



Received: 08-11-2024

Accepted: 18-12-2024

International Journal of Advanced Multidisciplinary Research and Studies

ISSN: 2583-049X

Implementation Strategy for Child Protection of Indonesian Migrant Workers (PMI) Families in East Lampung in a Governance Perspective

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DOI: <https://doi.org/10.62225/2583049X.2024.4.6.3600>

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Abstract

This research aims to build a strategy for the implementation of child protection for migrant workers. The poor condition shows that there is a social phenomenon for the welfare of migrant workers' families. The rights of migrant workers have not been optimally provided. The care of children of migrant workers who are left behind by parents working abroad has a great influence on the development of their

children. The education of children of PMI families is in good condition if communication is established with their parents. The strategy that should be carried out is to build collaboration between various parties (PMI families, village governments, and non-governmental organizations that observe children or communities at the village and private levels).

Keywords: PMI Child Protection, Governance

1. Introduction

East Lampung Regency is the district with the highest number of PMI shipments in Lampung Province. In 2024 (until November), the number of PMI placements from Lampung Province will reach 23,389 people. Meanwhile, for East Lampung Regency, there were 830 people placed in January and 708 people in November, bringing the total to 8,954 people (PMI Data Publication Report January to November 2024).

The departure of migrant workers abroad raises various problems, including the protection of migrant workers' children (Lahaling, Hijrah, 2020) ^[13]. The Ministry of Women's Empowerment and Child Protection in 2009 in a PMI Family Development study found that children's development is very influential in their growth and development when they are abandoned by parents who work abroad. Candrasari (2010) ^[14] stated that there is a role of mothers who are lost while being left to work abroad so that PMI children often face challenges in the form of misparenting in the lives of PMI children.

Law No. 52 of 2009 concerning Population Development and Family Development, especially article 47, requires the government and local governments to foster and strengthen family welfare through family empowerment and child quality improvement. This law is the basis for the Regulation of the Minister of Women's Empowerment Number 20 of 2010 which aims to realize Child Protection Indonesian Migrant Workers (PMI). Child Protection PMI is an effort made by the government and the community to ensure that the children of migrant workers get their rights, including protection, nurturing, education, and welfare. However, based on the results of the pre-research, the implementation of the PMI child protection strategy in East Lampung Regency is still not going well. In 2016-2019 in Jepara Village, the Productive Migrant Village (Desmigratif) program was implemented under the Ministry of Manpower. One of the Desmigrative fields is community parenting related to the protection of migrant workers. Based on the results of the interview, this program is not running.

Policy implementation is an elaboration mechanism that is not only related to political decisions into routine procedures through bureaucratic channels. Implementation also concerns the issue of conflict, decisions and who gets what from a policy (Grindle, 1980) ^[11]. Problems in the implementation of public policies still often occur today. (Carter, 2014) ^[15] expressed concern about the disconnection or gap in planning-implementation or the implementation crisis. His research shows that there are not enough resources to support implementation.

Ahmad *et al.* (2012) ^[1] in their research stated that the gap in implementation is caused by various factors that affect government policies, such as corruption, inadequate allocation of funds, lack of training for human resources, unvisionary

leadership, and lack of political will from the government. In addition, poor follow-up, weak monitoring systems, inadequate policy evaluations, centralistic approaches in implementation, and lack of political stability and poor institutional discipline also contribute to the implementation gap.

Aminuzzaman (2013)^[3] stated that several factors that affect the general implementation process and practices include community and stakeholder participation, the existence of a long-term perspective and clear vision, sustainability from the government, and the existence of supportive, complementary, and appropriate legal frameworks. In addition, the synergy between these various rules is also very important. From this study, it can be concluded that the same vision and steps are indispensable in the implementation of policies. This study examines how the implementation strategy of child protection of migrant workers with the perspective of good governance.

Ainsworth and Berger (2014)^[2], based on the results of their research that professionals and parents who are members of the Family Inclusion Network (FIN) and Family Inclusion Network Australia (FINA) stated that the best protector for children is the collaboration of the parents themselves. They need to participate in supporting state programs and laws aimed at protecting children. Although the state and the institutions that provide protection services act as support facilities, the primary responsibility remains in the hands of

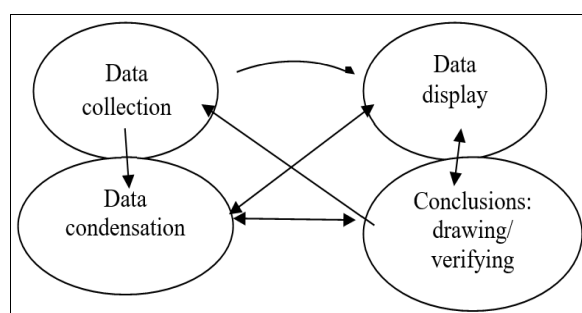
parents.

Based on the results of Nijnatten *et al.*'s research (2014)^[20], Child protection is the object of continuous public criticism. This is due to the development of secular beliefs, which results in a decrease in knowledge of how to educate children. In addition, the child protection system also fails due to the lack of guarantees under strict supervision.

The description of various problems of migrant migrant family children is an important reason to examine how strategies must be carried out in implementing the protection of migrant migrant family children in East Lampung Regency. These problems are expected to be solved effectively if there is cooperation between stakeholders in the perspective of good governance.

2. Research Methods

This study uses qualitative research to understand in depth related to the phenomenon being studied. This research was conducted in Jepara Village, East Lampung Regency as the area with the highest PMI pockets in Lampung. The data was analyzed using several steps according to the theory of Miles *et al.*, (2014)^[18], namely analyzing the data in three steps: Data condensation, presenting data (data display), and drawing conclusions or verification (conclusion drawing and verification). Data condensation refers to the process of selecting, focusing, simplifying, abstracting, and transforming.



Source: Miles *et al.*, 2014

Fig 2: Components of Interactive Model Data Analysis

The stages of this research are:

- a. The first stage. At this stage, a study of the protection of migrant workers' families, primary and secondary data collection is carried out through in-depth interviews with migrant workers' families, social workers, government parties, or non-governmental institutions that handle child protection, observation of the life situation of migrant workers, and documentation studies
- b. The second stage is to analyze information about the protection of migrant workers' children in Jepara Village, East Lampung and additional observations and interviews to consolidate the results. Furthermore, identifying strategies for protecting migrant workers' children in East Lampung with a governance perspective Tahap ke three, reconstructing the strategy of protecting migrant workers in East Lampung with a good governance perspective.

3. Results and Discussion

Condition of PMI Family Children in Jepara Village, Way Jepara District, East Lampung Regency.

- a. The parenting of children from migrant families abandoned by parents working abroad has a significant

impact on their development, as the children are cared for for a long period of time by incomplete parents (only father or mother) or even by other family members, such as grandparents. This situation creates a parenting style that is different from the parenting habits that are usually applied in the family.

- b. The education of children of PMI families is in good condition if communication is established with their parents. Intensive communication between migrant workers and families left behind greatly affects the condition of children's development. Parental attention supports children's growth and development and education.
- c. Social phenomena show that migrant migrant children who are left to work abroad become a social issue that creates conditions that are less conducive to the welfare of migrant workers and their families. In PMI's family life, there is a dilution of family values, which results in the relationship between husband and wife, parents and children, and children and their caregivers becoming strained. This results in the need for healthy social relationships for migrant workers and their families has not been met. In addition, disrupted social relationships

can have an impact on social and cultural aspects for the family left behind, because the status of PMI, whether married or indirectly or indirectly or indirectly will affect the growth and development of the child left behind. In addition, husbands whom their wives leave for a long time can experience disharmony, which in some cases leads to divorce. Therefore, efforts are needed to change social behavior so that their families can remain harmonious.

Implementation Strategy for Child Protection of PMI Families in Jepara Village, East Lampung Regency

a. Data on PMIs and their families

Problems related to the availability of data regarding the PMI Child Protection program have not gone well. The lack of data on the number of families left behind and the condition of migrant families is due to weak commitment from stakeholders, as well as a lack of support for human resources, funds, and facilities. The data required for the protection of migrant workers includes information about the condition of the families left behind by migrant workers. Data is essential as a basis for determining next steps. Information on the number of families left behind, children's education, health, and other aspects is still unknown (Prabowo, Yogi, *et al* 2023; Hidayat, Taufik, *et al*, 2023)^[14, 12]. According to Mazmanian and Sabatier (1981), the achievement of the goals of a program is highly dependent on a number of technical requirements. The obstacles faced in the protection of migrant migrant children in Jepara Village are caused by the unavailability of accurate data on the condition of migrant migrant families. Therefore, a serious first step that needs to be taken is to develop data on migrant worker families at the village level, which is part of efforts to support the implementation of migrant worker child protection programs.

This process is carried out through organization and synergy with the village government and related agencies and involves parties who have close relationships with migrant workers' families, such as the Indonesian Migrant Workers Union and child watchdog organizations. The village government can draft a Village Regulation that regulates the provisions or requirements for villagers who want to become migrant workers, which requires them to submit data in advance about the families left behind. Data on economic conditions, resilience and family welfare such as husband/wife relationships and children's conditions. In addition, the village can also form community empowerment at the village level consisting of community leaders, teachers and parents to support the children of migrant workers, with this it is hoped that a mentoring program for migrant workers can be realized and help them in education and self-development.

Field visits and various other activities are carried out as an effort to update data by the goals and development of the program. With the availability of PMI family data, it will be easier to understand the existing problems and be able to take strategic steps that are right on target. The rights of migrant workers such as protection from all forms of violence, exploitation, discrimination and improving the welfare of migrant workers who are left behind in the country.

The data needed in the field of child protection is about:

1. Problems of migrant workers' children, such as the number of children abandoned by migrant workers'

parents, the economic condition of the families left behind, school conditions, parenting, socializing, and so on.

2. Institutions, social support available from the community or family, and access to PMI child protection services, including counseling and rehabilitation.

The best protection for children is the parents themselves, this is based on the results of research by Ainsworth and Berger (2014)^[2], so data on the condition of the parents is urgently needed. On the other hand, the supervision of data on the condition of migrant workers' families is very important to support the successful implementation of the migrant migrant child protection program. If PMI family data is available, the problems faced by PMI families can be identified, thus providing a better understanding of PMI child protection issues to stakeholders. This allows PMI child protection stakeholders in Jepara Village to plan activities that are more targeted and in accordance with the needs of the group and carry them out effectively.

b. Building communication with all stakeholders who support the success of the protection of migrant workers' children.

Communication is a crucial element in conveying information. The problem of lack of intensive communication is caused by a low understanding of the importance of migrant family problems by stakeholders, which has an impact on the weak support of top leaders. As a result, the protection of migrant migrant children is not running effectively.

Communication, information and education should be carried out for all stakeholders. Policy communication is the process of conveying information from policy makers to policy implementers. Policy actors need to receive information so that they can understand the content, objectives, direction, and target groups of the policy. Based on this understanding, policy actors can prepare everything related to the implementation of the policy, so that the implementation can run effectively and by the goals that have been set (Edward, 1980^[6]; Van Meter and Van Horn, 1975; Hogwood and Gunn, 1978; 1986; Grindle 1980^[11]; Iqbal Ahmad, *et al*, 2012)^[1].

Edward 1980, stated that communication in policy implementation involves several important dimensions, namely information transformation (transmission), information clarity (clarity) and information consistency (consistency). The transformation dimension emphasizes the importance of conveying information not only to policy implementers, but also to target groups and other related parties. Howlet and Ramesh (1998) explain that actors in the policy process can be individuals or groups participating in a policy subsystem. Optimal resources are needed in protecting PMI children (Fathonah, Rini, *et al*, 2024)^[9]. These actors include appointed officials from the executive and legislature, interest groups, research organizations, and the mass media. In the context of the implementation of child protection for migrant workers, it has not run optimally, so further efforts are needed to increase the effectiveness of its implementation.

Moulton and Sandfort (2015) explain that coordination activities are a key element in forming the main program in the realm of strategic action. The question that arises is how

these activities can be coordinated to achieve the goals as well as how the work that has been done can be communicated among the participants. At various levels, the complexity of the structure of program creation is closely related to the complexity of the program itself. The implementation can run well and correctly can be ensured by the existence of a communication network, including the use of information technology and regular face-to-face meetings that need to be developed. Operational rules need to be discussed and integrated into planned activities, and staff schedules should also be taken into account. Often, the details of program management are an important aspect for all actors involved, so special skills in coordinating program activities are essential. In addition, the feedback mechanism implemented in the ongoing program can also strengthen the coordination of activities.

The disconnection of communication results in no information transformation, which in turn leads to a lack of clarity and consistency of information regarding PMI's child protection program. This makes the stakeholders who should be involved have not reached an agreement. Research by Matei and Dogaru (2012) shows that coordination among stakeholders can facilitate the achievement of agreements. This condition arises because not all stakeholders are aware of their role and function.

The target group in the PMI Child Protection program is PMI families, who actually do not understand child growth and development well. The target group does not get clear and equitable information on child protection programs. In the dimension of clarity, it is important that information is conveyed clearly and easily understood to avoid misinterpretation by policy implementers, target groups, and other related parties. Meanwhile, the consistency dimension demands that the information provided remains consistent to prevent confusion among policy implementers, target groups, and related parties. As a solution, a forum or community of PMI families can be formed at the village level to strengthen communication and cooperation in solving various problems.

Communication has a very important role in ensuring effective coordination and implementation of programs. Coordination involves not only the delivery of information or the establishment of appropriate administrative structures, but also related to the exercise of power (Hogwood and Gunn, 1978; 1986). However, if communication is too detailed, it can reduce the independence of the executor, potentially changing the goals and resulting in a waste of valuable resources, such as staff's skills, creativity, and adaptability. Therefore, the impact of communication in implementation is not only direct, but also affects the relationship with resources, the attitude of the implementer, and the overall bureaucratic structure.

Mazmanian and Sabatier (1981) stated that one of the key factors in the success of policy implementation is the precision and clarity in setting the official goals to be achieved. This is included in the variable of the policy's ability to regulate the implementation process. The more effective regulation is in providing clear and structured instructions based on the order of interests for implementers and other actors, the more likely the output produced by the implementing agencies will be, thus, the behavior of the target group will be more by the predetermined guidelines.

Steps that can be ensured in the PMI child protection program can run well, the step that needs to be taken is to

resocialize the child protection program. The activities carried out include building coordination with the district government and the regional apparatus work unit (SKPD) to support the implementation of the program. Coordination and synergy efforts between related agencies and the community are very important in family development (Saptandari, 2014) ^[23]. Socialization and advocacy need to be carried out to convince relevant agencies and village communities about the importance of protecting migrant children as part of vulnerable groups in the community. This also aims to encourage all stakeholders to contribute to the implementation of PMI child protection. The results of this coordination and resocialization are expected to create an understanding of the program to be implemented.

Coordination is carried out by relevant stakeholders at the village, sub-district, and district levels to build understanding and commitment among PMI Child Protection stakeholders at all levels. Several aspects that need to be considered in the technical instructions for the implementation of the PMI child protection policy are related to the coordination mechanism:

- a. The Chairman initiates regular meetings between working group members and stakeholders.
- b. Each member must report on the progress and challenges faced.
- c. Establish effective and open communication channels to develop an action plan involving all stakeholders to ensure synergistic collaboration.

Realizing collaboration and commitment between stakeholders

The working group should organize a meeting that invites officials, religious leaders, and community leaders to discuss how to protect children from families of migrant workers. The discussion should focus on the education, coaching, supervision, and upbringing of these children. Additionally, it is crucial to address the protection of children from all forms of violence and exploitation, including those migrant children who are involved with the legal system. Creating a supportive atmosphere where children from migrant worker families can play and engage in society is also essential.

The Government and the House of Representatives of the Republic of Indonesia have agreed to amend Law Number 23 of 2002 concerning Child Protection. This amendment is regulated in Law Number 35 of 2014 issued on October 17, 2014. One of the interesting things about the amendment of the Child Protection Law is the obligation and responsibility of the Regional Government to implement and support national policies related to Child Protection in the regions. This provision is stated in Article 21 of Law Number 35 of 2014, which also emphasizes the importance of supporting facilities, infrastructure, and the availability of human resources in the implementation of child protection.

According to the law, a child is defined as an individual under the age of 18, including those who are still in the womb. Child Protection includes all activities that aim to guarantee and protect children and their rights, so that they can live, grow, develop, and participate optimally in accordance with the dignity and dignity of humanity, as well as get protection from violence and discrimination.

Children are the most vulnerable members of the family. Children are prone to getting sick and experiencing malnutrition can even lead to death. Children are also prone

to experiencing wrong treatment or parenting patterns that can cause various problems such as drug abuse or becoming pornography consumers. Children are also vulnerable to experiencing various forms of violence. The problem of children's health vulnerability in the family, it can be seen that social and cultural factors contribute greatly to their vulnerability (Saptandari, 2014) ^[23]. Parents have hurt their children by prioritizing working for dignity and choosing to entrust their children to childcare without involving them in decision-making. (Connolly in Ainsworth, 2014) ^[2].

Children's rights are regulated in Article 9, which states that every child has the right to education and teaching to develop themselves and improve their intelligence according to their interests and talents. In addition, every child also has the right to receive protection in educational institutions from sexual crimes and violence that may be committed by educators, education staff, fellow students, or other parties. Furthermore, Article 15 emphasizes that every child has the right to be protected from: A. abuse in political activities; b. involvement in armed conflict; c. involvement in social unrest; d. involvement in events involving violence; e. involvement in warfare; and f. sexual crimes.

The community's obligations and responsibilities for child protection are carried out through various activities involving the role of the community, including community organizations, academics, and child observers. In this context, the community can contribute to the implementation of child protection through several forms.

Furthermore, in Article 26, parents are obliged and responsible for:

1. provide good care and meet the physical, emotional, and social needs of children;
2. educating children to develop their potential, interests, and talents, and providing appropriate education;
3. protect from all forms of violence, discrimination, and exploitation, and ensure a safe environment; and
4. instilling good moral, ethical, and cultural values in children so that they grow up to be responsible individuals.

If the parents are absent, their whereabouts are unknown, or they are unable to carry out their obligations and responsibilities, then the obligation shifts to the family, which must be carried out by the provisions of laws and regulations. If parents and family are also unable to carry out the responsibilities stipulated in Article 26, a person or legal entity that meets the requirements may be appointed as guardian for the child, provided that they have the same religion as the child. Guardians are responsible for the welfare of children and are obliged to manage children's property in the best interests of the children. The appointment of guardians is carried out through a determination process in court.

According to one theory of child protection, participants who receive protective intervention services generally state that the mothers of the children lack information and understanding of the relevant processes of the services. In addition, in terms of law and advocacy for themselves, they are also still not good in their application. So access when dealing with department staff is also still quite confusing." (Douglas and Walsh, in Ainsworth, 2014) ^[2].

Collaboration and stakeholder commitment are very urgent for the success of the PMI child protection program (Puspawati, 2018; Yuvanti, Dita Aprilia., 2021; Yulianto,

Moch. Iman, *et al.* 2023, Farhana, *et al.* 2024) ^[22, 16, 15, 8]. Collaboration on child protection implementation is carried out by:

1. communicate, inform, and educate all related agencies and the community about the protection of migrant workers' children.
2. compile implementation guidelines and technical instructions for protecting migrant family children in Jepara Village.
3. conduct joint advocacy campaigns to increase public awareness and advocate for better policies to protect migrant workers.
4. develop policies and procedures that involve input from various stakeholders to ensure that the needs of migrant migrant workers are met.
5. communicate, inform, and educate all related agencies and the community about the protection of migrant workers' children.
6. compile implementation guidelines and technical instructions for the protection of migrant migrant family children in Jepara Village.
7. conducting joint advocacy campaigns to increase public awareness and fight for better policies for the protection of migrant workers.
8. develop policies and procedures that involve input from various stakeholders to ensure that the needs of migrant migrant workers are met.

4. Closing

4.1 Conclusion

The problems of PMI family children are as follows

1. The care of migrant workers abandoned by parents who work abroad has a great influence on their development, because the children are cared for for a long period by incomplete parents (only father or mother) or even by other family members.
2. The education of children of PMI families is in good condition if communication is established with their parents.
3. Social phenomena show that there are still conditions that do not support the welfare of migrant workers and their families. In PMI's family life, there is a dilution of family values, where the relationship between husband and wife, parents and children, and the relationship between children and their caregivers becomes increasingly tenuous.

4.2 Suggestion

The implementation of child protection programs for migrant migrant families can run effectively if supported by accurate data on the condition of migrant migrant families and collaboration between various stakeholders. stakeholders can collaborate with community organizations that care about children who are active in Jepara Village. Support from the community around PMI's family also plays an important role in encouraging the success of the program. In addition, intensive communication between stakeholders needs to be carried out to ensure good coordination.

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