

## Legal Review Of Cooperation Between Indonesia And The Philippines In The Eradication Of Cross-Border Online Gambling

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### ABSTRACT

The development of information technology has brought various positive and negative impacts, one of which is the increase in cross-border online gambling practices, which are difficult to address solely through national legal instruments. Indonesia, as a country governed by the rule of law, faces serious challenges in suppressing online gambling practices, which often involve servers and players operating across borders. This creates new problems for countries that prohibit gambling. Therefore, Indonesia has established international cooperation, particularly with the Philippines, to address cross-border online gambling. This study aims to analyze the forms of international cooperation between Indonesia and the Philippines in enforcing cross-border online justice. The research method used is a normative juridical method with a regulatory and international legal approach. The results indicate that the Indonesia-Philippines extradition treaty, along with cooperation through Interpol and the Mutual Legal Assistance (MLA) mechanism, play a significant role in strengthening efforts to eradicate cross-border online gambling.

## Introduction

The development of information and communication technology in the era of globalization has had a significant impact on various aspects of life, including in the field of law and transnational crime (Muhammad et al., 2024). One of the increasingly worrying phenomena is the rampant practice of cross-border online gambling that not only involves actors from within the country, but also actors operating outside the jurisdiction of Indonesia. The modus operandi of this crime is increasingly complex because it utilizes the sophistication of digital technology, electronic payment systems, and servers spread across various countries, making it difficult for law enforcement officials to take effective action.

Indonesia, as a country with a large number of internet users, is a potential market for online gambling practices. Although the Electronic Information and Transactions Act (UU ITE) and the Criminal Code (KUHP) expressly prohibit gambling, reality shows that various online gambling sites continue to operate with the support of cross-border digital infrastructure. Many of these sites are known to be based overseas, one of which is in the Philippines, which is known as one of the

centers of online gambling service providers in the Southeast Asian region (Valerisella et al., 2025).

In addition, there are incidents where online gambling criminals in Indonesia who fled abroad with the aim of being free and avoiding legal entanglements in Indonesia. Moreover, there are bookmakers from Indonesia who create agents abroad so that they can be accessed freely and without obstacles to the threat of blocking from the Indonesian government so that the site can run properly, including accessible in Indonesia.

This condition requires strong international cooperation, both in the form of bilateral and multilateral agreements, and through international organizations in order to close legal loopholes while strengthening law enforcement mechanisms. In the context of Indonesia and the Philippines, the cooperation between the two countries has a strategic role because the Philippines is one of the countries that also prohibits the online gambling industry as a form of online crime (Gambling Scam) through its national regulations. Meanwhile, Indonesia also prohibits all forms of gambling including online gambling. The conformity of legal regulations related to online gambling creates its own opportunities in efforts to eradicate cross-border online gambling which leads to the opening of a more dynamic international legal dialogue space. Therefore, the study of the cooperation agreement between Indonesia and the Philippines in law enforcement of cross-border online gambling practices is very important. This study not only provides an overview of the effectiveness of the cooperation that has been running, but also highlights aspects of international law,

Comparative studies of countries such as those of the Vietnamese government have frozen hundreds of suspects involved in illegal gambling from China, with at least 380 people being extradited to China with the support of authorities in Vietnam (BBC News Indonesia, 2019). In addition, the Chinese government has also raided or blocked more than 2,260 online betting platforms, 1,160 online betting promotion platforms, and closed around 1,960 illegal payment platforms that can harm the country's economy (Elizabeth, 2024). This comparative study of the country shows that international cooperation, including the extradition of online gamblers, is a promising thing for law enforcement against such cases. Such studies show that Indonesia can also do the same thing, especially with neighboring countries such as the Philippines through bilateral agreements in eradicating perpetrators and online gambling sites.

The urgency of online gambling in Indonesia is mostly operating from abroad, especially from the Philippines which is known from one of the online gambling hubs in Asia through the Philippine Offshore Gambling Operators (POGOs). These sites target Indonesian people, take advantage of jurisdictional gaps and digital technologies, causing economic, social, and moral losses, and are difficult to address with national law alone. The limitations of Indonesia's national jurisdiction prohibit gambling of any kind, but it is difficult for law enforcement to eradicate it because the main perpetrators are abroad, so bilateral cooperation is needed. In this case, Indonesia cannot maximally block, prosecute, or extradition perpetrators, so Indonesia and the Philippines made a bilateral agreement to eradicate online gambling and prisoner exchanges.

The existence of bilateral agreements in this case provides influence and opportunities for both countries to eradicate online gambling through the extradition of perpetrators. Indonesia and the Philippines strengthen legal cooperation, discuss prisoner repatriation and cross-border online

gambling. The governments of Indonesia and the Philippines have shown a strong commitment to strengthening bilateral relations, especially in the fields of law and humanitarianism. These crimes require serious and coordinated handling from both countries. This commitment is in line with Indonesia's efforts to maintain public safety and order from the negative impact of these crimes, Indonesia expressly supports the Philippines' decision to stop the operation of the Philippine Offshore Gambling Operators (POGO) from December 2024 (Planet merdeka, 2025). This support reflects Indonesia in eradicating all forms of gambling, especially online gambling that is mushrooming. This move is expected to create a safer environment and free from destructive illegal practices. Therefore, the purpose of this study is to find out how the law regulates cross-border gambling in Indonesia and how the form of agreements between countries is one of the important instruments in enforcing the law and increasing cooperation through the eradication of cross-border online gambling actors. In this case, the study of Indonesia and the Philippines through their bilateral agreements. Thus, this research is expected to be able to make an academic and practical contribution in efforts to counter transnational crimes that are increasingly developing in the digital era.

A number of previous studies on online gambling in Indonesia have generally focused on Aspects of national law, such as the effectiveness of the implementation of the Criminal Code, the ITE Law, and the government's site blocking policy (Fadhli, 2024; Wirawan & Wahyudi, 2022). Other studies highlight Characteristics of Online Gambling as a Cybercrime and its impact on the economy and social order, or examine The Role of Law Enforcement Officers In the context of domestic criminal law enforcement (Caless, 2014; Judijanto & Nugroho, 2025; Rahman Najwa, 2024; Wall, 2024). In addition, several comparative studies also discuss international cooperation in handling transnational crime, but they are still general and do not specifically review bilateral mechanisms in the context of online gambling (Bentara et al., 2025; Boister, 2018; Denny Simanjuntak, 2024; Suhartanto, 2023; Yuwono et al., 2021).

In contrast to these studies, this study places Indonesia-Philippines bilateral cooperation as the main focus of the analysis. The theory of legal certainty is the main basis of this research, considering that the agreement between the two countries in punishing perpetrators of transnational crimes is a form of clarity of legal norms, consistency of application, and predictability in handling transnational crimes. The theory of legal certainty according to Gustav Rdbbruch requires rules that are clear, non-contradictory, and can be implemented effectively (Borowski, 2024). In practice, bilateral agreements between Indonesia and the Philippines to eradicate online gambling should provide certainty regarding jurisdiction, extradition mechanisms, mutual legal assistance (MLA), and cross-border investigation and prosecution procedures. Legal certainty also demands harmonization between the national laws of the two countries with the provisions of international agreements that have been agreed, so that there are no gaps or overlaps in laws that can be used by perpetrators of online gambling crimes to avoid law enforcement. Thus, this international cooperation must ensure that every law enforcement action has a strong legal basis, definite procedures, and is predictable by all parties, both law enforcement officials and the public, to create an optimal deterrent effect and legal protection.

## Methods

The research method used in this study is normative juridical, which is a legal research method in analyzing and understanding various legal regulations related to problems, such as the Criminal Code, Law Number 1 of 2024 concerning Information and Electronic Transactions, Law Number 1 of 2023 concerning the Criminal Code (KUHP), and includes existing international law such as various regulations or provisions in various international law conventions. The normative research method only focuses on legal studies that are normative in nature (Laela et al., 2020), namely regulations or provisions related to research, legal documents, and other legal literature. Therefore, in conducting this research, a descriptive approach is also used in presenting data and conducting analysis. This research also obtained data through literature studies that were examined from various literature sources or studies in the form of articles, journals, books, and various other written information that aims to strengthen the data in describing the arguments in this study. The approach used in this study is an approach in the form of laws and regulations (statute Approach) by examining regulations or regulations related to the problems being discussed, such as regulations or principles adopted by the Philippines as one of the centers of the online gambling industry implementing regulations and bilateral agreements with Indonesia in the form of law enforcement.

## Results and Discussion

### Legal Regulations for Cross-Border Online Gambling in Indonesia

The definition of online gambling has developed with the gambling model that is still carried out with conventional media, namely directly or offline. Unlike today, entering the era of digital transformation, gambling acts are carried out with various modus operandi, either in the form of content or gaming. This is known as online gambling or title. Online gambling can be interpreted as gambling as a result of the development of modern technology, online-based gambling or gambling that can be done online through sites accessed to play online gambling.

As one of the activities carried out online where it can cross the boundaries of space and time, as well as pseudo-boundaries, so that online gambling can also be done or accessed across countries. Its existence as an online server makes online gambling the only systemic gambling crime compared to conventional gambling in general (Wirawan & Wahyudi, 2022). Online gambling servers located in other countries such as the Philippines, Cambodia, and various other countries make this gambling crime quite difficult to eradicate, including in law enforcement.

Therefore, in the context of law enforcement, including eradicating online gambling, various 'extra' efforts are needed considering its nature and existence that cross the boundaries of space, pseudo, and state. These 'extra' efforts can be made in various ways, including by conducting international cooperation to eradicate cross-border online gambling. It is this pseudo-nature that makes online gambling in its law enforcement require international cooperation. It is recorded that as many as 2.1 million online gambling sites that have been restricted by the Indonesian government are mostly foreign online gambling sites. In addition to being a criminal act, online gambling has also harmed the country's economy. The state noted that throughout 2024 losses on online gambling have reached Rp. 600 trillion with a total of 32.2 million players, and as many as 3.2 million players playing above a nominal amount of Rp. 100,000 (PPATK, 2024). Therefore, in eradicating online gambling,

the Indonesian government is required not only to eradicate online gambling perpetrators, but also to eradicate existing sites.

Law enforcement against online gambling crimes is not specifically mentioned in the provisions of laws and regulations in Indonesia. However, the rules or elements that are part of gambling in online gambling have been expressly prohibited. This can be seen in several provisions of the Criminal Code Article 303 which regulates all forms of gambling crimes in general, where this provision can also still be applied to online gambling. Furthermore, Article of the ITE Law as the last amendment which became Law Number 1 of 2024 concerning Information and Electronic Transactions as stated in Article 27 Paragraph (2) which states that it prohibits everyone deliberately without the right to distribute, transmit, which makes gambling content accessible, which in this case includes online gambling sites. Then Article 45 Paragraph 2 also regulates the criminal threat of violators with a maximum prison sentence of 6 years or a fine of Rp. 1 billion.

From the provisions mentioned above, the gambling element contained in online gambling makes online gambling a form of criminal act in Indonesia. This can happen because all forms of gambling as stipulated in Article 303 of the Criminal Code, including online gambling, are a criminal offense. Online gambling and conventional gambling are generally the same unit, namely both are loaded with gambling. The thing that distinguishes the two is the place where the gambling is carried out as for online gambling is carried out online (in the network) while conventional gambling is generally carried out directly between players and bookies.

Further provisions in regulating online gambling in Indonesia are the birth of a new Criminal Code, namely in Article 426 and Article 427 of Law Number 1 of 2023 concerning the Criminal Code (KUHP) which will only take effect in 2026 or take effect after 3 years of promulgation. Article 426 jo. Article 79 paragraph (1) states that it is punishable by imprisonment for a maximum of 9 years or a maximum fine of category VI, (i.e. Rp 2 billion).

- a. Any person without permission offers or gives the opportunity to gamble and make it a livelihood or participate in a gambling enterprise;
- b. Offer or provide opportunities to the public to gamble or participate in gambling companies, regardless of whether there is a condition or procedure that must be met in order to use such opportunities; or
- c. Making participating in gambling as a livelihood.

In paragraph 2 of this article, it is stated that if the criminal act as intended in paragraph (1) is committed in the course of carrying out the profession, an additional penalty may be imposed in the form of revocation of rights as intended in Article 86 letter f. Article 427 jo. Article 79 paragraph (1) also states that every person who uses the opportunity to play gambling held without a permit is sentenced to a maximum of 3 years in prison or a maximum fine of category III (i.e. Rp50 million).

In relation to online gambling that is carried out without cross-border borders, the legal principle that can be imposed to ensnare the perpetrator is the territorial principle, in accordance with Article 2 of the Criminal Code and Article 4 of Law Number 1 of 2023 concerning the Criminal Code where Indonesian criminal law applies to every criminal act committed in the jurisdiction of

Indonesia, regardless of the nationality of the perpetrator. So that in the context of judol carried out by Indonesian citizens in the territory of Indonesian jurisdiction, even if using servers from abroad, it is still considered a criminal offense, as stipulated in Article 427 of the new Criminal Code, which regulates sanctions for anyone who uses the opportunity to gamble, either in person or online, without permission from the competent authorities (Kasim & Kunci, 2020).

In addition, another approach that can be used is the application of the principle of nationality, both active and passive nationality. The principle of active nationality stipulates that Indonesian criminal law applies to Indonesian citizens who commit criminal acts abroad, provided that the criminal act is recognized as a violation of the law by the country where the violation occurred. Meanwhile, the principle of passive nationality gives Indonesia jurisdiction to ensnare perpetrators of criminal acts that harm the interests of the state or its citizens, even if the criminal acts are committed abroad. In the context of titles, the application of this principle can provide a stronger legal basis to ensnare perpetrators who use online gambling services from abroad, provided that the losses incurred can be legally proven (Rahmat Al-Fattah Husain, 2024).

In the context of criminal procedure law in Indonesia itself, online gambling perpetrators who have the status of citizens can still prosecute these foreign perpetrators as per the principle of active nationality as regulated in Article 5 of the Criminal Code (old law) and Article 8 of Law Number 1 of 2023 (new Criminal Code). The use of these penal principles aims to make it easier to punish Indonesian citizens who commit crimes abroad, as well as a criminal act that is detrimental to or related to Indonesia abroad (Rizki Nurdiansyah et al., 2024). Online gambling operators often place their servers in jurisdictions that have lax gambling regulations or in countries known as "tax havens" or "online scam havens" such as Cambodia, Myanmar, Thailand, Malta, Gibraltar, including in this case the Philippines (Interpol, 2025). Such conditions make law enforcement through effective international cooperation needed.

Although the national legal framework has provided a clear normative basis, the findings of this study suggest that such legal certainty faces limitations when dealing with the cross-border character of online gambling. The findings of this study show that cross-border online gambling countermeasures cannot rely solely on national legal arrangements, but rather require expanded legal certainty through international cooperation mechanisms. In the perspective of Gustav Radbruch's theory of legal certainty, law must meet three main elements, namely justice, utility, and legal certainty, with legal certainty as the minimum prerequisite for law to be effectively implemented. Legal certainty requires rules that are clear, consistent, non-contradictory, and predictable in their application.

### **Forms of International Cooperation in the Eradication of Cross-Border Online Gambling in Indonesia (Review of the Agreement between Indonesia and the Philippines)**

The transnational characteristics of online gambling create unique challenges in law enforcement. This can happen because transnational crimes have limitations in law enforcement. Jurisdictional differences often make it a challenge for the state in enforcing the law. This makes international cooperation both bilaterally and multilateral, especially in ensnaring perpetrators (Sri

[Nur Damayana & Muh Anugrah Kurniawan Amir, 2024](#)). This is mutualized to facilitate a country's access to arrest, extradition, or prosecute perpetrators, both citizens of other countries and immigrants who harm the prosecuting country, as well as the prosecuting country's own citizens in making it easier to make arrests or extraditions.

This international cooperation is carried out based on the agreement between Indonesia and the Philippines to eradicate cross-border online gambling, although in Indonesia and the Philippines online gambling is not illegal, there are still a lot of online gambling networks and sites roaming around. Through a Memorandum of Understanding (MoU) as the first step before the birth of a final and binding agreement. The MoU acts as a Pre-Contractual Document that states the initial intention or agreement between the parties before it is stated in the form of an official contract ([Dadi Mashuri Makmur et al., 2023](#)). This document is often a transitional means to agree on basic principles that will be used as a prelude to further negotiations, the MoU serves as a preliminary agreement that provides the first step to proceed to a more detailed and formal contractual stage. Although Indonesia and the Philippines have not entered into an agreement (MoU), Indonesia and the Philippines have discussed the eradication of online gambling. Indonesia has blocked access from the Philippines to online gambling sites by Indonesia. Through the ministry of communication and information, it issued instructions to network service providers Network Access Provider (NAP) of The Philippines to cut off internet channels originating from the Philippines (especially Davao) that are suspected of accessing online gambling ([Ahmad Febi Rozaki, 2024](#)).

Although there has been no specific bilateral agreement on the eradication of online gambling, this progressive step can also be seen from an important meeting between the coordinating minister for Law, Human Rights, Immigration and Corrections (Coordinating Minister for Law and Human Rights) of the Republic of Indonesia Yusril Ihza Mahendra and the Philippine justice minister Jesus Crispin Remulla ([Fajri, 2025](#)). The discussion not only discussed online gambling networks, but also discussed the eradication of cross-border narcotics and human trafficking. This shows the broad scope of the partnership that the two countries are building. Strengthening Mutual Legal Assistance (MLA) cooperation is the main focus in efforts to eradicate transnational crime. According to Yusril, a new Memorandum of Understanding (MoU) is proposed to accelerate the process of mutual legal assistance. Regular technical dialogue between law enforcement and intelligence exchange is also considered crucial for the effectiveness of cooperation. The issue of cross-border narcotics, online gambling networks, and human trafficking is a priority on the discussion agenda. the establishment of an MoU between Indonesia and the Philippines related to the issue of cross-border online gambling, which will then strengthen international cooperation in law enforcement and cybercrime supervision. In addition, this also aims to increase law enforcement cooperation to law enforcement coordination between Indonesia and the Philippines in eradicating cross-border online gambling, preventing and suppressing transnational crime because online gambling often involves servers, perpetrators, and the flow of funds in both countries, so cooperation is treated so that the enforcement is effective which facilitates the exchange of information and data for both countries in the Various information about the networks, actors, and platforms used in online gambling.

The arrest of Indonesian citizens who work as online gambling operators in the Philippines,

through a police operation in the Philippines arrested 569 Indonesian citizens who work as online gambling operators in the Philippines shows how important cross-border law enforcement is through an agreement or bilateral cooperation between the two countries such as through an MoU. With this step, the Philippines has taken serious steps towards the eradication of online gambling, including the prohibition or closure and cancellation of Philippine Offshore Gaming Operators (POGO) licenses (TribataNews, 2024). This could reduce a large part of the base of online gambling operations in the Philippines and condemn the agencies in the Philippines to stop cross-border online gambling. The extradition treaty between Indonesia and the Philippines (1976) which was ratified in Indonesia through Law Number 10 of 1976 related to the extradition of criminal offenders. In relation to online gambling cases, the alleged behavior is a criminal offense that is recognized and punished in both (dual criminality principle), meets the requirements of criminal threats or delicacies, and is not subject to exceptions. This agreement adopts the Principle of Double Criminality, namely the crime requested must be a crime according to Indonesian and Philippine law (Ikhya Apriansyah et al., 2024). In many cases such as the case of the W88 online gambling site which was arrested in the Philippines with fugitive HS who is an Indonesian citizen has been arrested in the Bataan area, Philippines, by the local police on October 31, 2024. HS's role at the online gambling site is as a special regional manager for Indonesia, who collects and receives deposit and withdrawal accounts sent by several other suspects (Hendrik Simorangkir, 2024). The governments of Indonesia and the Philippines agreed to transfer prisoners. In the agreement, the Government of Indonesia will repatriate Hector Aldean Pantollana (HAP) who is a fugitive in a casino operation and scamming case, and exchange it with Indonesian prisoners in the Philippines related to the online gambling case, namely Handoyo Salman (HS) (Harahap, 2024).

In this case, Indonesia's advantage in conducting bilateral agreements with the Philippines is to make it easier to enforce the law for perpetrators of online gambling crimes who are fleeing or operating abroad. With the bilateral agreement between the two countries in eradicating the same crime, it is very important that the perpetrator cannot escape the law just because he is abroad or in the jurisdiction of a country (Yuwono et al., 2021). This can provide legal certainty and fairness for both countries. The agreement helps ensure legal certainty, both for victims and for the country requesting extradition, as the procedures and conditions are clearly defined. The existence of a preventive or deterrence effect with the threat that perpetrators cannot be free because they have fled to other countries can expand the reach of law enforcement against transnational crimes that further corner the perpetrators.

Some crimes are transnational such as narcotics, corruption, online gambling, money laundering, terrorism, cybercrime, and so on which are also affirmed through bilateral agreements by imposing extradition. Therefore, extradition is an important instrument so that it can be carried out even if the perpetrator is in a foreign location, and facilitates the return of state assets or the return of state losses due to online gambling crimes which often involve state assets or finances flowing abroad. Extradition opens up the possibility of repatriating perpetrators and facilitating the return of assets to the state, strengthening international cooperation and the country's image by having an extradition treaty. Indonesia has shown a commitment to international law such as UNCTOC, combating transnational crimes, thereby strengthening international credibility and reputation,

accelerating the legal process (investigation, prosecution, and trial) because extradition procedures have been agreed, extradition requests can run faster and are not trapped in negotiations or legal uncertainty between countries where there is no agreement.

The establishment of a Memorandum of Understanding (MoU) was also carried out with the aim of making it easier for both countries to facilitate access to all online gambling sites of the two countries. So that it makes it easier to block the site and also makes it easier to track with the aim of limiting or blocking suspicious accounts that contain the value of gambling transactions from a nominal number of other countries. The existence of the MoU makes it easier for both Indonesia and the Philippines to access all forms of suspicious cross-border trade transactions. This aims to facilitate returns and close access for online gambling actors who are detrimental to the state's finances. Therefore, it should be both between Indonesia and the Philippines and between Indonesia and other countries in conducting bilateral agreements, especially in the formation of an MoU to limit access to cross-border financial transactions to suspicious accounts in order to enrich the form of law enforcement against online gambling crimes that are also detrimental to the country's finances. Forms of cooperation that can be done by States in handling cross-border online gambling:

1. enforcement through Mutual Legal Assistance (MLA).

MLA is a law enforcement mechanism both nationally and internationally that is carried out in the form of legal assistance that is carried out in a reciprocal manner. With this mechanism, law enforcement not only moves in one direction but rather strengthens and simplifies the law enforcement process (Reynaldo, 2025). For international cooperation, this system is a system of formal cooperation between countries to collect and exchange evidence and information to assist in the investigation, prosecution, and trial of criminal cases, especially transnational crimes such as online gambling (gambling scam). With this mechanism, law enforcement officials in Indonesia not only move on their own, but can also ask for assistance from countries that have been cooperative (MLA) to track, confiscate and take action against transnational online gambling perpetrators. This system is usually carried out bilaterally because it is a relationship between the two countries. This is so that in addition to assisting in the legal process, it can also help in extradition of online gambling perpetrators who are citizens of the country concerned. This is one of the steps and opportunities for a country to follow up on online gambling cases.

Enter into an extradition agreement.

Regarding Indonesia, as in accordance with the Law of the Republic of Indonesia Number 1 of 1979 concerning Extradition, Indonesia itself already has extradition agreements with countries such as Malaysia, the Philippines, Singapore, and Australia. This process is the official surrender of a person suspected or convicted of a crime by one country to another country requesting the surrender for the purpose of prosecution or execution of punishment. In addition, extradition also contains an agreement to request perpetrators of criminal acts, including online gambling that is detrimental to Indonesia in countries that are the perpetrators of the extradition agreement, to be handed back to Indonesia for legal proceedings in accordance with the provisions applicable in Indonesia. This process uses reciprocal agreements between countries carried out bilaterally and multilaterally which aim to ensure that criminals who flee abroad can still be held accountable for their actions in

Indonesia, as well as enforce the law at the international level (Amriya Mathovani, 2022).

#### Enforcement through Interpol.

Interpol is an international criminal police organization that operates globally to assist in cross-border police cooperation. Interpol's own work pattern and objectives are to fight international crime. Cross-country, or transnational, makes cross-border law enforcement carried out through Interpol (Chandra et al., 2025). Online gambling scam is a form of transtransactional crime that crosses national borders and is carried out online and well organized in a network or internet system. In many countries, online gambling is a form of criminal offense because it is often used as a place for online scams. The use of Interpol as a form of law enforcement is inseparable from transnational crimes. The limited jurisdiction of law enforcement in a country makes Interpol have an important role in handling such cases. Regarding Indonesia, the applicability of Interpol in handling cross-border criminal cases and criminal cases for the Indonesian national legal system can be reviewed from various regulations that have been made and ratified by Indonesia such as the Extradition Treaty and Mutual Legal Assistance in Criminal Matters (MLA) which has been ratified by Indonesia through Law Number 1 of 2006 concerning Mutual Assistance in Criminal Matters, and Indonesia has ratified the United Nations Convention Against Transnational Organized Crime (UNTOC) which was adopted in Law number 5 of 2009, which is a convention in the United Nations related to the enforcement of transnational crime laws. The regulations that have been adopted by Indonesia show that Indonesia is serious in enforcing the law against non-criminals, including cross-border online gambling.

Law enforcement against cross-border crimes also requires cross-border legal assistance. This can happen due to the limited jurisdiction owned by Indonesia. Therefore, to facilitate law enforcement against a transnational criminal act, Indonesia needs various bilateral and multilateral regulations in expanding its law enforcement jurisdiction. As a result, Indonesia can easily extradite or impose appropriate punishment and resolve the cross-border crime with the juridical provisions applicable in Indonesia.

Therefore, the results of this study confirm that legal certainty in dealing with cross-border online gambling is not only determined by the completeness of national legal norms, but also by the extent to which the country is able to build and implement consistent international cooperation. Within the framework of Gustav Radbruch's theory, the bilateral cooperation between Indonesia and the Philippines represents an effort to balance legal certainty and legal utility, where law is not only normatively certain, but also functional in answering the reality of transnational crime in the digital age.

#### Conclusion

This study shows that cross-border online gambling prevention cannot rely only on national legal instruments, but requires strengthening international cooperation as a main prerequisite for the effectiveness of law enforcement. Within the framework of Gustav Radbruch's theory of legal certainty, the existence of national criminal law norms has indeed provided a normative basis for certainty, but this certainty becomes not optimal when dealing with the character of crimes that go beyond the limits of state jurisdiction. The findings of the study confirm that Indonesia-Philippines

bilateral cooperation, through extradition mechanisms, Mutual Legal Assistance (MLA), and law enforcement coordination, plays an important role in restoring legal certainty, preventing jurisdictional vacancies, and strengthening the preventive and repressive functions of law against cross-border online gambling practices.

This research has several limitations that need to be observed. First, this study still focuses on normative and institutional analysis, so it does not fully describe the dynamics of the implementation of bilateral cooperation at the operational level. Second, the scope of research is limited to Indonesia-Philippines bilateral relations, so it has not compared the effectiveness of cooperation with other countries that are also the basis of online gambling operations. Third, the limitation of empirical data related to cross-border law enforcement practices limits the deepening of the analysis of the technical and political obstacles faced by law enforcement officials. Based on these limitations, further research is recommended to develop an empirical approach involving in-depth interviews with law enforcement officials and related stakeholders. In addition, comparative studies with other countries in the Southeast Asian region will enrich understanding of the variety of international cooperation models in dealing with online gambling. Future research can also integrate technology and digital finance perspectives to analyze the role of cross-border fund flows in strengthening or weakening legal certainty in the era of transnational cybercrime.

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