

UDC 331

**STAKEHOLDER ANALYSIS ON THE IMPLEMENTATION OF FAMILY  
DEVELOPMENT PROGRAM FOR INDONESIAN MIGRANT WORKERS  
USING SOFT SYSTEM METHODOLOGY**

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**ABSTRACT**

This study was administered to analyze stakeholders' attitudes and commitment regarding the implementation of *Program Bina Keluarga Tenaga Kerja Indonesia* or Family Development Program for Indonesian Migrant Workers (IMW). Many stakeholders of this program quit at the preparation stage which caused the program to fail. The Family Development program for Indonesian Workers (TKI) was designed to enhance family resilience and welfare. Malang District is one of regions with the highest number of workers in East Java. The families of Indonesian International Workers often experienced complex problems. This qualitative study was conducted using a soft system methodology (SSM). The results of this study showed that stakeholders had inadequate commitment to support the success of the program. Based on the results of this study, a conceptual model has been designed to enhance stakeholders' attitudes and commitment in order to support the implementation of the program.

**KEY WORDS**

Policy implementation, stakeholder analysis, SSM.

East Java Province in 2016 sent 43,135 Indonesian Migrant Workers which number increased in 2017 by 20,363 workers to 63,498. High population growth rate will directly affect the development of the workforce and employment opportunities. There are various interconnected factors encouraging the community to work outside Indonesia.

The families of migrant workers often face many challenges. A study done by *IMWs' Families Development Program*, Ministry of Women Empowerment and Child Protection in 2009, there are some aspects that must be taken into serious account. Seen from the economic point of view, migrant workers had to work abroad to fulfil consumptive needs of their families. Meanwhile, from the resilience and welfare of migrant workers' families, the divorce rate keeps increasing. The divorce rate in Malang District has been mostly dominated by migrant worker families. The development of workers' children who have to live away from their parents is also quite affected.

Regarding the aforementioned problems, stakeholders' commitment in the implementation of the family development program is required. Hogwood and Gunn (1986) have categorized policy implementation failures into two; non-implementation and unsuccessful implementation. In fact, most program implementations stop at the preparation stage. This problem is worth researching to identify some complex problems, especially regarding matters related to stakeholders' attitudes and commitment.

**LITERATURE REVIEW**

Public policy is a study that seeks for reasons behind government's actions and the consequences of these actions are (Parson, 2014). In addition, public policy is a way to

achieve common goals as people aspire (Nugroho, 2014). The implementation stage of a policy is the key stage in which stakeholders and organizations employ the systems and methods to achieve the goals (Khan and Khandaker, 2016)

Edward (1980), Hogwood and Gunn (1978; 1986), Grindle (1980), Puspawati (2019) highlighted the importance of communication in policy implementation. Communication process enables the delivery of policy information from policy makers to policy implementers with the aim that policy actors can understand policies, objectives, directions, target groups, allowing them to prepare any necessities to make the implementation effectively conducted.

Hogwood and Gunn (1978, 1986), Mazmanian and Sabatier (1981) believed that the implementation of the a program requires adequate time and resources. Changes in the resources and attitudes of community groups in different regions towards the objectives of laws and institutional outputs play a significant role in the implementation process. Edward III (1980) added that facilities are important aspects that should be made available.

In addition, in implementing public policies, Holm (2012) stated that leader's commitment plays an important role in carrying out various agreements according to their duties and functions supported by positive and active responses from the team. Edward III (1980) explained that implementers need to have a strong desire in implementing certain policy. The success of policy implementation requires the availability of target group data which will be used as the basis to identify objectives and strategies to be carried out to address problems that occur.

On the other hand, Mazmanian and Sabatier (1981) argued that the successful implementation of policies requires supports from superior agencies, public attention and media attention. The extent to which opportunities for participation open external actors influences proponents of official objectives. Nasrulhaq, (2014) added that the media has a strategic role in public policy. In the old order era up tp the reform era, mass media greatly affected the national development.

To establish strong collaboration among actors of a policy implementation, formal access for external participation to create a collaboration model, reach agreements and integrate work procedures in the team is necessary. Communication between related organizations and their implementation activities includes relationships with political system environment and target groups. There is clearly a need for coherence. Matei and Dogaru (2012) emphasized that if stakeholders make good coordination, agreements can be realized.

Public support plays a very important role in the implementation of a policy, including supports from the mass media, regional officials or interest groups. On the other hand, mass media support is the key to address public-related problems. Further, criteria for effective hierarchical integration between implementers and external parties are also needed, Mazmanian and Sabatier (1981).

## METHODS OF RESEARCH

This study took place in Tlogosari Village, Donomulyo, Malang DIstrict. The village is a pilot project village for the implementation of the *IMWs' Families Development Program* program. This study employed the soft system methodology (SSM), an iterative system-based method to describe soft problems. Checkland (1990) mentioned that SSM consists of seven stages as follows.

- a. Identification of problems and situations. Variety of information is collected through observations, interviews, documents on institutions / agencies that are included in the working group (*Pokja*) for 'families and migrant workers' families in Donomulyo, Malang District.
- b. Analysis of the problem. The first and second stages can be carried out simultaneously to produce a comprehensive picture of the situation at hand.
- c. Determining the Problem System Definition. The third step is to formulate root definitions based on CATWOE (customer, actor, transformation process, world view, owners and environmental constraints).

- d. Building a conceptual model. Conceptual models are transformed from the root definition. Conceptual model is built using a formal systems concept regarding the problems that occur and efforts to solve them using a system framework.
- e. Comparison between conceptual models and problem situations. Comparing the conceptual model to the real situation is necessary to identify possible changes in the conceptual model.
- f. Development of the definition of the model change (if any) after comparing the conceptual model to the real problem situations. The formulated alternative changes are then discussed with related parties to obtain an ideal problem-solving model along with follow-up corrective actions.
- g. Corrective action. The process ended at the sixth stage due to time constraint.

## RESULTS AND DISCUSSION

### Discussion on the Attitudes and Commitment of the Stakeholders of IMWs' Families Development Program

The work cluster members' inadequate commitment and attitudes were due to weak perception about the problems experienced by families of Indonesian migrant workers. This weak awareness led to weak attitudes from top leaders which eventually decreased the commitment of the members. Moreover, inadequate supports from the public also added up to this problem.

#### *Top Leaders' Weak Attitudes*

The weak attitude and commitment of stakeholders in the implementation of the *IMWs' Families Development Program* was influenced by the lack of communication within the *Pokja* team. The poor communication occurred due to the weakness of the top leaders. The top leader did not mobilize the members of the team to conduct empowerment programs, family resilience and welfare programs as well as child protection. Stakeholders still had weak awareness about the problems faced by the families of Indonesian migrant workers. Tummers and Bekkers (2014) emphasized clients' perception greatly influences the motivation to implement certain program. Communication in *Pokja* team at the district level was only effective in beginning, yet further coordination was poorly conducted. Consequently, members of the *Pokja* team were not motivated to implement the program as they did not have any initiatives and they decided to merely wait and see. The sub-district and village teams showed passive actions as they were busy with other activities.

Grindle (1980) stated that policy implementation is influenced by 2 variables, namely the content of policy variable and the context of implementation variable. Decision making is included in the content of policy variable. The family development policy for the families of Indonesian migrant workers was designed by the development team. Apart from the head of the *Pokja* team, the District Office of Women Empowerment and Child Protection as the leading sector play important roles. The role of political leadership pays much attention to the study of policy formulation and implementation. The commitment of executing agency officials is an aspect that strongly influences the policy outcomes. Likewise, Holm (2012) also found leadership affecting the implementation of public policies. It is also emphasized by Ahmad (2012) that the lack of visionary leadership causes a gap in policy implementation.

Mazmanian and Sabatier (1981) explained that superior institutions of the implementing agencies have strong control over the legal authority and financial resources of the executing agencies. The superior institution in this context refers to the District Level Working Group Team. One of the greatest difficulties in implementing inter-government agency programs is related to the fact that agencies were working under different superiors, each of which wanted to implement a different policy. Communication between stakeholders did not work well, resulting in weak control.

The Ministry of Women's Empowerment and Child Protection mandated the Regional Government to implementing General Guidelines for the Family Development of Indonesian migrant workers to provide assistance and build a community for them. This activity did not run at all. The assistance as referred to in the Regulation of the State Minister for Women's

Empowerment and Child Protection of the Republic of Indonesia No. 20/2010 Article 10 paragraph 2 includes coordination, guidance, supervision and consultation.

Assistance will be optimal if the leadership function runs well. The leader's task is to explain how society can participate in development, how to develop politics in a mature manner, build awareness of participation in development (Sabar, 2008). The commitment of the political leadership is widely recognized as a key factor in resolving the problems faced by the families of Indonesian migrant workers' problems in national and local levels. Two components form one's political commitment, namely the policy priority scale and the ability of officials to realize the priority scale (the ability to reach a normal state by utilizing available resources).

*Inadequate Commitment of the Pokja IMWs' Families Development Program Team*

The attitude of the TKI Family Development teams at the district, sub-district and village levels seemed to be low. After the information dissemination event, the district team did not provide enough assistance and coordination with the sub-district and village teams. Meanwhile, the sub-district and village teams also tended to wait for directions from the District Teams to take actions. The main factor that caused a lack of commitment from the district, sub-district and village *Pokja* teams was the lack of awareness towards migrant workers' family problems. Tummers and Bekkers (2014) in their research emphasized the importance of having strong awareness toward clients' problem determines one's motivation to implement public policies.

The weak awareness also led to weak attitudes of the top leader which then caused poor communication with the *Pokja* team in districts, sub-districts and villages. This condition triggered lack of commitment of the *Pokja* Team members. Implementers have great flexibility in implementing policies. The attitude or character of the implementers is a factor that affects the implementation of a policy. Implementers are demanded to know what to do besides having the ability needed to implement certain policy and they need to have strong motivation implement a policy (Edward III, 1980).

Hogwood and Gun (1978; 1986) asserted that in taking a step towards achieving agreed goals, it is still possible to detail and arrange in an appropriate sequence all the tasks that must be carried out by each party involved. Apart from that, sufficient space for freedom of action and improvisation, even in a strictly designed program are still necessary. Some administrative technologies, such as network planning and control can at least be used to plan and control project implementation by identifying the tasks that must be completed, the relationships between each task, and the logical sequence of their implementation. Obviously, other managerial problems will still occur, such as efforts to ensure that these tasks are carried out correctly and on time, and to take necessary corrective actions if the implementation of these tasks deviates from the plan. In line with what was conveyed by Grindle (1980), the success of policy implementation can be seen from the conformity between the implementation process and the determined plan. The implementation of the *IMWs' Families Development Program* did not have any concrete action after the first coordination done at district, sub-district and village levels.

It is stipulated in the attachments of the Regulation of the Minister for Women's Empowerment and Child Protection of the Republic of Indonesia No. 20/2010 that steps to implement the Family Development include preparation, implementation, development strategy development, monitoring and evaluation stages. Mazmanian and Sabatier (1981) argued that stronger regulation in providing accurate instructions and arranged instruction according to the order of importance for implementing officials and other actors, in this case, the village, sub-district and district *Pokja* team, the better the outcome. In turn, the behavior of the target groups will be consistent with these cues.

The families of Indonesian migrant workers as the target group must make efforts to change their conditions. The families should not give up on their problems related to economic empowerment, family resilience and welfare as well as child protection. Instead, they need to change their way of thinking that they will be able to live in prosperity without having to work abroad.

Mazmanian and Sabtier (1981) stated that the easiness in controlling the problems affects the policy implementation. Mazmanian and Sabatier also explained that the success of policy implementation is also influenced by the level and scope of the expected behavior change. The greater the number of behavioral changes expected, the more difficult it is to bring successful implementation. Therefore, it is absolutely necessary to change the paradigm of families which will require a relatively long time and serious efforts from all stakeholders.

Mazmanian and Sabatier (1983) also found that the percentage of the total population of a target group affects the success of a policy implementation. Smaller population and more distinct population increase the opportunity to mobilize political support for programs, and there will be greater opportunities to achieve of policy objectives. The number of TKI families was relatively small compared to the existing population, yet the real problem was on the fact that the program has never been implemented. This problem occurred due to inadequate awareness towards the problems faced by workers' families.

Basically, the success of policy implementation is also influenced by implementers' ability to structure the implementation process. The ability to structure the implementation process includes describing the formal goals to be achieved, selecting the appropriate institutions to implement them, giving authority and financial resources support to these institutions, influencing the policy orientation of government officials, and providing opportunities for private parties or NGOs in the implementation process. Thus, policymakers can actually play a significant role in achieving policy objectives by exploiting the powers they have to properly structure the implementation process, Mazmanian and Sabatier (1981).

On the other hand, it is necessary to comply with the target group / family group with policy outputs, Mazmanian and Sabatier (1981). This compliance generally relates to an individual's assessment of the benefits and losses if they follow the provisions of law / law. The Regulation of the Minister of State for Women's Empowerment and Child Protection of the Republic of Indonesia No. 20/2010 is crucial to be implemented in Malang District. The Law Number 52 of 2009 concerning Population Development and Family Development is a legal driving factor for the implementation of the family development policy. Whilst, the strong attitude and commitment of the *Pokja* team and public support are absolutely crucial key to the success of the program.

#### *Inadequate Supports from the Community*

The failure of the family development program was also due to the lack of public support. The community found the problems faced by workers' families common. They believed that those problems were internal problems. This view is in line with the SWOT analysis attached to Regulation of the State Minister for Women's Empowerment and Child Protection of the Republic of Indonesia No.20 of 2010 that the obstacles in the implementation of the program include the handling of migrant workers and their families in their hometowns who are not prioritized by policy makers. Second, respect for humanity kept decreasing, causing society to become intolerant and more individual. Third, consumptive and instant lifestyle of the community also contributed to this problem.

Aminuzzaman (2013) found that policy implementation requires community and stakeholder participation. Public support is not only broad public acceptance of how to solve public problems. Public support includes support from mass media, regional officials or interest groups. The mass media, both print and electronic media, newspapers, radio, local and national television, should aggressively raise the awareness toward this problem. The support of the mass media is very important for overcoming the problems and preventing the number of citizens who want to work abroad from rising. Mazmanian and Sabatier (1981) stated that the successful implementation of policies in each program supports from superior agencies, public attention and media attention.

The rapid development of information and technology has integrated print, electronic and online media. Those mass media play a great role in conveying information to people. Mass media are expected to serve the public and support community welfare to prevent the community from being too pragmatic. Starting from the old order until the reform era, mass media had a strategic role in the national development (Nasrulhaq, 2014). Some

communication media owned by the Malang Regency Government including the website can be used as a strategic medium to convey information to the publish and highlight important issues in Malang District including the problems faced by the families of Indonesian migrant workers.

Radio Republik Indonesia (RRI) once conducted an interactive Dialogue Program from 2012-2014 by P2TP2A, in which discussions were held on various themes such as how to observe the high of divorce rate in Malang District, Family Development System, building family resilience through the mediation process, etc. Based on the data, every time a broadcast takes place, there are often complaints sent through interactive dialogue, especially when broadcasting on Kanjuruhan Radio because the frequency reached broader areas, especially southern Malang area. This shows how mass media such as radio has an important role in overcoming social problems. Environmental, socio-economic, and institutional factors greatly influence the success of a policy implementation, Carter (2014)

Grindle (1980) mentioned some variables influencing the success of public policy implementation including the involvement of interest groups, and the extent to which these interests influence. Government parties, community, private sector, NGOs / NGOs have different interests and goals, bringing diversities which can affect the success of policy implementation. In this context, public support should be synergized to achieve the predetermined goals. Based on the description above, some aspects are important in the implementation of a policy including mutual agreement on objectives, improvisation, network planning, control, identification and relationship of each task and taking corrective actions.

#### *Weak Awareness of Stakeholders on Problems Experienced by Indonesian Migrant Workers' Families*

The Ministry of Social Affairs in Sjafari (2014) mentioned 10 general functions of a family; production, affection, protection, education, religion, socio-culture, socialization, environmental development, economy, recreation, social control. Migrant workers' families often have these functions hampered. Researchers found that the problems of the Indonesian Migrant Workers' families were not considered important. The village apparatus of Tlogosari Village stated that there are more priority problems such as providing assistance to the poor and conduct physical development of the village. The sub-district and district teams also shared similar view.

The implementation of the programs for each SKPD that is a member of the IMW Family Development Working Group was not in accordance with the IMW Family Development program. IMW families' problems in Tlogosari Village were being handled by their respective families. This condition occurred as they kept the problem private. Tummers and Bekkers (2014) stated that clients' perception influences their willingness to implement public policy. When the *Pokja* team at the village, sub-district and district levels did not perceive the matter important, they became less-motivated to administer the program.

Aminuzzaman (2013) and Ahmad (2012) argued that political will is a significant factor that forms and influences the process of public policy implementation. Failures in policy implementation occur when implementers do not understand the policy objectives and standards, or the implementers might have different interest from the policy objectives and standards. Actors involved in policy implementation often have different interests, beliefs and trust, values and goals which affect the success of policy implementation (Grindle, 1980).

The responsibilities of the government and local governments in relation to family resilience and welfare as well as efforts to fulfill the rights of the family are determined in the Article 47 of Law 52 of 2009 concerning Population Development and Family Development which obliges the government and local governments to foster, improve the welfare and family resilience by empowering the families and improving the quality of children's life. The obligations include fostering the families of migrant workers who are vulnerable to family disintegration. The facts showed that the welfare of migrant workers and their families are at stake. The family values will be degraded and the husband-wife relationship, parents and children, as well as the relationship between the child and the family who takes care of him will be affected as well. Consequently, family problems trigger imbalance social relationship between migrant workers and their families.

The social relations of the migrant workers' families also bring socio-cultural impact on the families who are left behind as such condition negatively affects children's development. This problem also causes family disintegration and increases the divorce rate. Therefore, efforts change the social behavior IMWs' families should be taken immediately. .

In addition, social problems related to IMWs' families have become common issues yet those problems were not yet handled in an integrated manner. Community institutions as agents of change have not accommodated the interests of migrant workers and their families in their programs. The disappearing values of togetherness, closeness and kinship is one of the factors that causes discomforts to the workers and their families. Social institutions were not yet able to accommodate the interests of the community, causing less poor welfare and protection for migrant workers and their families.

Mazmanian and Sabatier (1983) stated that successful implementation will be more difficult to achieve, given the differences in local socio-economic conditions and the level of seriousness of the problems. IMWs' family problems were quite serious. The General Guidelines for the Family Development of IMWs should be implemented based on the principles of non-discrimination, protection and empowerment.

Mazmanian and Sabatier (1981) argued that the accuracy and clarity of the goals of the policy affect the success of policy implementation. Objectives that are carefully formulated and clearly arranged based on the order of importance strongly affect the program evaluation.

### Conceptual Model

Analysis of the model system of attitudes and commitment of the family development program for IMWs was done to address problem regarding to the weak attitudes and commitments of relevant stakeholders in implementing the program through more intensive dissemination on regulations and restructuring the district, sub-district and village *Pokja* teams. During observations and interviews in the field, researchers did not find a draft SK document for the *Pokja* team structure at the sub-district and village levels. Even the sub-district and village officials had forgotten about the program since they had never talked about it anymore.

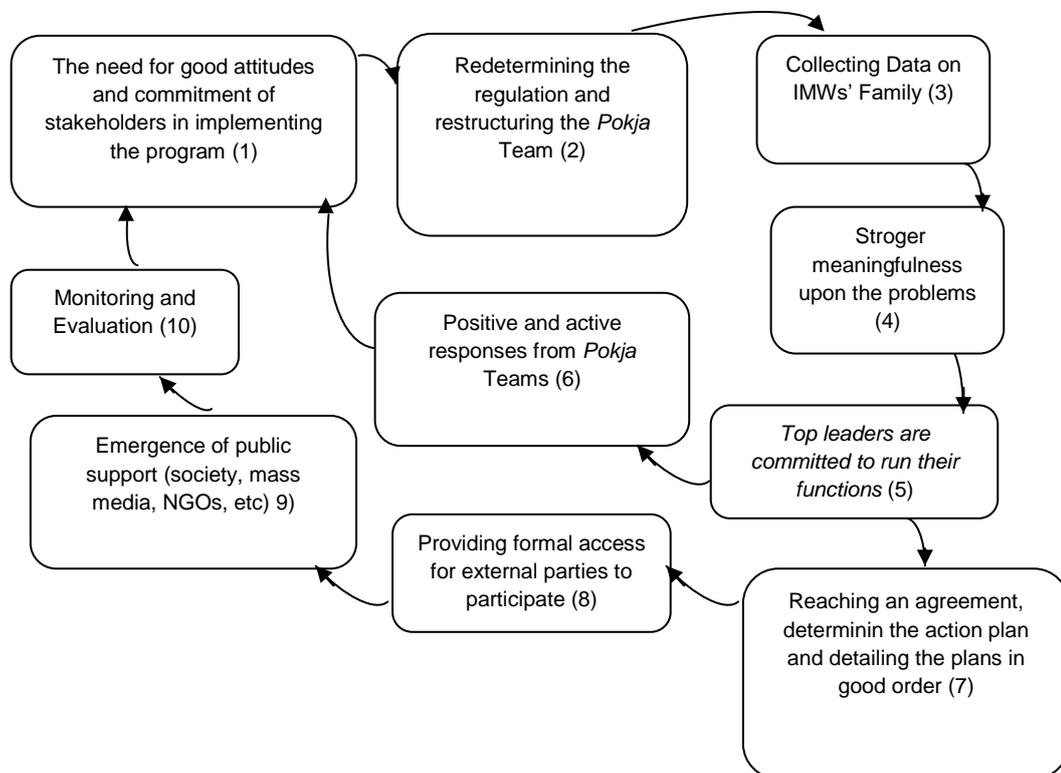


Figure 1 – Proposed Model to Enhance Stakeholders' Commitment (Source: Data Processed)

The communication maintained by the *Pokja* team at the district level was only effective at the beginning, and there has been no further coordination. This condition resulted in a lack of communication with the *Pokja* team at the sub-district and village levels. Disconnected communication caused no information ever distributed, resulting in unclear information and inconsistent information about the program. This condition could be resolved by conducting information dissemination program and restructuring of the *Pokja* team.

Communication indeed plays an important role for program coordination and implementation in general. Coordination is not only a way to disseminate important information or form good administrative structures since it is also a way to show power (Hogwood and Gunn 1978; 1986). After restructuring of the *Pokja* team, data on family conditions will be provided. Concrete description of the problems faced by IMWs' families can get the stakeholders to understand the urgency of the matters.

Aminuzzaman (2013) and Ahmad (2012) argued that political will is a significant factor that forms and influences the implementation of public policies. Failure in policy implementation occurs when the implementer does not understand the objectives and standards, or the implementer has a different interest from the policy objectives and standards. Stakeholders' awareness of the problems will lead to stronger commitment from the top leaders of the *Pokja* teams which will increase the motivation in implementing the policy. Tummers and Bekkers (2014) state that meaningfulness influences the willingness to implement a public policy.

The Ministry of Women's Empowerment and Child Protection has mandated the Regional Government to implement the General Guidelines for the Family Development of IMWs in order to provide guidance and form family groups of IMWs. The guidance referred to in the Regulation issued by the State Minister for Women's Empowerment and Child Protection of the Republic of Indonesia No. 20/2010 Article 10 paragraph 2 includes coordination, guidance, supervision and consultation on the implementation of IMWs' Family Development in the fields of economic empowerment, family resilience and welfare and child protection.

Mazmanian and Sabatier (1981) stated that the superior agencies of the implementing agencies are those that have control over the legal authority and financial resources of the executing agencies. Sabar (2008) emphasized that the task of a leader is to educate how society can participate in the program, how to develop politics in a mature manner, and build awareness of participation in development. The condition of the top leader greatly influences the positive and active responses from the members of *Pokja* team.

The strong commitment will support the members to reach agreements upon action plan, and compile detailed data in the right order. Data are helpful in determining the right steps in supporting economic empowerment according to existing potentials and needs, the field of family resilience and welfare and the field of child protection. These objectives must be formulated clearly, specifically, and better. In addition, those objectives should be measurable, comprehensible, and agreed upon by all parties involved in the organization. Further, the objectives should complement each other, support and can be used as the guidelines for program implementation (Hogwood and Gunn 1978; 1986). Mazmanian and Sabatier (1981) also explained that the success of policy implementation is also determined by the policy's ability to structure the implementation process.

It is clear that stakeholders' strong attitude and commitment will support the implementation of the development program strategy. Grindle, (1980) said that actors involved in policy implementation have different interests, beliefs, values and goals which affect the success of policy implementation. Hence, stakeholders must develop one perception of values and goals. Apart from maintaining the attitude and commitment in implementing the program strategy, availability of formal access for external parties to participate is also important.

Implementers must be strongly motivated in implementing certain policy (Edward III (1980). Hogwood and Gun (1978; 1986) proposed that in taking a step towards achieving agreed goals, it is still possible to detail and arrange in the right order for all the tasks that must be carried out by each party involved. These parties in the context of this research,

were not only the members of *Pokja IMWs' Families Development Program* in districts, sub-districts and villages, but also parties outside the team that wish to get involved.

Mazmanian and Sabatier (1983) believed that successful policy implementation of each program requires support from superior agencies, public attention and media attention. Regarding the media, Nasrulhaq, (2014) stated that the media has a strategic role in the success of a public policy. Mass media has been showing their strategic roles in national development. Thus, formal access from external parties to participate in this program should be opened.

Support from the public is also very much necessary in strengthening the implementation of IMWs' family development program to success. Aminuzzaman (2013) in his research found that policy implementation required community and stakeholder participation. Therefore, the monitoring and evaluation process should be carried out regularly. Monitoring and evaluation are needed to control the implementation of the program. Grindle (1980) believed that the measurement of the success of policy implementation can be carried out by evaluating the conformity of the policy implementation and the guidelines.

Based on the attachment to the Regulation of the Minister for Women's Empowerment and Child Protection of the Republic of Indonesia No. 20/2010 regulating the steps for activities that must be carried out by the TKI family development team, monitoring and evaluation are required agenda. Monitoring needs to be carried out to ensure that the program is effectively and efficiently conducted based on the goals and objectives that have been outlined. Evaluation is carried out to determine the level of success based on the predetermined indicators. In this way, a tangible component of attitude and commitment from all stakeholders will be enhanced.

## CONCLUSION

The stakeholders of the family development program for Indonesian Migrant Workers' Family did not give proper attitude and commitment in implementing the program. The initial stage of resolving the problem was to conduct regulatory restructure of the district, sub-district and village *Pokja* teams. The inadequate perception upon the problems faced by IMWs' families among stakeholders has caused the top leaders of the *Pokja* team demotivated to carry out the program. Clear data on the condition of the migrant workers' family need to be collected along with concrete description of the problems to make the problems perceived meaningful. There have been positive and active responses from the village, sub-district and district *Pokja* teams which can support the teams to reach agreements in designing action plan, detailing and compiling it in the right order. Thus, the attitude and commitment of stakeholders will be formed and maintained. In addition, formal access for external parties to participate in the program should be opened.

Support from the public is also important in enhancing the implementation of the development program. Therefore, monitoring and evaluation should be carried out regularly in order to support good attitudes and strong commitment from all stakeholders in implementing the program.

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