also draws on laws, policies and regulations that relate to assistance to trafficked persons, migrant workers and Indonesian citizens generally. There has been very limited research on trafficking in Indonesia, with some aspects particularly under explored (i.e. trafficking in men and trafficking for labor). Moreover, there are no studies specifically on trafficking victims' experiences of reintegration.

2.2 About the respondents

Trafficked persons interviewed for the study were both male (n=29) and female (n=46). They were trafficked for sexual exploitation (n=15), as well as for different forms of labor exploitation (n=60), including construction (n=2), domestic work (n=31), fishing (n=15), factory work (n=4), work on plantations (n=6) and other forms of labor (n=2). Trafficked persons were trafficked within Indonesia (n=14) as well as abroad (n=58). Three individuals (n=3) were trafficked first within Indonesia and subsequently abroad. Trafficking within Indonesia was largely rural-urban migration within a province but it also sometimes involved trafficking in other provinces of the country. Those trafficked abroad were exploited in 17 different destination countries. Many were trafficked in the Middle East (n=22) – Bahrain, Jordan, Oman, Qatar, Saudi Arabia, Syria, UAE – and in Asia (n=23) – Brunei, Malaysia, Singapore, Taiwan (Province of China). Some (n=15) were trafficked in less common destinations such as Argentina, Ghana, Mauritius, South Africa, Trinidad and Tobago and Uruguay.

Map #2. Forms of exploitation and destination countries for respondents, at August 31, 2015



In-depth interviews were conducted with two main categories of respondents – 1) trafficked persons who have been assisted (e.g. assisted within the anti-trafficking framework or through non-trafficking assistance including those who have been fully assisted, partially assisted and under-assisted by government and NGO actors) and 2) unassisted trafficking victims, which may include those who were never identified as trafficked and so not assisted and/or those who have been identified but not assisted (e.g. they have not accepted assistance, were not offered assistance, do not need assistance and/or have declined assistance).

2.3 Data analysis

Data was analyzed following the principles of thematic analysis identifying key themes and patterns as well as variety within the dataset. The research team worked collaboratively in the identification of critical themes and issues faced in the reintegration process. Analysis was contemporaneous with data collection, which allowed the team to follow up on issues and themes that arose during on-going fieldwork.

2.4 Ethical issues and considerations

Because trafficked persons interviewed for this study included those who had not been identified and assisted, there were practical ethical obstacles in the research process. The research team worked together to identify possible entry points for interviews, especially when interviewing unassisted victims, and regularly discussed how this could best be done. We approached interviews carefully and cautiously, in close cooperation with local anti-trafficking organizations or community leaders and members. Particular attention was paid to respecting the privacy, confidentiality and safety of research respondents as well as the research team. Conducting research in communities was undertaken with the utmost attention to these concerns and in close cooperation with community members. Where risks or concerns were identified, interviews did not take place. Respondents were, under no circumstances, persuaded or pressured to participate in the study and they were given time before the interview to decide whether they agreed or not. Because compensation can potentially create a pressure to participate in research in ways that may compromise informed consent, compensation *per se* was not provided as part of the study. However, respondents were reimbursed for meals, transportation and provided with a small gift in recognition of their contribution to the project.

Prior to commencing the research, the research team compiled and validated a comprehensive listing of referral services available to trafficking victims. This referral sheet was updated every two months over the course of the project as we became aware of new services or needed to access specific types of referrals for respondents. At the end of each interview, the researcher gave this information to the respondent and spent time to discuss possible assistance options and how to access them.

3. Framing the discussion

3.1 What is reintegration?

Reintegration is the process of recovery and economic and social inclusion following a trafficking experience. It is best understood as a process which trafficked persons navigate as they recover and move on from trafficking. Successful reintegration is often comprised of different components including: a safe and secure living environment, access to a reasonable standard of living, mental and physical well-being, opportunities for personal, social and economic development, and access to social and emotional support.

The specifics of reintegration vary for each individual. Trafficked persons may reintegrate into different settings, depending upon their individual needs, interests, opportunities and situations. Some trafficking victims reintegrate into their community of origin, while others integrate in a new community. Others still may integrate in a new country – e.g. staying in the country of exploitation/trafficking. While there are different post-trafficking trajectories, this paper focuses on the reintegration support currently available to trafficking victims who have returned to Indonesia and who are living either in their home communities (i.e. reintegration) or in a new community in Indonesia (i.e. integration). Reintegration takes place at different levels – at an individual, personal level; within the trafficked person’s family environment; within the wider community; and also within the overarching formal society.

3.2 What is reintegration assistance?

To support the reintegration process, trafficked persons may need various forms of assistance and services. A comprehensive package of reintegration assistance includes (some or all of) the following services: housing and accommodation, medical assistance, psychological support and counseling, education and life skills, economic opportunities, legal and administrative support,

legal support during legal proceedings, family mediation and counseling, case management and assistance to family members, if needed. Reintegration assistance most commonly refers to the provision of “formal assistance” (i.e. assistance offered by government institutions, NGOs, international organizations, religious organizations and community groups), which is different from “informal assistance” (i.e. support or assistance received from neighbors, family and community). That being said, both formal assistance and informal support can play an important role in the recovery and reintegration of trafficked persons.

Indonesian trafficking victims are exploited for a wide range of purposes (for sexual exploitation and different forms of forced labor) and their distinct experiences of exploitation inform the types and amount of services they may require and be interested in, the time they will need to recover following exploitation and so on. As a result, not all trafficked persons will require all of the reintegration services listed above. Some trafficked persons require many and even all of the services listed at some stage of reintegration. Others require only one or two services and are able to draw on their personal, family and community resources to support their reintegration. And not all trafficked persons will necessarily want or need all services that are offered or are available. Many trafficked persons reintegrate without any reintegration services or assistance, drawing on their own personal and family resources. What services are required (if any) will depend on the specific situation of each individual trafficking victim.

4. Reintegration assistance in Indonesia

Indonesia's laws and regulations provide for assistance not only to trafficking victims, but also for exploited migrants, vulnerable persons (e.g. the poor, socially vulnerable) and Indonesian citizens generally. These different programs and services can be instrumental in supporting reintegration after trafficking.

4.1 Assistance for trafficking victims

Indonesia's anti-trafficking law (Law 21/2007) and implementing regulations provide for various forms of assistance to trafficked persons, namely temporary shelter, medical assistance, psychological support and some forms of legal assistance. The National Action Plan and other government regulations and guidelines serve to develop and expand the forms of assistance to be made available to trafficked persons. Further, some regional regulations may provide assistance for trafficked persons at the local level (in their communities).

4.2 Assistance for migrant workers

Trafficked persons who are also exploited migrant workers are eligible to access services and support under the laws and regulations that have been implemented to protect and assist migrant workers (*Tenaga Kerja Indonesia* or TKI). Law 39/2004 requires that migrant workers be provided with medical care as well as some other forms of protection and other regulations establish services that should be provided to exploited or trafficked migrant workers, namely temporary shelter, medical care, psychological counseling and safe return to their home regions. Additional regulations and guidelines further develop and strengthen the framework for assistance to migrant workers, which can include trafficking victims.

4.3 Social assistance, including to vulnerable persons

Indonesian trafficking victims should be able to access assistance via the general rights and entitlements established in Indonesia's laws and regulations, particularly those for socially vulnerable persons, of which the most significant is Law 11/2009 on social welfare. Trafficking victims who are women and child victims of violence can also access assistance via laws intended specifically to protect that category of individuals. There are further laws, regulations and guidelines that provide various forms of social assistance to Indonesian citizens, including

to vulnerable persons. This social assistance includes medical assistance, education, legal assistance and support, economic opportunities and housing options, all of which may be accessible to trafficked persons.

4.4 Summary of assistance in Indonesia

Indonesia's laws and regulations establish various rights and entitlements to assistance that can be critical to the reintegration of trafficked persons. Assistance may be specifically designed for trafficking victims (e.g. Law 21/2007), or trafficked persons may access assistance that is available to migrant workers (e.g. Law 39/2004) and/or social assistance, including to socially and economically vulnerable persons (e.g. Law 11/2009). The range of reintegration services across these three areas of legislation and implementation are summarized in a table in this section.

5. Challenges in the reintegration of trafficked persons in Indonesia

Many Indonesian trafficking victims did not receive the assistance that they needed following their experiences of exploitation. Some trafficked persons were unassisted, which meant not receiving the support or assistance that they are entitled to under Indonesian law. In some cases, being unassisted meant that victims were unable to fully overcome the trauma of their trafficking experiences.

Many other Indonesian trafficking victims are what can be described as “under-assisted”. That is, they received some forms of assistance, but not the full range of services they required (and are entitled to) to move on after trafficking and reintegrate into their families and communities. Being under-assisted can be very stressful, even debilitating, for trafficked persons. They may be unable to recover (mentally and/or physically) from their exploitation as a result or to manage the social aspects and challenges of reintegration. In some cases, being under-assisted may lead to problems and challenges in the reintegration process and some trafficked persons may even re-migrate (and perhaps also end up re-trafficked), having gone without the assistance and support they needed at home.

There is a raft of reasons that Indonesian trafficking victims are unassisted or under-assisted. These include one or a combination of the following issues:

- 5.1 Trafficked persons are unidentified
- 5.2 Reintegration is not clearly defined or understood
- 5.3 Most assistance is “one-off”
- 5.4 Assistance is short-term
- 5.5 Victims face barriers in accessing available services
- 5.6 Lack of information about assistance
- 5.7 Lack of reintegration assistance for trafficked men
- 5.8 Lack of case management and tailored reintegration support
- 5.9 Uneven provision of assistance due to decentralization and geographic distribution

5.1 Trafficked persons are unidentified

Many Indonesian trafficking victims are never identified as trafficking victims – both in destination countries and at home. Missed identification means trafficked persons are detained and deported, forced to pay their own way home (sometimes going into debt to do so) and/or at risk of further trafficking or exploitation in the return process. It also, almost invariably, means that these individuals end up being unassisted once home. Failure to identify victims – even individuals with visible indicia of exploitation or abuse – has resulted in significant deleterious impacts on trafficked persons who have already suffered at the hands of traffickers.

5.2 Reintegration is not clearly defined or understood

In Indonesia, reintegration is generally framed as the return to the family, even though reintegration is actually a complex, long-term process, which involves many aspects of the individual's life. The conflation of reintegration with return and the lack of clarity around what constitutes reintegration have contributed to Indonesian trafficking victims being unassisted or under-assisted. Nonetheless, there is increasing understanding of what constitutes reintegration among government and civil society.

5.3 Most assistance is “one-off”

Much support currently available to trafficked persons in Indonesia is one-off assistance, with limited or no follow-up. And yet most trafficking victims described a raft of issues and needs that they struggled to manage and overcome as part of their reintegration. The provision of one-off assistance has limitations in terms of supporting the successful reintegration of trafficking victims. Service providers should work with trafficking victims to collaboratively develop a reintegration plan that considers and meets all of their needs.

5.4 Assistance is short-term

Reintegration is a long-term process. While the specific time required for supporting reintegration depends on the individual, reintegration typically requires ongoing support over time as well as access to services to address problems that may emerge in the longer term. Assistance currently available to trafficked persons in Indonesia is predominantly short-term and designed to meet only immediate and urgent needs. Short-term assistance was generally insufficient to support individuals' reintegration after their experiences of human trafficking.

5.5 Victims face barriers in accessing available services

In spite of the entitlements to assistance and support that trafficked persons are provided by Indonesia's laws and regulations, some assistance remains inaccessible. Trafficked persons face different types of barriers in accessing services including administrative requirements, bureaucratic hurdles, structural barriers, personal and individual issues (e.g. shame or embarrassment about asking for assistance, lack of confidence in authorities, pessimism about the likelihood of receiving help, mistrust of authorities) and practical challenges (e.g. lack of resources to access services). Not being able to access services can negatively impact the long-term reintegration of trafficked persons.

5.6 Lack of information about assistance

Many trafficked persons said that they did not know what assistance they were entitled to or where to go to get assistance. Some trafficked persons described being confused about their eligibility for assistance as well as the process of applying for assistance. Migrant workers also lacked information about assistance. Lack of information about available assistance serves as a barrier for trafficked persons to receive the support they need to reintegrate into their homes and communities.

5.7 Lack of reintegration assistance for trafficked men

The framework for combating trafficking and protecting and assisting victims in Indonesia is built around an assumption that trafficked persons are most frequently women and children. Inconsistencies exist between different policies and regulations in terms of the provision of services and assistance for trafficked men. Most trafficked men who have been assisted have received support from NGOs and international organizations, rather than from the government. Many trafficked men received no formal assistance at all. Of the trafficked men who have received assistance, it is primarily one-off support or fairly short-term assistance that does not address their long-term reintegration.

5.8 Lack of case management and tailored reintegration support

Case management plays an important role in anticipating and addressing issues and problems that trafficked persons may face during reintegration. However, in Indonesia, individual case management is generally weak to non-existent. Needs assessments were seldom done; service providers seldom designed reintegration plans with victims. Assistance was typically a standard package of one-off or short-term services. Lack of professional social workers at the community level contributes to the lack of case management and tailored reintegration support. Lack of case management and follow-up from service providers can lead to negative consequences and even failed reintegration for trafficked persons.

5.9 Uneven provision of assistance due to decentralization and geographic distribution

Decentralization may negatively impact the provision of assistance – e.g. when there are inadequate financial resources at the local level and/or an ineffective or inefficient local government administration. In provinces or districts where there are no local anti-trafficking regulations nor an active anti-trafficking task force, trafficked persons face additional challenges in finding assistance. Decentralization in Indonesia has resulted in wide variation in terms of the services and quality of care that are available to trafficked persons in different provinces and districts. These variations are deepened by the geographic distribution of services, with less-populated areas less likely to have services available and trafficked persons having to travel great distances and at great cost to access the assistance they need.

6. Conclusion and recommendations

Significant investment has been made by the Indonesian government, NGOs and international organizations toward supporting and assisting trafficked persons upon their return to Indonesia. And this support has had a positive impact in the recovery and reintegration of many trafficked persons. Nonetheless, many trafficking victims did not receive the assistance and support that they needed to recover from their trafficking experiences and to reintegrate into their families and communities. There are some specific gaps and challenges in terms of supporting the reintegration of trafficked persons in Indonesia that, in practice, mean that many trafficked persons are often unassisted and underserved. Without access to long-term services and comprehensive reintegration support, many Indonesian trafficking victims struggle as they seek to move on with their lives after trafficking.

Attention is needed as to how organizations and institutions working on anti-trafficking assistance in the country can make further changes and improvements that will ensure the successful and sustainable reintegration of trafficked persons in Indonesia. Addressing the gaps and issues noted above will constitute a critical starting point in an improved reintegration response in Indonesia and, by implication, have significant and positive impacts in the lives of trafficked persons. To that end, the following recommendations are proposed as ways to begin addressing these gaps and issues and, in so doing, enhance the provision of reintegration

support to trafficked persons in the country – including men, women and children and victims of all forms of trafficking exploitation:

- Enhance the identification of trafficked persons
- Develop a policy and programmatic response on reintegration
- Provide comprehensive reintegration assistance to trafficking victims
- Ensure the availability of long-term reintegration assistance
- Eliminate barriers to assistance
- Enhance referrals for reintegration services
- Provide trafficking victims with information about reintegration assistance
- Include trafficked males in all reintegration programs and policies
- Tailor reintegration assistance to each individual
- Enhance case management
- Promote the provision of reintegration services across Indonesia