



LICS 2026

Topic: Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children

The Role of Police Intelligence in Preventing the Crime of Human Trafficking (TPPO) of Women and Children

Makhsyar Nooryono

Faculty of Law, Universitas Islam Sultan Agung (UNISSULA) Semarang, Indonesia, E-mail: makhsyarrr24@gmail.com

Abstract. Human trafficking (the crime of human trafficking/TPPO) is a serious transnational crime in Indonesia that disproportionately victims women and children. Although Law Number 21 of 2007 concerning the Eradication of Human Trafficking has been enacted, significant implementation gaps still occur in victim-oriented victim protection. This study examines the role of Police Intelligence under the auspices of the Indonesian National Police (Polri) in preventing human trafficking and protecting women and children. Using normative legal research through legislative, conceptual, and comparative approaches, this study analyzes the legal status, function of Police Intelligence, the role of Police Intelligence in early detection, information gathering, threat analysis, and in providing recommendations in taking steps to prevent human trafficking and violence against women and children.

Keywords: Early Detection; Human Trafficking; Indonesia; Police Intelligence; Prevention; Threat Analysis.

1. Introduction

One of the crimes that has attracted international attention is the Crime of Human Trafficking (TPPO) because it is transnational in nature. The crime of human trafficking (TPPO) is complex and structured, which not only causes harm to individuals, but also threatens social stability, damages the legal order, and erodes the moral values of a nation. Kanurse TPPO continues The modus operandi, the roles of perpetrators, and the types of exploitation are evolving. The human trafficking network is increasingly complex and involves transnational syndicates, including state officials and corporations.

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

Human trafficking is normatively defined as the act of recruiting, transporting, harboring, sending, transferring or receiving a person by means of threats of violence, use of violence, kidnapping, confinement, forgery, fraud, abuse of power or a position of vulnerability, debt bondage or giving payments or benefits, in order to obtain the consent of a person who has control over the other person, whether carried out within the country or between countries, for the purpose of exploitation or resulting in the person being exploited. Human trafficking can only become a criminal act if any action or series of actions fulfills the elements of a criminal act as determined in Law of the Republic of Indonesia Number 21 of 2007 concerning the Eradication of the Crime of Human Trafficking.

The crime of human trafficking (TPPO) is most vulnerable to women and children, especially against sexual exploitation, labor, forced marriage, digital exploitation, and organ trafficking. The crime of human trafficking (TPPO) has now become a national security threat related to human smuggling, money laundering, document forgery, and other transnational crimes, so that in the domestic sphere for regional and national, prevention and response policies require a preemptive, preventive, and repressive approach, by involving the police intelligence function to optimize efforts to detect threats early.

The vulnerability of women and children who fall into human trafficking is inseparable from socio-economic conditions such as poverty, low education, gender inequality, minimal employment opportunities, and the rise of recruitment through social media and digital platforms that are used by perpetrators to offer the lure of work, education, or marriage, but ultimately lead to the exploitation of victims.

Despite Indonesia's various regulations, its handling of human trafficking (TPPO) still tends to be repressive, meaning enforcement is only implemented after the crime has occurred. Early detection-based prevention of human trafficking (TPPO) has not been optimal, resulting in many cases only being uncovered after the victim has been exploited for a long time.

In this context, police intelligence plays a strategic role in investigation, security, mobilization, threat analysis, early detection, and early warning. This function needs to be strengthened with cyber intelligence, OSINT, financial intelligence, and intelligence-led policing to identify recruitment patterns, victim pathways, and perpetrator networks early on.

TIP prevention also requires collaboration with other institutions, such as the Ministry of Immigration and Corrections, the Ministry of Migrant Workers Protection, the Ministry of Women's Empowerment and Child Protection, local governments, victim protection agencies,

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

civil society, and international cooperation. This synergy is crucial for building an effective national early warning system.

Based on this, this study discusses two issues: the position and role of Police Intelligence in preventing the crime of human trafficking (TPPO) against women and children, and a model for strengthening the intelligence function through Intelligence-Led Policing and an Early Warning System. This study aims to analyze the strategic function of intelligence, obstacles to its implementation, and a more preventative, collaborative, and intelligence-based strengthening model.

2. Research Methods

This research is a normative legal research that aims to analyze the role of Police Intelligence in preventing the crime of human trafficking (TPPO) against women and children. The approaches used include a statutory approach, to examine various laws and regulations related to TPPO, the protection of women and children, and the function of Police Intelligence; a conceptual approach, to analyze the concepts of Intelligence-Led Policing, Early Warning System, and victim protection; and a comparative approach, to compare the practice of intelligence-based prevention of Human Trafficking (TPPO) in several countries.

The legal materials used consist of primary legal materials in the form of laws and international legal instruments, secondary legal materials in the form of books, scientific journal articles, and reports from national and international institutions, and tertiary legal materials in the form of legal dictionaries and encyclopedias. All legal materials were collected through library research and analyzed qualitatively using prescriptive-analytical methods to evaluate the effectiveness of existing regulations and formulate a model for strengthening the Police Intelligence function in preventing human trafficking against women and children.

3. Results and Discussion

3.1. The Position and Role of Police Intelligence in Preventing the Crime of Human Trafficking (TPPO) against Women and Children

Police Intelligence is one of the primary functions of the Indonesian National Police, tasked with conducting investigations, securing, and gathering intelligence to provide the basis for leadership decision-making. In the context of eradicating the crime of human trafficking (TPPO), the function of Police Intelligence is not only oriented towards information gathering, but also towards early detection and early warning of potential threats that could develop into criminal acts.

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

The legal and normative authority of Police Intelligence is based on Law of the Republic of Indonesia Number 2 of 2002 concerning the Indonesian National Police and various internal regulations of the National Police concerning the implementation of the Security Intelligence function. This authority legitimizes Police Intelligence to map vulnerable areas, identify perpetrator networks, analyze victim recruitment patterns, and compile intelligence products that form the basis for formulating police operational policies.

The role of police intelligence in practice is becoming increasingly crucial as human trafficking (TPPO) networks employ evolving methods, such as recruitment through social media, abuse of labor placement companies, forged travel documents, and the use of digital financial transactions. These characteristics render a repressive approach through investigation alone inadequate. Therefore, the intelligence function must be positioned as a primary tool in prevention, enabling police officers to identify threats before they occur, enabling them to exploit women and children.

The implementation of the Police Intelligence function still faces various challenges, including limited information exchange across agencies, suboptimal national data integration, and minimal use of intelligence analysis technology. These conditions mean that the strategic information held by each agency cannot yet be fully integrated into an effective early detection system for preventing Human Trafficking (TPPO).

3.2. Implementation of the Police Intelligence Function in Protecting Women and Children from the Threat of Human Trafficking (TPPO)

The implementation of the Police Intelligence function in preventing the crime of human trafficking (TPPO) against women and children is an important part of the national security strategy that is oriented towards crime prevention. Unlike the investigative function, which focuses more on the law enforcement process after a crime has occurred, Police Intelligence plays a role in carrying out early detection, early warning, and threat analysis (threat assessment) of various potential vulnerabilities that can develop into human trafficking crimes. Through this function, Police Intelligence is expected to be able to produce strategic information that serves as the basis for policy-making and operational steps to prevent the exploitation of women and children.

The implementation of the Police Intelligence function in practice is carried out through intelligence investigation activities aimed at identifying patterns, networks, and modus operandi of perpetrators of Human Trafficking (TPPO). Information obtained not only comes from closed sources, but also from open sources such as mass media, social media, job search

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

sites, and various digital platforms that perpetrators often use to recruit victims. The development of information technology has resulted in the recruitment process for victims increasingly being conducted online, utilizing fake identities, fictitious job advertisements, and communication via instant messaging applications. Based on this, the ability of Police Intelligence to utilize Open Source Intelligence (OSINT) is a crucial factor in detecting TIPPO network activity from an early stage.

Police Intelligence, in addition to utilizing Open Source Intelligence (OSINT), also plays a strategic role in mapping vulnerable areas (crime mapping) based on the social, economic, and geographic characteristics of areas with high vulnerability to human trafficking. This mapping enables the National Police to identify victims' areas of origin, distribution routes, departure points for undocumented migrant workers, and locations suspected of sheltering or exploiting victims. This information is then processed into intelligence products that serve as the basis for developing preemptive and preventive measures, including increased patrols, community outreach, and coordination with other functional units.

The implementation of the Police Intelligence function also requires synergy between institutions in the exchange of information. The nature of human trafficking as a transnational crime means that its prevention cannot be carried out sectorally. Police Intelligence needs to establish effective coordination with the Ministry of Immigration and Corrections, the Ministry of Protection of Indonesian Migrant Workers (KP2MI), the Financial Transaction Reports and Analysis Center (PPATK), the Ministry of Women's Empowerment and Child Protection, local governments, and international organizations such as INTERPOL and ASEANAPOL. This data and information exchange is a crucial instrument in identifying perpetrator networks, victim movement patterns, the flow of criminal funds, and the involvement of transnational syndicates.

In reality, the implementation of the Police Intelligence function in preventing the Crime of Human Trafficking (TPPO) still faces various challenges, namely:

- First, the lack of integration of data exchange systems between institutions means that information regarding potential victims, perpetrators, and human trafficking routes is still spread across each institution.
- Second, the development of digital technology exploited by perpetrators moves faster than the adaptive capacity of intelligence systems, so that the early detection process is often carried out too late.

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

- Third, the limited human resources with competencies in cyber intelligence, digital data analysis, and financial intelligence also affect the effectiveness of the implementation of intelligence functions in uncovering increasingly complex human trafficking networks.

From the perspective of protecting women and children, the implementation of the Police Intelligence function should not only be oriented towards uncovering perpetrator networks, but also directed towards identifying individuals or groups at high risk of becoming victims of human trafficking. This approach allows the state to intervene early through education, supervision, assistance, and coordination with relevant agencies before exploitation occurs. Therefore, the Police Intelligence function is no longer understood merely as an instrument supporting law enforcement, but rather as part of a protection system capable of preventing human rights violations against women and children.

Based on this description, the implementation of the Police Intelligence function in preventing the crime of human trafficking (TPPO) still requires strengthening, both in terms of regulations, institutions, technology, and cross-sector coordination. This strengthening is necessary so that Police Intelligence can develop an early detection system that is adaptive to evolving human trafficking modus operandi and provides more effective protection for women and children, the groups most vulnerable to becoming victims.

3.3. Model for Strengthening the Police Intelligence Function in Preventing Human Trafficking (TPPO) Crimes against Women and Children

The increasingly complex modus operandi of human trafficking (TPPO) requires a paradigm shift in the implementation of the police intelligence function. Conventional approaches, which have focused on gathering information after the emergence of indications of crime, are no longer adequate to confront human trafficking networks that utilize digital technology, electronic financial transactions, and cross-border networks. Therefore, a model for strengthening the police intelligence function is needed that is not only focused on information collection but also capable of predicting threats, conducting early detection, and taking rapid and measurable preventive measures.

One relevant model is the implementation of Intelligence-Led Policing (ILP). This concept places intelligence as the primary basis for formulating police operational policies through a continuous process of collecting, processing, analyzing, and disseminating information. In the context of human trafficking, the implementation of ILP enables police intelligence to identify victim recruitment patterns, map high-vulnerability areas, identify relationships between perpetrators, and predict trends in the development of human trafficking networks. Thus,

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

police actions are no longer reactive but are based on a comprehensive analysis of risks and threats.

Strengthening the police intelligence function, in addition to strengthening the ILP (Intelligence and Public Order Agency), also requires the development of an integrated Early Warning System (EWS). This system serves as an early warning mechanism capable of detecting early indicators of human trafficking by utilizing data from various agencies. Information regarding the increase in undocumented migrant worker departures, travel document forgery, recruitment activities through social media, and suspicious financial transactions can be analyzed in an integrated manner to generate predictive intelligence. This system provides law enforcement with the opportunity to intervene before victims are exploited.

Digital transformation also demands strengthening the capacity of police intelligence through the use of information technology. The use of Open Source Intelligence (OSINT), Cyber Intelligence, Financial Intelligence, and Big Data analysis must be an integral part of police intelligence operations. The use of these technologies enables the identification of communication patterns within criminal networks, recruitment activities through digital platforms, and the flow of criminal funds, which have been difficult to detect using conventional methods. With technological support, the intelligence analysis process will be faster, more accurate, and able to provide a comprehensive picture of the development of the human trafficking threat.

Strengthening the Police Intelligence function also requires increased cross-sector coordination through the establishment of an integrated information exchange mechanism. Given that human trafficking is a transnational crime involving multiple actors and across jurisdictions, Police Intelligence must strengthen cooperation with the Ministry of Immigration and Corrections, the Ministry of Protection of Indonesian Migrant Workers (KP2MI), the Financial Transaction Reports and Analysis Center (PPATK), the Ministry of Women's Empowerment and Child Protection, the Ministry of Foreign Affairs, local governments, and international organizations such as INTERPOL and ASEANAPOL. This collaboration will enable rapid and accurate data exchange, enabling more effective identification of perpetrator networks and victim rescue.

In addition to strengthening institutions and technology, improving the quality of human resources within the National Police Intelligence Unit is an equally important factor. Intelligence personnel need to be equipped with competencies in intelligence analysis, digital investigation, information technology proficiency, financial transaction analysis, and an understanding of the protection of women and children as vulnerable groups. Continuous

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

education and training will improve personnel's ability to interpret threat patterns, develop quality intelligence products, and provide strategic recommendations to the National Police leadership.

Based on this description, a model for strengthening the Police Intelligence function in preventing the Crime of Human Trafficking (TPPO) must be built through the integration of four main pillars: strengthening regulations, modernizing intelligence technology, increasing human resource capacity, and cross-sector collaboration. These four pillars need to be supported by the implementation of Intelligence-Led Policing and an Early Warning System as the main instruments in building a prevention system that is adaptive to the development of human trafficking crimes. Through this model, Police Intelligence is expected to be able to transform from a function oriented towards information gathering to an institution capable of producing predictive intelligence to protect women and children from the threat of Human Trafficking.

4. Conclusion

Based on research findings, Police Intelligence plays a strategic role in preventing human trafficking (TPPO) against women and children through investigative, security, and intelligence gathering functions to generate information for decision-making. This role encompasses early detection, early warning, threat analysis, and mapping of human trafficking networks. However, its implementation remains hampered by suboptimal data integration, limited intelligence technology, and suboptimal inter-agency coordination. Strengthening the police intelligence function needs to be done through intelligence-led policing, an early warning system, and the use of OSINT, cyber intelligence, financial intelligence, and big data. Furthermore, regulatory strengthening, human resource capacity building, and integrated information coordination are needed to make human trafficking prevention more adaptive, predictive, and effective in protecting women and children.

5. References

Journals:

Albezreh, Salma, et al. "Multiyear, Multisectoral Training Program in Kenya to Enhance Medical-Legal Processes in Response to Sexual and Gender-Based Violence." *Violence Against Women* 28, no. 9 (2022).

Chambers, R., et al. "Trauma Informed Care: Trafficking Outcomes (TIC TOC Study)." *Journal of Primary Care & Community Health* 13 (2022).

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

Goldstein, Ellen, et al. "Effectiveness of Trauma-Informed Care Implementation in Health Care Settings: Systematic Review of Reviews and Realist Synthesis." *The Permanente Journal* 28, no. 1 (2024).

Hufron, et al. "Legal Protection for Victims of Human Trafficking Crimes." *Journal of Law and Sustainable Development* 11, no. 2 (2023).

Huo, Y., et al. "Barriers and Enablers for the Implementation of Trauma-Informed Care in Healthcare Settings: A Systematic Review." *Implementation Science Communications* 4, no. 1 (2023).

Jain, Juhi, et al. "Creating a Collaborative Trauma-Informed Interdisciplinary Citywide Victim Services Model Focused on Health Care for Survivors of Human Trafficking." *Public Health Reports* 137, no. 5 (2022).

Marthayori, Sonya, et al. "Analysis of the Implementation of Victim Protection Principles in Trafficking in Persons: A Case Study of Supreme Court Decisions of the Republic of Indonesia." *Formosa Journal of Multidisciplinary Research* 4, no. 1 (2025).

Nathania, Lidya, et al. "Legal Protection for Women Victims of Human Trafficking in Indonesia." *International Journal of Research in Business and Social Science* 11, no. 3 (2022).

Ramadhani, Solibah, et al. "Juridical Review of Law No. 21 of 2007 on the Protection and Eradication of Human Trafficking as a Transnational Human Rights Violation in Indonesia." *Sriwijaya Crimen and Legal Studies* 3, no. 1 (2025).

Richie-Zavaleta, A. C., et al. "From Victimization to Restoration: Multi-Disciplinary Collaborative Approaches to Care and Support Victims and Survivors of Human Trafficking." *Journal of Human Trafficking* 6, no. 2 (2020).

Rina Susanti, Jayanti Kurnia, Desi Fuji Lestari, Tindak Pidana Perdagangan Orang (TPPO): Perspektif Hukum Nasional dalam Penegakan Undang-Undang Nomor 21 Tahun 2007, *Jurnal Pengabdian Masyarakat (JPM) Terekam Jejak*, Copyright © 2025 Vol. 2, Num. 1, 2025

van Rooy, Leanne, et al. "Elements of a Care Pathway for Human Trafficking Victims in Emergency Departments: A Mapping Review." *Worldviews on Evidence-Based Nursing* 21, no. 1 (2024).

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

Wirayati, Ayu Nurasyifa, et al. "Strengthening Indonesia's National Police Directorate for Enhanced Protection of Women and Children." *Research Horizon* 1, no. 1 (2025).

Yulianti, Ni Putu Rai, et al. "Legal Protection for Women and Children as Victims of Human Trafficking in Indonesia." *Jurnal Hukum Novelty* 13, no. 1 (2022).

Books:

Clarke, Ronald V., dan John E. Eck. *Crime Analysis for Problem Solvers in 60 Small Steps*. Washington, D.C.: U.S. Department of Justice, 2014.

Ibrahim, Johnny. *Teori dan Metodologi Penelitian Hukum Normatif*. Malang: Bayumedia Publishing, 2006.

Marzuki, Peter Mahmud. *Penelitian Hukum*. Edisi Revisi. Jakarta: Kencana, 2017.

Ratcliffe, Jerry H. *Intelligence-Led Policing*. 2nd ed. London: Routledge, 2016.

Soekanto, Soerjono, dan Sri Mamudji. *Penelitian Hukum Normatif: Suatu Tinjauan Singkat*. Jakarta: RajaGrafindo Persada, 2015.

Yustitia Avela Veda, dkk, 2021, *Panduan Penanganan Tindak Pidana Perdagangan Orang*, Internasional Organization for Migration (IOM),

Regulation:

Republic of Indonesia. Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence.

Republic of Indonesia. Law Number 17 of 2011 concerning State Intelligence.

Republic of Indonesia. Law Number 2 of 2002 concerning the Republic of Indonesia National Police.

Republic of Indonesia. Law Number 21 of 2007 concerning the Eradication of the Crime of Human Trafficking.

Republic of Indonesia. Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection.

Republic of Indonesia. The 1945 Constitution of the Republic of Indonesia.

International Instruments:

The Role of Police Intelligence in...
(Makhsyar Nooryono)



LICS 2026

Topic: *Strengthening Legal Frameworks for Combating Human Trafficking and Enhancing Protection of Women and Children*

International Organization for Migration (IOM). Counter Trafficking Data Report. Geneva: IOM, 2023.

United Nations Office on Drugs and Crime (UNODC). Global Report on Trafficking in Persons 2024. Vienna: UNODC, 2024.

United Nations. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime. New York: United Nations, 2000.