

Media Management in The Implementation Of Human Trafficking Eradication In West Java Indonesia

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Abstract— The high rate of human trafficking in West Java province motivates the government to develop various programs to eliminate the crime. Local governments formed working groups such as the Task Force against Human Trafficking, which involves various elements of regional organizations, non-governmental organizations, and universities. In addition, the implementation involves community leaders, both formal and informal leader figures. These programs also include the communication program, which they manage to optimize the results. Along with the development of information and communication technology, media play a significant role. This study aims to find a model of media management in the implementation of human trafficking eradication program in West Java province. The method used is an exploratory case study. The object of research is the Anti-Human Trafficking Task Force in West Java. We collected the data through interview, observation, and literature study. The result of this research shows that the management of the media in the implementation of policies has contributed significantly to the increase of knowledge and awareness about the dangers of trafficking, and therefore the management needs to consider various characteristics of the region and the community.

Keywords— Media Management, Policy Implementation, Human Trafficking

I. INTRODUCTION

The results of the last five years human trafficking cases mapping in Indonesia illustrates the numbers that extremely high. The data released by the International Organization for Migration (IOM) in 2011, shows that Indonesia ranked as the top with 3,943 victims. Most of the cases, 920 cases or 23.33% has occurred in West Java. This data from IOM is in line with data from Human Trafficking Prevention Task Force that states that cases of trafficking in West Java in 2009 reached 794 cases, followed by West Kalimantan with 711 cases and East Java with 441 cases. Unfortunately, the cases trend is always increase from year to year.¹ Within these cases, 90.3% of trafficking victims are women, and 23.6% are

children, who are vulnerable to violence. In West Java, the top five districts which sending workers are Cirebon, Indramayu, Subang, Cianjur, and Sukabumi. Over four million people in West Java went to work abroad every year, but 10 percent of them experienced a case of human trafficking².

Human trafficking cases include female adolescents and adults "trading" who are employed into a sex worker or housekeeper without a clearly labour agreement, which leading them to be displaced. According to Sagala (2006), who cited data from the Child Protection Agency in West Java (LPA Jabar), the most prone age to become victims of trafficking are between 14 and 17 years. The criminals bought and sold the victims without any clear legal rules, in many working area such as illegal adoptions, factory workers, and mining worker. To make it worse, they are work in forcefully stress. Data from the Department of Social Welfare stated that the estimated number of sex workers in West Java reached 22.380 people, where estimates that 9,000 of them are children.

http://www.gugustugastrafficking.org/index.php?option=com_content&view=article&id=1140:jabar-tertinggi-kasus-trafficking&catid=134:info&Itemid=152

Guidelines or legislation for the elimination of trafficking has prepared by the government, such as a decree, government regulation, and Act. Some of them are: Presidential Decree Number 88/2002 about the Elimination of Women and Children trafficking, A Presidential Decree about Elimination of the Worst Forms of Child Labour, Government Rule Number 6/2006 about the Implementation of Cooperation and Recovery, Act 21/2007 about the Eradication of Human Trafficking, and Government Rule Number 9/2008 about Integrated Services Procedures and Mechanisms For Witnesses and/or Victims of Human Trafficking.

¹ Gugus Tugas Trafficking, Jabar Tertinggi Kasus Trafficking (2014, 24 08), retrieved from

West Java Provincial Government has drawn up and adopted two regional regulations directly related to the problem of trafficking. Both the local regulation is the regulation of West Java No. 5/2006 about Child Protection and Regulation of West Java No. 3/2008 on the Prevention and Treatment of Victims of human Trafficking in West Java.

The efforts made by the government in dealing with trafficking cases is should be pre-emptive, preventive, curative, and rehabilitative. Elimination of trafficking is an activity that is comprehensive and integrated. Therefore, all components of society must be involved and played its role optimally. To maximizing the gained result, they must consider the needs for media communication strategies, and should plan it carefully. So, an integration and synergy among the various elements, including the vulnerable audience will run effectively.

In fact, various efforts to eliminate trafficking are still not reach optimal results. Some studies indicate that the implementation of human trafficking elimination policy is not supported by well manage communication program and optimal use of the media. Researcher from Ministry of Women Empowerment and PPHG University Brawijaya (2002), for example, explain that in reality, public and local government officials, especially districts or cities government, do not understand the issue of trafficking. These researchers concluded that the implementation of the policy has not socialized to all relevant government sectors and stakeholders. As the effect, many law enforcement officers are not familiar with the trafficking term itself. Furthermore, they did not understand the description of concept and further substances, including the operationalization of the actions to overcome them.

The infirmity of media strategy in communication program for human trafficking elimination is corroborated by Tb. Rachmat Sentika in his research "Implementation of the National Policy and the Role of Local Government in the Elimination of Child Trafficking: A Case Study in Karawang" (2007). He found that there were differences in perceiving the definition of child trafficking among the various stakeholders, including government officials. As a result, there was a decrease in their motivation and concern to operationalize the elimination of child trafficking.

To minimize this perception and to optimize the result of human trafficking eradication program, the task force need to optimize the media management function in their program. This article describing "Media Management Model on the Implementation of the Elimination of Human Trafficking in West Java province", which contains the explanations about the media campaigns planning, implementation and evaluation.

II. METHOD

The research about media management in implementation of human trafficking eradication in West Java is an exploratory case study. Data was collected using interviews and observation. Researcher explored the form and model of media management which conducted by the relevant agencies in an effort to implement policies to eliminate human trafficking. For that reason, the research objects are the officials in

relevant agencies whom participated in human trafficking policies implementation. The relevant agencies are: 1) The Government of West Java Province, 2) West Java office of Manpower and Transmigration Ministry, 3) Cirebon Local Government, 4) Indramayu Local Government, 5) Cirebon Office of Human Trafficking Elimination Task Force, and 6) Indramayu Office of Human Trafficking Elimination Task Force

III. RESULT

Human Trafficking Prevention Task Force focusing the human trafficking eradication program on preventive and precautions activities which is taken through promotional activities such as socialization. Media such as leaflets and brochures were important in socialization to ensure the program truly reach the target. It is containing message about the dangers of trafficking, the regulation, the guidelines, and the threat for the criminal. The media was arranged to persuade people not tempted by the lure of the criminal.

This activities was chosen rather than conducting workshops or seminars because it possibility to reach directly the large amount of people. It is the easier and simpler way because this socialization is done across sectors, involving other relevant agencies such Women and Children Unit in Police Department, Department of Cooperatives, Department of Education, and so on, according to the material that disseminated.

To develop an awareness of individual target, the program also using two step flow communication. The Human Trafficking Task Force distributed the media to 1.300 village heads, whose next disseminated the message to the residents. People awareness about the dangerous of human trafficking is the important aspect to eradicate human trafficking. It was because when referring to the various causes of trafficking, it seems that the key factor to perform prevention is education. Trafficking victims generally come from the villages. They were lack of education. Consequently, the important step to prevent trafficking is to provide adequate knowledge to the people in the villages, thus they will able to take the right decisions for the family.

To level up people knowledge and awareness about human trafficking, Education Department of West Java province conducted a roadshow to middle and high school, and to non-formal education institute. To increase the formality of the program, Indonesian Teacher Union (PGRI) suggested the government to insert the socialization message to school academic curriculum. It is important because nowadays, trafficking and sexual trading is also targeting a middle school student.

Another effort, which plays an important role in human trafficking prevention, is community education. Through these activities, information concerning trafficking can be expand distribute, therefore the prevention and handling of trafficking can be more effective.

A well managing media management is needed in order to optimize the information dissemination activities. The Human Trafficking Task Force conducted several meetings involving all relevant institution and community components incorporated in it. The main agenda of this meeting is to

clarity the roles and responsibilities of each party in accordance with their respective fields in the task force. It is important that there are no roles and responsibilities overlapping. As a result, a strong network of partnerships between these parties can be bounding, so the implementation efforts will be making work synergistically in accordance with their duties and functions.

A. Media Planning

Media planning by the task force involved all elements both the members and other relevant institutions. Media planning consider all aspects that were expecting substantially affect the implementation of policy. These things concerning the characteristics of the target group, program objectives, applicable rules and regulations, duties and functions involved institution, and the budget availability.

1) Characteristics of Target Groups

The target group of the human trafficking elimination program was the whole society, but the priorities are women and children as the most vulnerable groups. Understanding the characteristics of target group was an important aspect to formulate relevant communications approach. This characteristic was including external conditions affecting the rampant cases of trafficking, such as a high poverty rate, their counterproductive culture, their education, and their marital condition.

Further, the target group in media planning was classifying according to the activities that would be carrying out by the task force. These groups were the students ranging from elementary school to high schools, housewife women, women regular Islamic meetings members, Family Welfare Fostering Group (PKK) members, an administrators group of NGOs, and the recruitment agencies.

2) West Java's Vision and Mission as the program goal

The final goal of the human trafficking eradication policies, including the implementation of the activities was to realize the vision of West Java: Prosperity in all aspect of West Java. While the mission of West Java which related to human trafficking problem is the fifth mission "To exteriorize a solid social life at all levels of society in West Java which cultured characterized by high utilizing of social capital, significant increasing of family resilience, and high diminishing number of social welfare problems". To realize it, a well managing communication approach is needed to increase public awareness in order to prevent the dangers of trafficking as early as possible.

3) Legal Foundation

Media planning in human trafficking eradication implementation was made by considering various rules relevant to the problem. A discussion of the legal aspects was part of National Office of Human Trafficking Task Force duties and responsibilities.

The law that considering to be reference for this media planning program was Presidential Decree 87/2002 about National Budgeting Plan for Children Commercial Sexual Exploitation eradication, a Presidential Decree 88/2002 about national budgeting plan of Women and Children Trafficking elimination, a Presidential Decree 6/2006 about National Budgeting Plan for Worst Forms of Children Job, Government law 6/2006 about victims Cooperation and Recovery, Government Law 9/2008 about Procedures and Integrated Mechanisms Services For trafficking Witnesses and/or Victims, Government Law 5/2006 about Children Protection, West Java Regulation 3/2008 about Victims Prevention and Treatment, and Republic of Indonesia Law Number 21/2007 about Human trafficking Eradication.

4) The main duties and functions of Local Governmental Organizations

Each local governmental organizations as a member of the Task Force against Trafficking has a fundamental duty and function in accordance with the West Java government institutions nomenclature. Its Placement in the Task Force was made by considered their basic tasks and functions. Media planning in human trafficking eradication implementation was also need to consider these things, so that each of the local governmental organizations can also serve as a source that has liable credibility.

5) Budget Availability

In West Java Governor Decree on the Establishment of Anti-Trafficking Task Force clearly stated that any financial implications of the issuance of the decree imposed on the Regional Budget (APBD) of West Java. Budget availability often become a complicated problem and should be discussed considering to finance all activities undertaken a very large cost that the task force needed. On the other hand, the ability of local governments is also limited, and many other development priorities program requires funding from the local government. In this case, the media planning of communications need to consider the size of the budget allocation provided. This is important as a reference to set a rational and accountable budget.

B. Media Uses

In human trafficking eradication implementation program, the target is the people of West Java. Based on the priority scale then determined that focus groups whom targeted for dissemination activities was the most sensitive and susceptible group. In several areas in West Java, the most susceptible group are young women aged 14-18 years old, especially who came from poor families. Considering it, the target group of this program is families with teenager daughter, the schools ranging from elementary school to high school, and a group of Women's Organizations such as PKK, a social group gathering, or Islamic women group. The second layers of target group are manager of the NGOs, manager of recruitment agency, government officials, and community leaders, especially at the community level.

The understanding of most people in several areas in West Java about the problem of trafficking is still limited. They do not know for sure what is human trafficking or how it has occurred. They only know that someone, for example, who work abroad have not been sending money to his/her family in Indonesia, he/she maybe has a problem there. Therefore, the messages of this program are "What is trafficking?", "What is human trafficking?", "How it happen?", "How is the legal proceedings and labour recruitment abroad?", "Trafficking in Gender Perspective", "Trafficking in religion perspective", "Implications trafficking in health (HIV/AIDS)", "Trafficking in cultural perspective", and "trafficking and Prostitution".

After determine the topic, the next steps are arranging the message in the form of presentation and deliver it in attractive language and adapted to the reception capability of each target group. In this way, the message is expected to be well received in order to obtain the optimal results.

Implementation of policy to eliminate trafficking in West Java is doing through various forms of activities and its use a variety of communication media. The communication approach, the use of media, and the form of the activities adapted to the characteristics of the target group. It is also considering the circumstances in the region where the target audience is located.

The forms of undertaken activities included counselling and training. Both forms of activities intended to build awareness, knowledge, and skills of the communities on the prevention of

trafficking and exploitation of women. They also build an information centre for women and children trafficking prevention and treatment. Those activities were selected based on consideration of the need for strengthening the capacity of communities in the fight against trafficking.

Through counselling and training, people are expected to get a fairly comprehensive understanding of what is trafficking, gender, how the trafficking and exploitation occur, who are the perpetrators of trafficking, the push and pull factors of trafficking, and also the action to prevent trafficking. This understanding is important, considering that not all people know about the correct and comprehensive information about trafficking.

Counselling and training was done by using the approach of group communication, which can stimulate and motivate the community as participants to actively participating in the process. Participants were invited to map the area to see how trafficking occurs in the region, as well as the potential in the region that can be used as a medium for the prevention of trafficking. This was done with the consideration that a good socialization process should be doing by looking at the local context and local potentials.

In its implementation, to persuade the audience about the dangers of trafficking, The Task Force created a community/group in the area of each participant. Activities performed by using the potentials that already exist in each area, such as recitals, gathering, community radio, and so forth.

In addition, another approach was using group communication. The Human Trafficking Task Force conducted focus group discussion (FGD). This approach intention was gain another perspective on the phenomenon of human trafficking in order to obtain more comprehensive picture of the trafficking in West Java. Through FGD, the participants whom involved have the opportunity to reveal the hidden information that they might have about trafficking. They have the opportunity to express their understanding and insights about the phenomena that occur in the community. FGD participants are communities or district government officials and managers of NGOs who were concerned with trafficking.

Other communication activities in human trafficking eradication implementation were the deployment of dispersive media such as posters, brochures, flyers, leaflets, and others. This various media are given free of charge to the public, especially the priority target groups. In addition, the dispersive media such as posters pasted at strategic locations such as public schools, boarding schools, or other notice boards.

Implementation was also done using the mass media through radio or newspapers. This activity was conducted to disseminate information about trafficking in its various aspects, which need to be known by the whole society in West Java. In practice, the Task Force against Trafficking in cooperation with several managers of private radio and community radio stations in several areas in West Java. As for the print media, the task force collaborated with local newspapers, such as Pikiran Rakyat, Tribun Jabar, Galamedia, and several local newspapers.

TABLE I MESSAGE TYPES, TARGET AUDIENCES, PROGRAM TYPE AND COMMUNICATION MEDIA

Message Types	Audiences	Program types	Communication Media
The dangerous of human trafficking	All citizen	Information dissemination	Mass media Dispersive Media
Trafficking and Prostitution	Women and family	Training and counselling	Group communication
Trafficking and women	Women	Training and counselling	Group communication
Trafficking and migrant labour	Migrant labour and applicant	Training and counselling	Group communication
Trafficking and religion	Islamic Opinion leader Family	Training and counselling	Group communication

Legal aspect of Trafficking	Indonesian Migrant Labour Agent (PJTKI), NGO, Governmental worker	Training FGD	Group Communication
Prevention of Human Trafficking and the victims treatment	Governmental worker NGO	Training FGD	Group communication
Shelter and Trauma Centre management	Governmental worker NGO	Training FGD	Group communication
Family Education	Family	Training and counselling	Group communication
Society education	NGO Opinion leader Governmental worker	Training FGD	Group communication
Network and coalition to eradicate human trafficking	Governmental worker NGO	Training FGD	Group communication

C. Media Evaluation

Media using evaluation was part of the process in human trafficking eradication media management. In this case, the evaluation was designed to assess or quantify the benefits of an activity. The evaluation has a specific measurement technique. Its results will be considered as a recommendation for later stage actions. Evaluation is about how to use the information and how to establish conclusions about whether the program was effectively implemented. It was also to evaluate a positive or negative impact of the program. The main function of the evaluation is to examine an object or situation to get the right information as the basis for program decision making.

The right information for evaluation was obtained through measurement. Measurement was conducted through scoring or figuring a condition or symptom. In West Java human trafficking eradication program, the evaluation was done through a variety of mechanisms that involve all units in the task force. Reports from each of the elements members of the task force are considered in the evaluation process carried out periodically once a year. On Progress Evaluation was done by conducting it regularly and at any time, through national coordination, plenary coordination, sub task forces coordination, and special case coordination. The task force also conducted direct field monitoring.

To facilitate public monitoring, evaluating and reporting human trafficking, the task force built www.gugustugastrafficking.org. Through this website, public can access the data and information from the online system.

IV. DISCUSSION

Media management in the human trafficking eradication implementation in West Java province must be seen primarily as a public policy and political decision. It is the outcome of representative of public elements deal which considering various aspects.

Media management in the elimination of human trafficking implementation by the Government of West Java Province has been working to integrate the communications planning and management

of communication, which includes communication resources in a comprehensive manner. In addition, efforts to implement the elimination of trafficking policies also consider the characteristics of the people of West Java as the target audience. The commitment of the senior leaders in the Government of West Java Province is an important factor in the early stages of the determination of the media management.

This was in line with the opinion that the policies can be implemented, if the head of organization has a high commitment. He is contributed in determining the organization's policy, operational programs, and individual or organizational activities based on the vision, mission, goals, and objectives of the organization that has been established (Mujadi 2006: 43).

Media management in the implementation of human trafficking eradication policy in West Java conducted by maximizing the function of communication main components: the source, the message and the media. The task force decided the sources who will deliver the information, the messages to be delivered, and the using of media, by considering either the characteristics of the target group or environmental situations and conditions where the target audience live.

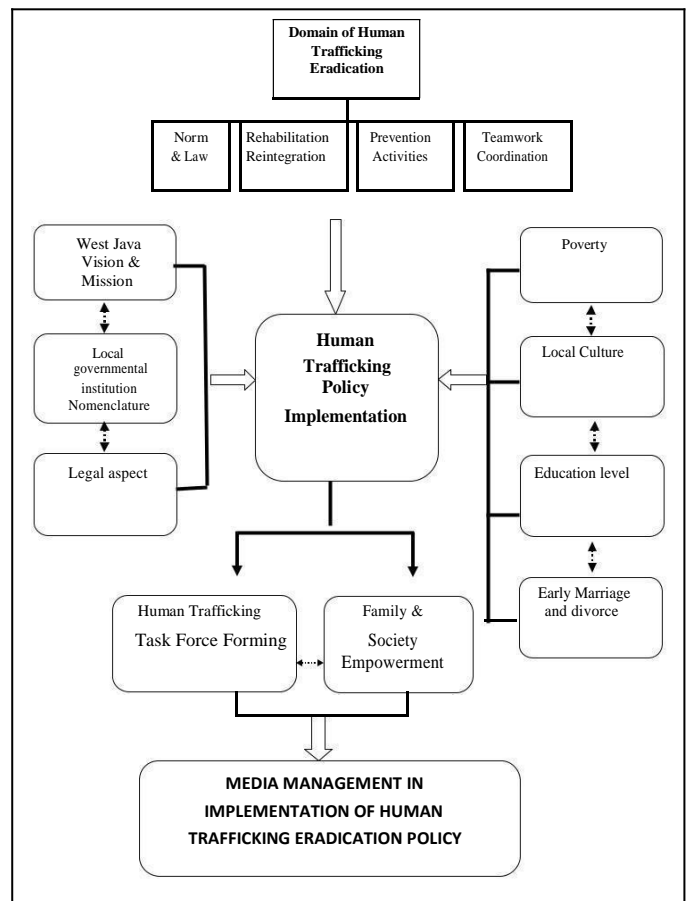


Fig. 1. Media Management Model of Human Trafficking Eradication Implementation Policy in West Java

This model indicates that the source should be able to understand the meaning of the target groups. They have two characteristics, as Bungin (2006: 58) said:

- 1) Subjective. Each person has the capacity to interpret the accepted information based on what he/she felt, believed, and understood. It is also based on the level of their knowledge
- 2) Contextual. It relates with the conditions of time and place. Thus, the socio-cultural context also affected their definition about information they received.

Moreover, in the preparation of messages (information about trafficking), Anti-Trafficking Task Force make a serious effort considering the reception capability of the target group. The effort was in line with the statement from Bovee and Thill about four guidelines for composing written messages:

- 1) The subject and objectives must be clear.
- 2) The information must demonstrate the existence of a relationship between the subject of the message with the goal of delivering a message
- 3) The message grouped and displayed logically
- 4) The entire article should include all important information (Kennedy, 2006: 143).

V. CONCLUSION

In the media planning stages, the beginning step is very important step in order to conduct a systematic and comprehensive

effort in handling trafficking. All elements both the governmental institutions and other relevant institutions involved. Media planning consider all aspects that affected policy implementation substantially. These aspects are the characteristics of the target group, objectives, rules and regulations, duties and functions of each governmental institution, and the availability of budget.

The use of media, the communication approaches, and the form of the activities conducted by considering to the characteristics of the target group, especially the circumstances in the region where the target audience is located. The forms of activities undertaken include counselling and training. Both forms of activities intended to build awareness, knowledge, and skills of the communities to prevent the trafficking and exploitation of women. The anti-trafficking task force also set up and information centre to overcome trafficking of women and children. they selected those activities based on consideration of the need to care for strengthening the capacity of communities in the fight against trafficking. In addition, another group communication approach used is the focus group discussion (FGD). This approach is intended to gain another perspective on the phenomenon of

trafficking in order to obtain more comprehensive understanding about trafficking in West Java. The activities also involved mass media, either radio or newspapers to strengthening and widening the result.

The evaluation of media management in the implementation of human trafficking eradication policy in West Java, is done through a variety of mechanisms that involve all units in the task force. It conducted through internal team meeting which involved only media management team or sometimes involving all units. All governmental institution gave their job report periodically minimum one a year.

The Anti-Trafficking Task Force build www.gugustugastrafficking.org as a media to facilitate the Task Force in monitoring, evaluating and reporting.

All media effort efforts is expected to maximize the prevention of trafficking. To facilitate the team in disseminated the information to target audience or to coordinate the job among the anti-trafficking tea

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