

## The Implementation of Empowerment Program for Indonesian Ex-Migrant Workers to Improve Their Welfare

Rani Kumala Sari<sup>1\*</sup>, Sjamsiar Sjamsuddin<sup>2</sup>, Suryadi<sup>3</sup>

<sup>1</sup>Magister of Public Administration Faculty of Administrative Sciences, University of Brawijaya

<sup>23</sup> Faculty of Administrative Sciences, University of Brawijaya, Malang, Indonesia

### Abstract

The government through the Department of Manpower and Transmigration issued an empowerment program for ex-migrant workers. The program was implemented by The Department of Manpower and Transmigration of Tulungagung Regency based on *PERKA BNP2TKI Nomor 04 tahun 2017* related to the empowerment of Indonesian migrant workers. There were 3,867 migrant workers from Tulungagung Regency in the year 2017. The empowerment program focused on the establishment of productive and entrepreneurial businesses, but still considered the potential of each region. The implementation of the empowerment program was still focused on two desmigrative villages in Tulungagung Regency, namely Betak Kalidawir and Mirigambar Sumbergempol, with the majority of the populations work as migrant workers. The background of the empowerment program for ex-migrant workers is the condition that ex-migrant workers in Tulungagung when returning to their regions didn't have jobs and triggered to return to work abroad again. The purpose that the skills and capital by ex-migrant workers can be used effectively and maximally. So that when returning to the area, ex-migrant workers have jobs and open jobs. In this study, the authors used a qualitative research method with a descriptive approach. The data were collected through interviews, observation, and documentation for further analyzed by using interactive analysis model Miles, Huberman and Saldana (2014). The findings obtained are that the implementation of the program has not been running optimally. The findings obtained that the implementation hasn't run optimally, especially with several strategies and requirements set by the organization that haven't been carried out maximum.

**Keywords:** program implementation, indonesian ex-migrant workers (tki purna), empowerment

### INTRODUCTION

Indonesia is one of the countries with the largest population in the world with approximately 262 million inhabitants (BPS, 2018). The large population in Indonesia certainly raises several problems, especially related to job availability. Based on the data from BPS (2018), only around 33% of the total inhabitants have jobs [1]. This condition makes many Indonesian people prefer to be migrant workers. They assume that they will get a better life by working as migrant workers, especially related to their financial needs.

According to Kritiyana (2014) the Ministry of Labor mentioned that approximately 6.5 million Indonesian people worked abroad, both in formal and informal sectors and spread across 142

countries including Malaysia, Singapore, Brunei, Hong Kong, South Korea, Taiwan, Japan, Saudi Arabia, Kuwait, the Union of the Arab emirates, Qatar, Oman and even in the conflict countries such as Lebanon, Syria and Iraq [2]. A large number of migrant workers on the one hand has a positive impact on the government since the migrant workers supply additional foreign exchange for Indonesia. However, the problems related to migrant workers make the government contrives a policy to prevent the occurrence of labor-related problems. This prevention is realized by the issuance of *Undang-Undang Nomor 18 tahun 2017* concerning the Protection of Indonesian Migrant Workers. There are three kinds of protections of Indonesian Migrant Workers that are the protection

Corresponding Author :

Rani Kumala Sari

Email : [ranikumalasari414@yahoo.co.id](mailto:ranikumalasari414@yahoo.co.id)

Address : Jl. Raya Pulosari, Desa Pulosari RT 03 RW 19,  
Kecamatan Ngunt, Kabupaten Tulungagung

before they go abroad, when they work, and after they return to Indonesia. The protection after migrant workers return to Indonesia is by encouraging them to be productive workers in their own regions through empowerment programs, both towards entrepreneurship and other fields [3].

The empowerment program for ex-migrant workers is one of implementations of government policy to protect them since they do not have jobs after returning to Indonesia even though they already had good skills and adequate capital. They just do not know how to utilize their skills and capital. They oftentimes return to work as migrant workers with various risks. One tactic to prevent them working as migrant workers again is by sharing their skills until they can develop their own businesses (Hidayat, 2016, *Pencegahan TKI Kembali ke Luar Negeri melalui Pelatihan untuk dapat Berwirausaha* in "Pengabdian Kepada Masyarakat" Sarwahita Journal Vol. 12 No. 1 2016: ISSN 0216 7484).

One region that implements this empowerment program is Tulungagung Regency. It is one of the regions with the largest number of migrant workers in East Java, which is approximately 3,867 workers (DISNAKERTRANS, 2017). The large number of the migrant workers shows that people in Tulungagung Regency have high interest to work as migrant workers. It is caused by the lack of job availability which encourages people to be migrant workers. Therefore, such an empowerment program is needed to minimize their dependence in working as migrant workers.

The empowerment program can minimize the unemployment in Tulungagung, especially after the migrant workers return to Indonesia. The Department of Manpower and Transmigration of Tulungagung Regency implement the program based on *Peraturan Kepala Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia Nomor 04 Tahun 2017* related to empowerment of migrant workers, ex-migrant workers and their families which focuses in making the ex-migrant workers to be independent entrepreneurs and prepares them to be productive workers in their own regions [4]. In Tulungagung Regency, the implementation of the empowerment program was still focused on two desmigrative (productive migrant) villages in Tulungagung

regency, namely Betak Kalidawir and Mirigambar Sumbergempol.

Each village was divided into two groups with 20 members. For the group in Mirigambar Sumbergempol, they managed a *Jawa Super* (Joper) chicken farm while the group in Betak Kalidawir managed laying hen farm with the ministration of 200 pullets, 20 roosters and 2 incubator machines for each group. The selection of the business fields was adjusted to the local potential of each region. So far, the empowerment program has been running for approximately 1.5 years and reached 70% of the success rate for the accumulation of the two villages. However, there were still many obstacles that occurred, for example, related to the fund.

Besides Betak Kalidawir and Mirigambar Sumbergempol villages, the ex-migrant workers also spread on other regions such as Bandung sub-district in Tulungagung. However, the limited fund made the program could only be implemented in those two villages. In addition, the miscommunication between the Department of Manpower and Transmigration of Tulungagung Regency and the people in the villages caused some impediments, especially in the selection of business fields.

The group members in Mirigambar Sumbergempol village thought that the selection of business field was not in accordance with the local potential. Furthermore, their advice to develop the business was often neglected. A better communication process is needed to reach the objectives of the program. Another obstacle in implementing the empowerment was the limited fund from the government. The ministrations provided by the Department of Manpower and Transmigration were in the form of faculties but not fund. In fact, the group members also needed big amount of fund in selling process. This condition made some of the group members did not run the program thoroughly.

Based on the description above, it can be concluded that the implementation of empowerment program for ex-migrant workers in Tulungagung has not run optimally. It can be seen from the obstacles occurred, for examples the communication strategies, budget as well as the involvement of the stakeholders. The success of the program is certainly determined by the

compatibility between three things, namely; The conformity between the program and the target groups, the conformity between the program and the implementing organization and also the conformity between the target groups and the implementing organization.

#### **MATERIAL METHOD**

This study used qualitative method with a descriptive approach. This method was used since the main purpose of this study was to obtain in-depth information regarding the implementation of empowerment program. The descriptive approach was used to describe the problem solving that was certainly adjusted with the data in the study field.

##### **Data Collection**

The data in this study were collected through interview, observation and documentation. Interviews were conducted by giving questions to the informants related to the implementation of empowerment programs for ex-migrant workers in Tulungagung Regency. Structured interviews were done to obtain in-depth information related to the implementation of the empowerment program. Observations were carried out to inspect the phenomenon occurred in the real field which emphasized on systematic observations to obtain the data related to the implementation of empowerment programs for ex-migrant workers in Tulungagung Regency. In addition, documentation was done by seeing and using documents related to implementation of the program such as *RENSTRA* and *RENJA*, other literatures, and also pictures related with the study.

According to [5] The data were then analyzed by using interactive analysis model. There were several steps in analyzing the data by using this interactive model:

A. Data Condensation, a process of choosing and simplifying data obtained in the field. It was done to filter and classify the data so that the conclusion further could be verified.

B. Data Presentation, a process of organizing data and information in the field systematically. The presentation of this data was in the form of narrative text.

C. Drawing conclusion, a process of recording the same theme, grouping, and looking for different and deviating cases from the results of the study .

#### **RESULTS AND DISCUSSION**

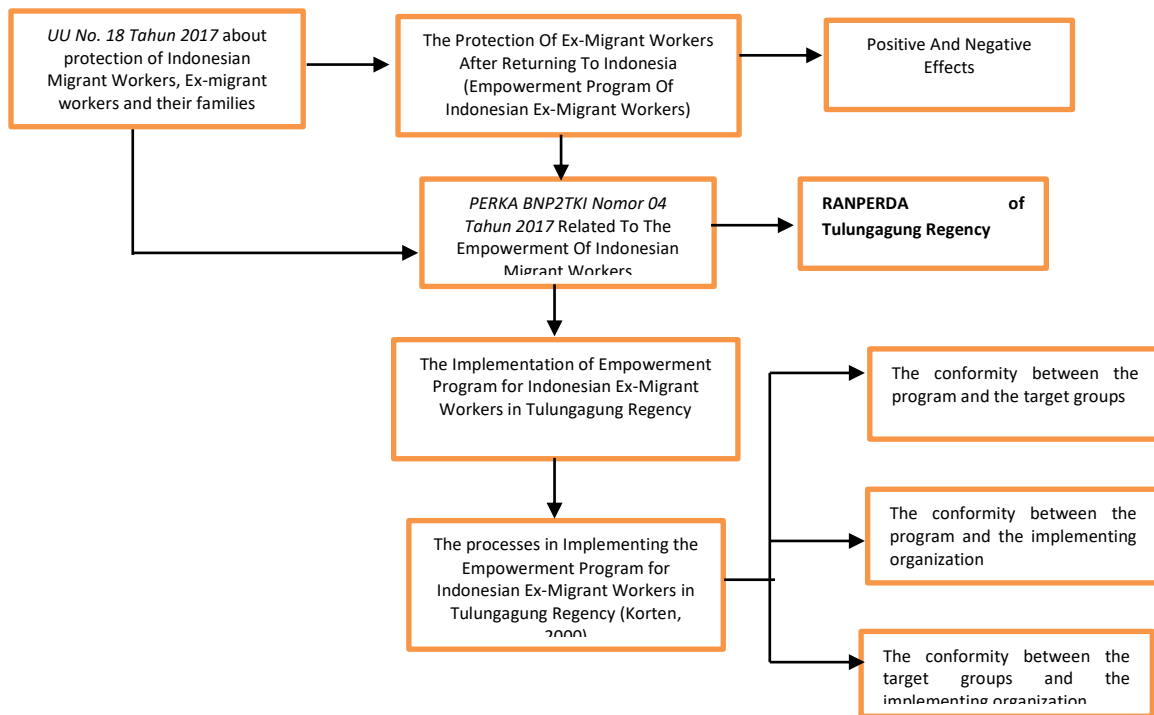
Based on the description above, the study framework can be depicted as follows:

The findings of study in the field indicated that the implementation of the empowerment program for ex-migrant workers in order to improve their welfare in Tulungagung Regency has not been carried out optimally. It can be seen from the various problems that occurred in the field such as the conformity between target groups and implementing organizations that has not been achieved optimally, which included; some indicators and requirements in implementing the empowerment program had not been carried out by the target groups and some strategies that had not been implemented properly. According to Korten (in Akib and Tarigan, 2000 p. 12) the empowerment program will be successful if there is conformity between the program and the elements in the program, which are explained, namely [6]:

##### **1. The Conformity Between The Program And The Target Groups**

The success of the program implementation is certainly determined by compatibility between the needs of target groups and the implementation of the program itself. When the program is in accordance with the needs of the target groups, the program will give benefits for them. The implementation of the empowerment program for ex-migrant workers in Tulungagung Regency has been in accordance with the needs of the ex-migrant workers. It can be seen from the condition that Tulungagung Regency is one of the largest migrant workers suppliers in East Java. According to Disnakertrans (2018) There were around 6000 people from the total of 537,081 inhabitants of the Tulungagung Regency worked as migrant workers.

Figure 1. Research Framework



Source: Analysis Result, 2018

Table 1. The Development of Workforce Placement based on Types and Years in Tulungagung Regency in the year 2017

No .	Tingkat Pekerjaan	2015	2016	2017
I	Antar Kerja Lokal (AKAL)	441	150	425
II	Antar Kerja Antar Daerah (AKAD)	1965	0	1292
III	Antar Kerja Antar Negara (AKAN)	1644	3461	3876

Source: The Department of Manpower and Transmigration of Tulungagung Regency in 2017

Based on the table above, it can be seen that the people of Tulungagung Regency had a great interest in working abroad. This was evidenced by the increasing number of the inhabitants of Tulungagung Regency in "Antar Kerja Antar Negara (AKAN)" column. From 2015 to 2016, the number increased by 1,817 people, while from 2016 to 2017, it increased by 415 people. This significant increase occurred in 2015 to 2016. Based on this data, it can be concluded that the interest of the people in Tulungagung Regency to work abroad was high.

The high interest of the people of Tulungagung Regency to become migrant workers on the other one hand has a positive impact to the government since they also contribute high foreign exchange for the country. However, it also creates the vulnerability regarding to the protection of migrant workers, especially for those who work in the informal sectors. This empowerment program for ex-migrant workers was in accordance with the needs of the target groups (ex-migrant workers) since the high amount of AKAN or migrant workers would have in impact to number of ex-migrant workers in this Regency. The ex-migrant workers did

not have jobs after they returned to their respective regions, and this condition could trigger them to return to work as migrant workers. In fact, they already had good skills and capital that could be used to create job vacancies in this country. Therefore, an empowerment program was needed to develop the skills of the ex-migrant workers and help them to utilize their capitals. It could help minimizing their desire to return to work as migrant workers. According to Hidayat (2016), it has been explained that an appropriate way to prevent them from being migrant workers again is by training their skills so that they can develop their business independently.

A program implementation can be said to be successful if the program is indispensable by the target groups or in this case were ex-migrant workers. This empowerment program was expected to change the lives of ex-migrant workers. According to Grindle (in Subarsono, 2005 h. 93), that a policy and its derivatives will succeed if the contents of the policy are appropriate and in accordance with the needs of the beneficiaries. The implementation of empowerment program in Tulungagung Regency was in accordance with the needs of the target groups since it was one of the attempts of the Department of Manpower and Transmigration in fulfilling the needs of ex-migrant workers and utilizing their capital and skills to be long-term benefits.

There were several benefits obtained by the ex-migrant workers through the implementation of this empowerment program, including; 1) ex-migrant workers could create their own jobs in their country. 2) With the training, the ex-migrant workers got new knowledge and insight regarding their empowered business fields. 3) the ex-migrant workers did not need to be far from the family. According to Grindle (in Subarsono, 2005 h. 93), a successful policy is a policy that can give benefits for the target groups [7]. The implementation of the empowerment program for the ex-migrant workers has provided several benefits for the target groups and therefore, the welfare of the ex-migrant workers also improved.

## **2. The Conformity Between The Program And The Implementing Organization**

A program can be said to be successful if the strategies in implementing the program are suitable

and appropriate. The appropriateness of the program implementation is determined by the actors and organizations that run the program. Related to the implementation of the empowerment program for ex-migrant workers in Tulungagung Regency, there are several actors involved, including; Ministry of Manpower and Transmigration of the Republic of Indonesia, The Head of the Department of Manpower and Transmigration of Tulungagung Regency, The division of Placement, Expansion and Training of the Department of Manpower and Transmigration Tulungagung Regency, The headmen of desmigrative (productive migrant) villages in Tulungagung District, assistant officer in implementing the empowerment program and Desmigrative program in Tulungagung Regency, local partners, and group members (ex-migrant workers).

The organization that managed the implementation of the empowerment program for ex-migrant workers was the Department of Manpower and Transmigration, Tulungagung Regency. This department was commissioned by the Indonesian Ministry of Manpower since the program involved ex-migrant workers who were managed by this department. According to Korten (in Akib and Tarigan, 2000 p. 12) explains that a program will be successful if there is conformity between the program and the elements in the program including the compatibility between the program and the implementing organization. It means that there is conformity between the tasks required by the program and the capabilities of the implementing organization. The Department of Manpower and Transmigration of Tulungagung Regency has a division that handles the empowerment of ex-migrant workers, namely The Division of Placement, Expansion and Training of the Department of Manpower and Transmigration. This division provided human resources and facilities to run the empowerment program as well as monitored and evaluated the program. This was in accordance with the tasks required in the implementation of empowerment programs for Indonesian ex-migrant workers.

According to Grindle (in Subarsono, 2005 h. 93) explains that a program implementation will succeed if the implementers are appropriate. In Tulungagung Regency, the Indonesian Ministry of

Manpower delegated the Department of Manpower and Transmigration as the implementer of empowerment program. This department is appropriate to run the program since it has a Division of Placement, Expansion and Training that also has responsibility to facilitate some empowerment for ex-migrant workers. Even though the Department of Manpower and Transmigration of Tulungagung Regency made use of *PERKA BNP2TKI no 04 tahun 2017* about Empowerment of Indonesian Migrant Workers, Indonesian Ex-migrant Workers and their Families as the legal basis, the duties and functions for this department were actually different. The Department of Manpower and Transmigration was only responsible to provide materials related to the synergy of the empowerment program itself.

### **3. The Conformity Between Target Groups And Implementing Organization**

One of attempts to protect ex-migrant workers was the implementation of empowerment program for them. This program was held to accommodate the needs of the ex-migrant workers by utilizing their capital and skills so that they can work in their own country. Most of ex-migrant workers did not have jobs after returning to Indonesia but they kept spending their earnings for their consumptive needs. There were two villages selected by The Department of Manpower and Transmigration to implement the empowerment program, namely Mirigambar Sumbergempol village and Betak Kalidawir village.

The two villages were selected since the majority of the population there worked as migrant workers. Unfortunately, they did not have jobs after they came back to their regions. In order to reach expected output, there were several indicators and terms set by the government for the target group, including:

- a. The participants of the empowerment program are ex-migrant workers and their families.
- b. The selection of business fields is determined by the Department of Manpower and Transmigration of Tulungagung Regency and adjusted to the local potential of each region. The target groups have to obey this rule.
- c. The number of members in each group is 20 people. Each village has 2 groups and the group leader is elected based on mutual agreement.

- d. The training is conducted at the house of the group leader.
- e. The local partners are responsible to guide the groups from their first training to the first selling process (provide markets for the groups)
- f. The fields of the business do not have to be in the houses of the group leaders, but fields have to fulfill the needs of the business sector.
- g. Each member of the groups has his or her own task in managing the business and has to responsible for the task.

Not all the indicators and terms were fulfilled by the target groups, especially related to the tasks and responsibilities of each member. This was due to the fact that some members of the group did not participate thoroughly because of the big amount of capital charge that they had to pay.

In addition, it still took a long time to reach the selling process. The groups that managed *Jawa Super* Chicken farms also did not have their market yet because of a violation of the agreement done by the local partners. Also, the selection of business fields for Mirigambar village was not adjusted by local potential. It raised difficulties for the groups to learn the business. This conditions resulted the attainments of the empowerment program has not reached 100%.

According to Korten (in Akib and Tarigan, 2000 p. 12), a program is successful if the terms set by the implementing organization are able to be fulfilled by the target groups. The implementation of the empowerment program for ex-migrant workers in Tulungagung Regency has not fulfilled all the terms and indicators set by the government. This condition conducted the attainments of the empowerment program has not reached 100%.

### **CONCLUSION**

Based on the explanation presented above, it can be concluded that the implementation of the empowerment program for ex-migrant workers in Tulungagung District has not run optimally. This was due to the presence of several indicators and terms that could not be fulfilled by the target groups. In addition, some indicators set by the government were considered to complicate the empowerment process itself. As happened in Mirigambar Sumbergempol village, the unjustified business field and the violations of the agreement by local partners obstructed the success of the

empowerment program and had an impact on its attainments.

#### **SUGGESTION**

1. The selection of business fields should be thoroughly adjusted with the local potential of each region.
2. The longer duration of accompaniment is needed to start new business field.
3. The agreement between the groups and the local partners should be obeyed and any violation should be penalized.
4. An agreement regarding the responsibilities and tasks of each group member is needed. The violation of the agreement should be penalized. For example, the deduction of the selling profit.

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