

Cross-Sectoral Governance in Combating Online Gambling: A Stakeholder Theory Perspective

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ABSTRACT

Gambling has become a classic problem in Indonesia, from the early history of independence to the present day. If there is neglect in this condition, it is certain that there will be a negative impact on the general public. This study will use a qualitative method using informants from the perspective of immigration officers. Data collection was carried out using interview methods and documentation in the form of relevant scientific articles. The theory used is the stakeholder theory. The results of the study indicate that cross-sectoral partnerships need to be attempted that must involve Immigration, then there needs to be an evaluation of the online gambling eradication task force policy currently being implemented by the Ministry of Communication and Information, on the other hand there must be involvement of the community and community leaders that need to be considered and interpersonal communication within the family must be prioritized. The limitation of this study is to review the effectiveness of formal legal rules and policies regarding the eradication of online gambling, so that future research can answer the limitations of this study.

INTRODUCTION

Gambling has long been a contested social and legal issues in Indonesia, especially using online facilities (Zurohman et al., 2016). The history of gambling in Indonesia has been going on for quite a long time and Indonesia has experienced pros and cons over the presence of this gambling. Previously, gambling was also legalized in DKI Jakarta during the era of Governor Ali Sadikin (1966-1977), where with Law Number 11 of 1957 Concerning Regional General Taxes and Law Number 22 of 1954 Concerning Lotteries, where in these regulations the region has the right to regulate and manage its own region, with the existence of these two regulations, a special location was created for gambling. This made the community, which initially tended to close itself off, then began to try to exchange luck in gambling and the results of tax collection were used by the DKI Jakarta government to build infrastructure and other public services (Pamungkas, 2019). However, gambling was officially closed again in Indonesia with the legal of Law Number 7 of 1974 Concerning the Regulation of Gambling,

where at that time there were strong protests from various groups, especially young people and religious figures such as the Indonesian Ulema Council, who strongly rejected this gambling (Merdeka.com, 2022).

During President Soeharto's era, Indonesia also experienced another transitional change where since then gambling has become legal throughout Indonesia. Through the Social Rehabilitation Foundation, it changed its name to the Harapan Lottery Business Agency with regulations from the Ministry of Social Affairs through the Decree of the Minister of Social Affairs No. B.A. 5-4-76/169 Concerning the Implementation of the Harapan Lottery and was closed after one year of operation. Then not long after, the Prize Social Contribution Token (TSSB) or with another name, the Prize Social Contribution Coupon (KSSB) was re-established with the regulation of Government Regulation Number 9 of 1981 Concerning the Implementation of Gambling Control. This program was officially implemented after the Minister of Social Affairs previously conducted a study tour to England (Lumaksono, 2014).

In addition, the Indonesian government also issued legal gambling under the name *Porkas* or *Pekan Olah Raga dan Ketangkasan* in 1985 through the Decree of the Minister of Social Affairs Number BSS-10-12 of 1985, where in principle the public guesses the numbers, the winning team, and the losing team, from sports matches broadcasted through RRI (*Radio Republik Indonesia*) at that time. With the assumption that the funding collected from the public is used for sports development through KONI (Indonesian National Sports Committee) including the development of Indonesian sports achievements. shortly after that it became KSOB (Sports Donation Coupon with Prizes) in 1987 and in 1989 KSOB and TSSB were stopped operating throughout Indonesia and replaced with SDSB (Social Donor Donations with Prizes) with legal regulations through the Decree of the Minister of Social Affairs Number 29/BSS of 1987. The total funds collected by *Porkas* itself in 1986-1987 reached 29 billion Rupiah and for KSOB only in 1988 reached 1.2 trillion rupiah. While for SDSB in 1989-1993 only reached 1 trillion rupiah (Nathaniel, 2022).

After operating for a long time in Indonesia, the peak in 1993, gambling was officially abolished from Indonesia, because it caused a lot of losses and chaos in society. In addition, there were many protests by various activists, MUI, religious leaders, even from students, especially in big cities such as Jakarta, Bandung, Surakarta and even Surabaya, the peak was when the Indonesian Minister of Social Affairs, Endang Kusuma Inten Soeweno, revoked the permit from the hidden gambling (Muhid, 2024). After a long time, no longer heard the climate of gambling began to be echoed again and no longer in the form of conventional or like the past. However, gambling this time has camouflaged in the form of online games and tends to be favored by many people (Makarin & Astuti, 2023). The impact of online gambling has again caused unrest in society (Syvertsen et al., 2024), not only the economic impact, even social impacts are disrupted (Rossow et al., 2013). Data from the Ministry of Social Affairs for 2019 there were at least 1,947 divorce cases suspected of being caused by online gambling, then in 2023 there were 1,572 divorce cases from online gambling, besides that another massive impact is data from PPATK (Financial Transaction Reports and Analysis Center) in 2023 there were 197 thousand Indonesian children addicted to online gambling and their status was still

minors, then the report was also strengthened by the existence of 197,054 cases of online injury due to online gambling (Ivani & Widyastuti, 2024).

In addition, transactions from online gambling also benefit several individuals involved in it, according to PPATK in 2024 in the first quarter the accumulated economic turnover reached 600 trillion rupiah, with the number of users reaching 4 million Indonesians with an age range of 30 to 50 years. According to Lewiandy et al., (2024) The absence of regulations regarding online gambling in Indonesia has caused many people to be trapped in deviant behavior and the government as a regulator must take action and mitigate against this online gambling case. This is emphasized in the current Indonesian Law, namely regarding ITE. In particular, strict prohibitions and sanctions have been conveyed in the regulations, especially in articles 27, 45 and 52. However, the complex problems in online gambling often mean that action and prevention, even sanctions, do not deter individuals (Ajidin, 2024; Savolainen et al., 2024).

One of the major developments in this phenomenon is the relocation of gambling operations abroad, particularly to Cambodia. Since 2016-2019, the Cambodian region has been a gambling area supported by its government and protected and is the largest in Southeast Asia (Luo, 2023). Indonesian nationals have been identified not only as players but also as operators and workers in gambling enterprises based in cities such as Sihanoukville. Recruitment often occurs through digital platforms such as Telegram, offering attractive financial incentives. Data from the Indonesian Embassy in Phnom Penh reveal a significant increase in Indonesian arrivals, raising concerns about labor exploitation, fraud, and human trafficking. Even Indonesian citizens become players and bookies who operate not only in Cambodia. (Kompas.id, 2023b). The frequently used operating area is Kompong Dewa Resort & Casino, Sihanoukville (Kompas.id, 2023a).

The ease of internet and wide access makes gambling in Cambodia a strategic location and recruiting new members is also very easy to do just by using the Telegram application media (Budiman et al., 2022), then the gamblers are sure to be interested in working in Cambodia with attractive pay and benefits. At least according to the Indonesian Embassy in Phnom Penh, Cambodia, data from 2022-2023 showed an increase in the number of Indonesian citizens in the country, where previously there were only 75,653 people to 127,178 people, while in 2024 in the first month there were 81,490 arrivals of Indonesian citizens who were suspected of gambling in Cambodia (Muthiariny, 2024). In addition, several facts were found that several Indonesian citizens were not only victims of online gambling, but also victims of fraud, victims of human trafficking, and data from the Indonesian National Police in 2022 showed that at least 5 thousand Indonesian Migrant Workers (PMI) were victims (Tempo.co, 2024).

Based on the above online gambling case that has crossed national borders, of course an internal law enforcement mechanism is needed in Indonesia. Immigration plays an important role in granting authority to people to travel abroad (Pujiastuti et al., 2025), and notice to Indonesian citizens who visit Cambodia or surrounding countries, who are suspected of conducting online gambling. Law enforcement between countries is often hampered by the problem of differences in jurisdiction between countries and always conflicts with state

sovereignty (Hing et al., 2022). Even when gambling becomes a big income for the country like in Macau, the law and officials will not be able to enter and the area for gambling will be designated at a certain point (Eadington & Siu, 2007; Nilsson et al., 2024).

This transnational dimension introduces a governance dilemma. While gambling is prohibited in Indonesia, differences in national jurisdiction and sovereignty limit domestic enforcement beyond territorial borders. In this context, immigration authorities play a strategic preventive role, as they regulate outbound mobility and possess early detection capacity for suspicious migration patterns. The Directorate General of Immigration has implemented preventive measures, including refusal of departure for thousands of prospective workers suspected of engaging in online gambling activities abroad. However, the effectiveness, coordination mechanisms, and stakeholder dynamics surrounding these preventive efforts remain underexplored in academic literature.

To overcome this, immigrants who want to work in Cambodia must of course undergo more intensive checks by immigration officers and if they are proven to have violated the law, the legal authority of the country of origin must be determined (Zhang et al., 2024). Indonesian Immigration has implemented several prevention measures against the departure of job seekers abroad and for the period from January to September 2024, at least 2,474 people were refused departure, especially those bound for Cambodia, Myanmar and Malaysia (Fauziyah, 2024).

Several research from Gooding et al., (2024) that gambling can damage the morals of a nation and is like a poison, it must be eradicated. Also from Banks (2014), who considers gambling to be a crime that needs to be dealt with firmly in a structured manner because it is related to other crimes. As well as research by Wong & Wu (2020), that gambling can be a bad culture for a country of origin because it is a national identity that is inherent and carried over to other countries. However, based on the results of the study, none of them discuss it from the perspective of immigration officers, even though in order to emphasize online gambling in Indonesia, it is carried out massively and enforcement efforts on immigration officer services are very much needed.

To address this gap, the present study adopts Stakeholder Theory as its analytical framework. Traditionally rooted in management and strategic studies, Stakeholder Theory has increasingly been applied in public administration to understand governance networks and collaborative policymaking. In public governance, stakeholders are typically categorized into state actors, civil society, and private sector entities. Mapping stakeholder roles enables assessment of power, legitimacy, urgency, and interdependence in policy implementation. Within this study, stakeholder mapping is utilized to analyze how immigration officers perceive and coordinate with key, primary, and supporting actors in combating online gambling. This study is also one of the novelties because on the one hand it is an issue raised related to the phenomenon of online gambling carried out by Indonesian citizens in Cambodia, and the role of immigration officers in preventing them from coming to the country.

However, in the context of this research which is based on the science of public administration where according to Crosby (1991) that the classification of stakeholders is primary, supporting and key stakeholders. At least in the perspective of governance,

stakeholders themselves are based on the state, civil society, and the economy or private sector. The involvement of these stakeholders is considered to be able to create a collaboration that supports a particular program and policy (Ansell et al., 2020).

In the view of public administration, mapping stakeholders as implementing actors will make it easier to determine power, determine legitimacy, and even the urgency of planning priorities in an organization (Rodriguez Serna et al., 2022). Data from 2023 shows that the existence of stakeholders plays an important role in finding facts and supporting data for the important issues being faced Petkovic et al., (2023). Even with the existence of these stakeholders, it will be easier for an organization to analyze who plays an important role in its urgency, both in the present, the future and even in the past, all of which can be adopted with good advantages and disadvantages (Kujala et al., 2022). Even the relationship between stakeholders can also be analyzed well and can provide answers regarding the existence of these stakeholders (Awa et al., 2024). The actions in this study will emphasize several preventive measures that have been taken, especially in mapping stakeholders to the phenomenon of online gambling problems. The purpose of this study is to measure the level of effectiveness of preventive measures by immigration officers and stakeholder mapping in eradicating online gambling.

METHOD

The research method used in this study is qualitative by prioritizing interviews and documentation studies. A qualitative approach was selected because the primary objective of this study is to understand institutional perspectives, interpret preventive strategies, and analyze stakeholder dynamics from the viewpoint of immigration officers. Since the research seeks to explore processes, perceptions, and governance interactions rather than to test hypotheses statistically, qualitative inquiry is considered the most appropriate methodological approach.

Research Setting and Informants

In addition, interviews were conducted with immigration officers and employees who play a role in prosecuting Indonesian citizens at Immigration agencies as part of the perspective of immigration officers. Interviews were conducted online with purposive sampling and in-depth semi-structured where this technique was used to determine informants who were considered to have information and were valid in carrying out this research. The research informants in this study include the following:

Table 1. Research Informants

No	Name	Old	Jobs
1	BB	27	Immigration Officer
2	RP	29	Officer in Immigration
3	RAD	34	Immigration Officer
4	OPP	24	Immigration Officer
5	C	30	Officer in Immigration

Source: data in processed (2026)

Data Collection

The selection of informants was based on their credibility and professionalism, as well as their competence in the field of immigration. Interviews were conducted from 15-19 October 2024 using online media. The number of informants used is 5 people with details of 3 immigration officers and 2 officers who are in the Immigration Agency and are related to enforcement and prevention, each interview lasted approximately 40-60 minutes and was recorded.

Data Validity and Data Analysis

The data validity technique will employ triangulation between interview results, documentation, and observation. Data analysis in this study is by interactive method, which consists of: data reduction, data display and conclusion drawing and verification. The process was iterative and conducted simultaneously with data collection. Interview transcripts were coded thematically using stakeholder theory categories (primary, supporting, and key stakeholders; power; legitimacy; urgency). Patterns of preventive action and institutional coordination were identified and interpreted within a governance framework.

RESULT AND DISCUSSION

Role of Immigration Officer as Fronline Governance Mechanism

The role of immigration officers in supervision and enforcement in the field is very large, both in granting departure permits or approvals because the correct information has been provided by the passport applicant. This was stated by RAD, here is an interview quote:

"Of course, with us (officers), we grant permits to applicants when they are at the airport or departure terminal and ask for their clarity, their purpose there." (interview on October 15, 2024)

A similar thing was also said by OPP:

"A similar case also happened in Medan, North Sumatra in 2023 where there were 2 people who wanted to leave, our officers in the field thwarted them, the first reason was that they wanted to go on holiday to Singapore. However, checking their cellphones and devices turned out that they were going to Cambodia via Singapore with the lure of a fairly large salary offer." (interview on October 15, 2024).

Prevention of Indonesian citizens who want to go on vacation and visit a country via the airport has also begun to be tightened and asking them to complete supporting evidence such as accommodation, travel guarantors or their clear contacts when they want to leave. This was said by C, here is the quote:

"Our actions certainly cannot be implemented and given to everyone, but we ensure that the service will be provided in a prime manner. Not a few of these individuals argue that it is only for tourism, but when we ask about the purpose of the tour they do not know, of course this raises suspicion. The 2023 case was very phenomenal, where they intended to depart from Medan with the destination of Jakarta then to Makassar, then to Singapore and finally to Vietnam, where after that they traveled overland to

Cambodia, if they passed the immigration check then they would become people smugglers." (interview October 15, 2024).

Our officers in the field must also be smart in seeing the situation of prospective passengers who want to go abroad. Where a short interview to dig up information is also needed and supporting documents for comparison during the interview are also needed. As well as the accuracy of decision making so that suspicion will arise towards Indonesian citizens who do not show honesty. A similar thing was expressed by RP, here is the quote:

"until the period January-September 2024, our colleagues at Soekarno Hatta Airport have thwarted at least 2,400 CPMI people who wanted to go abroad to Cambodia, Malaysia and Myanmar. Their reason was to work, it turned out that after being checked it turned out to be to Cambodia to work in the Online Gambling sector. Of course we will focus more on these 3 destination countries because of the rampant online gambling cases through these 3 countries." (interview October 16, 2024)

Actions and prevention of the departure of Indonesian citizens abroad due to indications of being illegal workers in online gambling must of course be intensified by conducting examinations of these Indonesian citizens, then profiling and a short interview stage for those who want to go abroad. Don't forget, we also see the attention of the public who are currently more concerned about online gambling cases to continue to see the clarity of their departure.

The modus operandi used by Indonesian citizens who want to go abroad is certainly diverse. Starting from tourism, vacations, tours, and so on. This is explained by BB, here is the quote below:

"There are many modes that they use, including vacations, tourism, then some claim to want to visit family. And not a few of them appear convincing when dealing with officers. Kemi and our colleagues are on duty by prioritizing SOP and in accordance with the rules, namely Letter Number: B.704 / KA / PP.03.04 / VII / 2023 concerning the placement of Indonesian Migrant Workers where before departure we check them intensively and check the website if they are really registered PMI." (interview October 19, 2024)

At least from the interview above, the researcher summarizes several important points that are used as references in the supervision and even action against Indonesian citizens by immigration officers who want to go abroad to work but are non-procedural and those who want to go abroad with various modes and practices. Among them is by identifying them during interviews and profiling in accordance with Letter Number: B.704/KA/PP.03.04/VII/2023 concerning the placement service for Indonesian Migrant Workers (PMI) if they are truly legitimate PMI, then proof that they intend to work abroad in the form of a letter or clear information, then checking through the website at SISKOP2MI for those PMI of course they will be registered and registered, then officers in the field can delay them (PMI.ed) when they are not registered and registered with BP2MI (Indonesian Migrant Worker Protection Agency) after coordinating with the agency.

Analytically, this mechanism reflects what stakeholder theory conceptualizes as **primary stakeholder control**, where immigration authorities act as a key regulatory actor

possessing high power and high legitimacy in outbound mobility decisions. Their authority to delay or deny departure positions them as a gatekeeping institution within the governance network.

However, despite the procedural framework, empirical findings reveal practical limitations. Several individuals claiming to be legitimate migrant workers were found to possess incomplete administrative documents or inconsistencies in declared destinations. Others used tourism as a pretext, yet were unable to explain travel details convincingly. Destination camouflage—using countries such as Singapore or Vietnam as transit points before proceeding to Cambodia or Myanmar—demonstrates adaptive evasion strategies by prospective workers.

Immigration officers are one of the national gatekeepers who have the capability to prevent Indonesian citizens from leaving the country when applying for a visa or departure permit. The rampant cases of online gambling mean that the licensing system by immigration officers will certainly not be able to prevent Indonesian citizens from traveling, the need for a data integration system and strict supervision must be carried out as soon as possible. Based on the results of the study, it was found that there were at least several PMI who worked abroad, but it turned out that after checking they did not go to the location mentioned and the administrative documents and permits were incomplete. In addition, there were also Indonesian citizens who argued that they wanted a vacation but did not know the vacation location even though their appearance and arrival were intended for vocational purposes, but this caused tension by the officers. Some of their destination countries to deceive the officers were Singapore and Vietnam, but all of them were camouflage where they only transited at these locations and continued their journey to Cambodia and Myanmar. The two countries will continue to be persuaded by Immigration Officers before they do it. Research by Zarbiyani & Djaja (2023) Indonesian citizens who go abroad are usually job seekers with skill qualifications and some of them rely on their skills to become workers at online gambling companies in Cambodia, some job formations are in the fields of Customer Service marketing, digital marketing and even administration.

In this regard, the authority of the Immigration Office plays a significant role in prevention efforts and in conducting intelligence activities to counteract matters that may be harmful to the public, particularly job seekers (Muhammad et al., 2025). Beside that, Baihaqi, Sabriyartendra, & Salam (2021) Not a few Indonesian citizens who argue that they are on vacation and even these migrant workers are suspected of human trafficking so that it will be difficult to track them when they pass the immigration check. This decision-making is the last role of the Government in deciding whether these Indonesian citizens and migrant workers are approved or not. Of course, immigration officers must be equipped with various competencies for early detection and conducting comprehensive checks, because on duty it is impossible to check and see each Indonesian citizen and migrant worker one by one and of course it will take a lot of time (Capoani et al., 2024). The lack of adequate jobs in the country means that every year there is an increase in departures, so that supervision of these migrant workers and Indonesian citizens is important (Borjas, 2003; Kim et al., 2014).

Checks by looking at competence must also be carried out by immigration officers, for example from Italy where immigration officers will check their citizens who go abroad, especially in terms of competence, when it comes to online gambling, of course they are proficient in the world of technology and this could raise suspicions from officers in the field (Bratti & Conti, 2018). However, researchers see this as a weakness in itself and the checks carried out do not contain systematic procedures and will cause confusion from the officers themselves. Socialization in the community is also an alternative option that can be done by immigration officers in preventing these Indonesian citizens and PMI in their motives for working in online gambling companies, especially in Cambodia and Myanmar (Dwihayuni & Fauzi, 2021).

In addition, researchers also see that there needs to be an integrated system for tracking and checking which must be carried out in a database integrated with immigration, which is a concrete solution that can be implemented (Miftahul & Candra, 2023). And from Aprilion & Murdani (2024) Meeting with Cambodian Immigration is also considered as an alternative solution in solving this Online Gambling problem. Researchers also see that with an integrated system, of course, tracking the departure of Indonesian citizens who are just on vacation or non-procedural PMI can be handled properly. Then there needs to be synchronization and a common perception with Cambodian immigration. Although in practice there are differences in terms of policy in each country, of course this is for the safety of citizens.

Stakeholders Mapping from Immigration Officer Perspective

Stakeholder mapping in handling online gambling cases and preventive measures emphasized to immigration officers can be divided into several sectors, both the law enforcement sector, protection and also international cooperation, of course there are several agencies involved in it, including the local government. This is explained by BB, here is the quote below:

"Specifically, the immigration agency itself already has an enforcement division, namely Inteldakim or intelligence and immigration enforcement which is tasked with international cases, especially by Indonesian citizens and foreign nationals in the country. Inteldakim itself strives for excellent service and enforcement and prevention of various crimes and criminal acts including human trafficking, drugs and even online gambling." (interview on October 15, 2024).

Apart from Immigration officers as deterrents and guards in preventing online gambling, there are also other agencies that are required to provide legal services. Here is an excerpt from an interview with C, below:

"In addition to Immigration, there is also the Police who play a role in taking action against online gambling, especially because there is already the Criminal Procedure Code, then there is Law Number 2 of 2002 concerning the Indonesian Police, and the ITE Law. So synergy is certainly expected in every prevention in the community who are trapped in this online gambling, especially for users or those who are going abroad. Then there is also the Ministry of Foreign Affairs and the Ministry of Communication

and Information (Kominfo) where these two agencies are also required to take action, especially against Indonesian Migrant Workers who are abroad because the control line is no longer the authority of immigration if the matter is abroad, then the Ministry of Foreign Affairs is required to play a role, while Kominfo itself for prevention they use a website or server address that can usually be accessed by all parties, so there needs to be a blocking system and usually this website is in Cambodia and the Philippines." (interview on October 16, 2024).

Of course, multistakeholders in taking action against online gambling cases cannot be carried out only domestically, but must also be carried out abroad. Through supervision from related institutions, of course, it is necessary to map their duties and functions in supervising the PMI. This was conveyed by RP, here is an excerpt from his interview:

"in general, they are our workers who do not know the dangers of online gambling, this illicit business is usually camouflaged with various sectors and BP2MI, I think we must prevent PMI from getting trapped because of the offer of a higher salary in this business." (interview October 15, 2024).

Other data researchers found instructions from the President of the Republic of Indonesia in the form of an online gambling task force (Satgas). With legal regulations, namely Presidential Decree Number 21 of 2024 Concerning the Online Gambling Eradication Task Force, where the Ministry of Communication and Information as the executor and bearer of the task because online gambling is online in nature so that freezing and blocking continue to be carried out, at least the data range for July 2023-July 2024, the termination of website access was 2.6 million online gambling content. Then the infiltration of content handled as many as 23 thousand sites and 22 thousand inserts on educational sites containing online gambling content were successfully blocked. Then the researchers also realized that not only ministerial and institutional agencies played a role in it but there must also be other elements involved. The view from OPP also provides the same information, here is the quote:

"There should also be from local government agencies, either from the Kesbangpol (National Unity and Politics) Service, or directly from the Village and District in socialization in the community, especially for areas with many PMI. This should be their concern." (interview on October 15, 2024).

In the regulation, it is also emphasized in Article 5 where the implementation itself will be chaired by the Coordinating Minister for Political, Legal and Human Rights (Menkopolhukam), then there is a deputy from the Coordinating Minister for Human Development and Culture (Kemenduk), then Kominfo, then there is from the Ministry of Religion (Kemendagri), Prosecutor's Office, Police, Indonesian National Army (TNI), State Intelligence, and Financial Services Authority (OJK). However, researchers highlight the duties of each stakeholder involved in it. There is no clear direction and no operational targets have been issued by this task force. Although Kominfo holds important data on the number of players in Indonesia involved in online gambling of 2.7 million people with 80% being low-income people, PPATK records at least 427 trillion in money circulating in the business.

At the structural level, this composition reflects a **multi-agency enforcement coalition**, indicating high institutional legitimacy and political recognition of online gambling as a

national security and socio-economic issue. However, empirical findings from interviews reveal a critical weakness: the absence of clearly defined operational targets, measurable performance indicators, and specific division of responsibilities among stakeholders.

This task force was formed with its final period in December 2024 and after that there is no possibility of extension and the Task Force will be disbanded due to the transition period of the new President of Indonesia. Of course, the acceleration of tasks and actions against online gambling must be carried out in a structured manner and look for new gaps in this business. Researchers also highlighted the legal inequality given by this task force and more players who have been given strict action and prevention. However, from the side of the bookies and financiers, it has never been mentioned by the Government including this Task Force. Of course, a clear direction and operational targets must be evaluated in the future by the Government if it is serious about this online gambling case.

Online Gambling Cases are certainly a chronic problem today, not a few Indonesian citizens are tempted by the big profits and salary systems and benefits offered to work in this business. Compared to Indonesia, becoming an immigrant in Cambodia is a profitable opportunity. Immigration officers in the interview results mentioned the need for partnerships between ministries and institutions to eradicate online gambling. Partnerships between law enforcement and community involvement are also concrete solutions to suppress the rate of job seekers in this Online Gambling business. Especially the Cambodia region, which has become a base for illegal human trafficking (Syadani et al., 2025). Moreover, this online gambling case cannot be easily tracked because the system is online and continues to camouflage itself in various forms. The interview results showed that partnerships between law enforcement are not only ministries, but also police agencies, the Indonesian National Army (TNI), the Prosecutor's Office, OJK, and even the wider community to prevent their families from being involved in this online gambling business. On the other hand, referring to Presidential Decree Number 21 of 2024 Concerning the Online Gambling Eradication Task Force where it does not include Immigration as a party involved and only a few ministerial and institutional agencies are involved. Of course, this is a mistake where in the Partnership level the researcher sees that not only the government sector plays a role, but there is also the community sector and the private sector also needs to be involved.

Explained partnership from Ansell & Gash (2017) where the government will not be able to eradicate social problems if it does not involve various competent actors in it. The actors in it will be able to contribute because in this partnership a consensus will be formed that has been agreed upon together. Eradicating online gambling will not only have a positive impact on human survival but also provide peace in society. Recruiters must also be responsible for the many people who suffer due to the actions of these individuals (Bakhtiar & Adilah, 2024).

Therefore, there needs to be involvement from the Immigration, on the other hand because immigration is the national gatekeeper and all activities of people who want to go abroad whether to look for work, vacation, or even other activities must go through inspection at Immigration. Researchers also found many assumptions and reasons from these individuals to deceive Immigration officers starting from not taking direct flights to Cambodia, but to

other nearby countries, by including evidence of round-trip flight invoices, hotel bookings and others to make Immigration officers believe (Ristiyanti, 2024). Law enforcement officers will not be able to act if they are already abroad, especially if the country does not have legal diplomatic relations with Indonesia. So, it will harm other people as long as the person concerned cannot be processed by law.

Furthermore, the Task Force's limited tenure—ending in December 2024 due to political transition—introduces institutional discontinuity. Temporary task forces often suffer from short-termism, prioritizing visible actions (e.g., website blocking, player arrests) over structural dismantling of financier and recruiter networks. So, the researcher suggests a revision related to the rules regarding the online gambling task force that has been formed, not only blocking online gambling sites, but also eradicating mafia, perpetrators and even banning some people who are indicated to want to join this online gambling business. The difference in law in Cambodia is also beneficial for these businessmen there, but will harm other parties if not handled properly.

Preventive Action Using Cross-Stakeholders

Preventive actions related to cross-stakeholders in online gambling cases must of course be carried out with high synergy. Immigration, although not part of the online gambling task force, certainly has a very important role in Indonesia. Prevention of PMI is by checking documents, of course it is not enough. Therefore, other steps are also needed. Here are some interviews with informants to support this statement, below:

"It is important to sit together, deliberate between agencies not only Immigration alone, it can be from the Police, Prosecutor's Office, Regional Government, Ministry of Foreign Affairs, Communication and Information, even BP2MI which handles PMI abroad must of course synergize and be in line with what is to be achieved, so that the output that is being sued is clear. Including if we want to be serious, the Manpower Office in the region also plays an important role where they (the community.ed) are definitely looking for work, one of which is through that Office. Or we supervise on Social Media, it can be Instagram, Telegram, even if necessary, go inside so that we can eradicate this online gambling." (interview with C, October 16, 2024).

In addition, it was also reinforced by RAD, where he said that:

"all stakeholders certainly have their respective duties and responsibilities, but if we look at this case, it is certainly very complicated. The use of online media certainly cannot be seen just by looking at them conventionally. There needs to be support and tools that can monitor PMI and Indonesian citizens who want to go abroad." (interview on October 15, 2024).

Similar things were also said by RP, the following is a quote below:

"Immigration if working alone will not be able to, although coordination with BP2MI certainly has support from other parties. Strict punishment for violators and bookies must be enforced and brokers in online gambling must of course be eradicated intensively. Then it also needs greater financial support so that this activity can be carried out." (interview October 15, 2024).

Seeing some of the statements above, of course the researcher can conclude temporarily that preventive measures through cross-stakeholders are very urgent and immediate. Immigration will not be able to carry out intensive preventive measures if there is no support from various stakeholders, both Ministries or Regional Governments and the Government at the smallest unit. Socialization in the community is also very important to carry out even though in reality there is not much socialization about online gambling. The target of the socialization must also be clear and measurable so that families can monitor their relatives abroad and not be caught in the law that burdens them later. Interview results reveal that immigration officers experience operational constraints when acting independently. Preventive decisions at border checkpoints are often reactive and case-based, rather than structurally supported by upstream intelligence, community monitoring, and inter-agency coordination. This institutional isolation reduces the effectiveness of prevention strategies.

Cross-sectoral partnerships are the main key in eradicating online gambling cases, online gambling operators that cannot be easily detected make this case continue to evolve and spread various online gambling sites in various lines. The results of the interview found the inability of immigration to deal with the prevention of online gambling cases. Including having to collaborate with the smallest agencies in the Regional Government which also play an important role in law enforcement and banning those involved in this online gambling business. Argue from Ford & Lyons, (2012), who argue that inter-agency collaboration is essential to ensure security within the regional area (ASEAN).

The role of the Regional Government has also begun to be carried out by the Sragen Regency Government, Central Java, where through the National Unity and Politics Service (Kesbangpol) it implemented the Regional Leadership Coordination Forum (Forkopimda) with socialization in the community and the installation of pamphlets and posters to avoid online gambling (sragenkab.go.id, 2024). Community leaders have also begun to be involved in preventing online gambling cases, where they become role models and are close to the community (Umilawati & Jasman, 2022). Moreover, on the other hand, because many players and users of online gambling are lower class people with low economy, there needs to be socialization at the community level (Gustama et al., 2023).

Apart from that, the role of family guidance is also important, where explained from Nugroho (2017) that strengthening and coaching from the family will be very useful in preventing this online gambling behavior because it will strengthen and remind each other among the family members. An important interpretive dimension emerging from the findings is the role of family supervision. Strengthening family communication and guidance functions as a micro-level governance mechanism. Families can detect early behavioral changes, suspicious employment offers, or deceptive migration plans.

Researchers also hope that there will be persuasive communication to the community who are victims of online gambling, all parties must be able to tightly close access to online gambling without exception (Nasution & Nasution, 2024). The neglect of this online gambling case will certainly be very dangerous and have a negative impact in terms of morality, economy, and can even lead to new levels of crime. The target of the various roles given by these actors will certainly be very effective in preventing the occurrence of this online

gambling case. The public will also know the sources of reliable information and will not be easily influenced by this online gambling and even work in this online gambling sector because it can cause various bad impacts and even be caught in the applicable law.

CONCLUSION

Through this study, it can be concluded that in preventing online gambling cases through the perspective of immigration officers, many choices can be implemented systematically. Researchers found that in the course of avoiding online gambling, it can be implemented by conducting strategic cross-sectoral partnerships that not only include the government but also the community and the private sector. This is also related to the motives of Indonesian citizens and migrant workers who go abroad non-procedurally because the majority are economically, moved to get great benefits from working in the online gambling business sector. Immigration officers will not be able to work without support from various other stakeholders. The existence of a task force (*Satgas*) in 2024 must also be revised because it is only intended to block online gambling sites. The role of Immigration Officers in making decisions for departure certainly needs to be considered in the capabilities that must be involved in this task force. Then preventive actions from various stakeholders can be carried out by involving the Regional Government and even community leaders who are close to the community, bringing up persuasive communication in the family will certainly make a positive contribution to the prosecution and prevention of online gambling. Theoretical implications contribute to the development of public administration scholarship by exploring strategic issues, particularly in regional security and strengthening the understanding of cross-sectoral partnerships. Practical implications provide input and serve as discussion material for immigration authorities in following up on and addressing existing problems.

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