

Research Article

Resources and Policy Beliefs of the Ponorogo District's Social Work Research on Negotiating Migrant Community Needs

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Abstract.

Ponorogo Regency is included in the top 5 regencies/cities that send the largest number of migrant workers in Indonesia and ranks first in East Java Province with a total of 10,043 Indonesian migrant workers. The high number of Indonesian migrant workers in Ponorogo Regency encourages all actors to play a role in dealing with the impacts. It is listed in the Ponorogo Regency of Regional People's Representative Assembly Decree Number 188.4/01/2020 concerning the program for the establishment of the Ponorogo Regency Regional Regulation in 2020. This paper intends to analyze the usefulness of applying community research techniques to illuminate the nuanced requirements of immigrant communities. Given the political interests of actors in the subsystem representing various stakeholders: Regent of Ponorogo Regency, DPRD of Ponorogo Regency, Religious Court of Ponorogo Regency, Manpower Office of Ponorogo Regency, LTSA of Ponorogo Regency, P4TKI, PPPMI, NGOs and PMI. This study aims to analyze the actors involved and the resources consisting of formal legal authorities to make decisions, public opinion, information, mobs, financial resources, and skilled leadership. This study uses a case study qualitative research method with data collection through interviews, observations, literature reviews, and data from public test results. The success of the actors in managing the trust of non-formal actors becomes the capital to convince the formal sector to be optimistic about meeting the needs of migrants. In Ponorogo social work, local community research may offer a more inclusive, community-based methodological strategy to migrant challenges. The context of policy belief and actor resource, determining success related to the ability to innovate, leadership, power, and determining the right steps are some of the recommendations from this research.

Keywords: negotiating, policy belief, resource, community, Indonesian migrant workers

1. Introduction

An approach centered on the level of trust (policy beliefs) and resources of actors in policy formulation can be defined as policies that are influenced and implemented through the effective participation of each actor, in addition to being influenced by public problems [1]. Competing trust occurs in various policy subsystems. The actors are very

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concerned about the problem and want to actively and consistently influence public policy related to it [2]. It takes a linear approach to policy formulation that recognizes that all policies, for their success, must include all players such as non-governmental organizations, the private sector, media, research institutes, and quasi-governmental institution.

The formulation of policies in the field of manpower at the regional level still needs further attention, especially on how to protect migrant workers. Indonesian Migrant Workers from East Java Province rank first in Indonesia. In addition, based on regencies/cities throughout Indonesia, it turns out that Ponorogo Regency is included in the top 5 regencies/cities that send migrant workers, with the following data [3].

TABLE 1: Placement of Indonesian Migrant Workers by Regency/City in the period 2019-2021.

NO	DISTRICT/CITY	2019(%)	2020(%)	2021(%)
1	INDRAMAYU	6,717	7,81	8,45
2	LOMBOK TIMUR	5,794	4,52	4,44
3	CIREBON (KAB)	3,874	4,17	4,41
4	CILACAP	3,871	4,15	4,15
5	PONOROGO	3,483	3,54	3,49
6	BLITAR	3,241	3,24	3,31
7	LOMBOK TENGAH	3,728	3,37	3,24
8	LAMPUNG TIMUR	2,080	2,43	2,92
9	MALANG	3,184	3,12	2,87
10	KENDAL	2,851	2,75	2,77
11	TULUNGAGUNG	2,348	2,51	2,57
12	SUBANG	2,989	2,68	2,42
13	BANYUWANGI	1,969	2,16	2,29
14	BREBES	1,835	2,11	2,26
15	MADIUN	1,784	1,73	1,80
16	KEDIRI	1,379	1,46	1,46
17	BANYUMAS	1,445	1,45	1,41
18	PATI	1,303	1,30	1,38
19	KARAWANG	1,181	1,26	1,36
20	LOMBOK BARAT	1,682	1,48	1,27
21	MAJALENGKA	1,086	1,18	1,23
22	LAMPUNG TENGAH	0,930	1,08	1,20
23	GROBOGAN	1,038	1,13	1,17
24	MAGETAN	1,060	1,05	1,08
25	TRENGGALEK	1,015	1,06	1,07
26	OTHER	38,136	37,23	35,99

Source: Indonesian Migrant Workers Placement & Protection Data by BNP2TKI 2021

The high number of Indonesian Migrant Workers (PMI) in Ponorogo Regency encourages all actors to play a role in dealing with the impacts. One of them is the relationship between the high number of Indonesian Migrant Workers and divorce, which is a negative impact that is a public problem in Ponorogo Regency. So that since 2015 the Regent and DPRD have initiated the Draft Regional Regulation related to the prohibition of divorce, especially for migrant workers. However, this Draft Regional Regulation has not been realized until now, because divorce is a religious domain that is the central government's business. In addition, there is Law No. 1 of 1974 regarding divorce. The DPRD, which was just inaugurated in 2019, continues to initiate the realization of the Draft Regional Regulation, but by changing the contents of the previous Draft Regional Regulation. the decision of the Ponorogo Regency DPRD Number 188.4/01/2020 concerning the Program for the Formation of the Ponorogo Regency Regional Regulation in 2020. There are 25 proposals for Raperda and 5 of them are initiatives Raperda, one of which is the Raperda on Protection of PMI which has had socialization which was attended by the Ponorogo Religious Court which was attended by all Village Heads/ Villages in Ponorogo Regency. Among other things by involving the role of NGOs, NGOs that encourage the Raperda to be realized immediately. The joint meeting and socialization were an initial effort to realize the PMI Regional Regulation. The Raperda proposed by the Ponorogo Regency DPRD has included a pre-departure rule for married PMIs, namely, they are required to sign a stamped letter not to file for divorce. Meanwhile, the portion and role of local government have been stated in Article 41 of the PMI Protection Law no. 18 of 2017, which reads to provide Protection for Indonesian Migrant Workers before working and after working in the regency/city area whose autism

As a response to several problems faced by Migrant Workers and their families in Ponorogo Regency, one of the most crucial issues related to the protection of migrant workers and their families is the issue of divorce. The DPRD together with nuseveralated agencies held a joint meeting regarding the protection of PMI and their families at the Sasana Praja Ponorogo Building. The socialization was carried out with the Ponorogo Religious Court which was attended by all Village/Kelurahan Heads throughout the Ponorogo Regency. Meanwhile, the Chairman of the Ponorogo DPRD, Sunarto, stated that the sociation was a response to the problems faced by the community. Among them involving the active role of the government in the village / urban village. Namely with the addition of the requirement to make a statement letter for migrant workers not to divorce while working abroad. His party also rejected the notion that the agreement seemed discriminatory. According to him, the agreement would bind both parties and

regardless of gender, because those working abroad, said Sunarto, not only women but also men. Sunarto added that the joint meeting and socialization were an initial effort to realize the PMI Regional Regulation which had been discussed for a long time but had not been realized because it was considered not a regional domain, where one of the points was to prohibit the families of migrant workers from getting divorced. So that this is the renewal of the Raperda for the Protection of PMI in Ponorogo Regency which non-governmental organizations, the private sector, media, research institutes, and semi-governmental organizations want to immediately realize.

In a meeting held for a public examination and public hearing by the Ponorogo Regency Regional People's Representative Council (DPRD) on April 3, 2015, related to the regulation, a couple whose one or both of them migrated to another country were obliged to maintain their marriage until the end of their tenure. and return to their homeland. Couples whose one or both of them go to PMI must make a verbal and written commitment not to divorce. This agreement discriminates against migrant workers so it hinders the ratification of the 2015 Raperda which still needs to be reworked. As stated by one of the NGOs, namely Migrant Care, his opinion: "It appears in the latest regional regulation concerning migrant workers in the Ponorogo area of East Java, which ignores civil rights. This violates the civil rights of citizens, and ignores migrant workers as subjects, even if it does not meet the legal requirements because there is no academic text. It's illegal, it's illegal," said the Executive Director of Migrant Care.

Because migrant workers feel that when their personal affairs and rights are individual consciences, they are regulated by the government. The prohibition of divorce for PMI while working abroad and the clarity of PMI's child care have no legal basis. However, considering the number of cases of divorce and neglect of PMI's children, it is critical acriticalovernment to respond immediately.

The main underlying idea in these studies was that caregiving is an intrinsically cultural encounter, and this was the theoretical orientation of the project. In the caring encounter, patients, caregivers, groups, and institutions were all seen as complex cultural factors with varying degrees of power. Additionally, the caring encounter was seen as a relational activity that represented societal and institutional power structures through utilizing cross-cultural methods of speaking and acting best way to understand and explain trust, resources, and policy changes when there are disagreements on objectives and technical disputes involving several policy actors. In addition, an interesting thing in this study is that one member of the Ponorogo Regency DPRD who occupies Commission D, named Eka Miftahul Huda, is promoted by the Nasdem party. The Nadem Party is the party with the majority of seats in the Ponorogo Regency DPRD.

He owns PT. The biggest PMI departure in Ponorogo is PT. Eka Management. The actors who make up the Raperda based on seats in the DPRD other than the Nasdem party are the most numerous. Secondly, there is the PKB party, it turns out that there are two actors who are working with PPPMI in Ponorogo to assist the PMI recruitment process. Likewise in the fourth and fifth parties, there were also actors involved in PMI recruitment. So that it becomes a resource in shifting trust in changing the Raperda.

The initial wave of studies concentrated on how migrants perceived the locations where they got services [4]. The three studies that made up this research examined non-governmental prostitution counseling centers, maternity healthcare facilities, and primary healthcare services. All of the informants were recent immigrants. Two of the studies were carried out by members of the community, while the third, which dealt with the delicate subject of sex work, was carried out by an Estonian frequent visitor to Indonesia [5]. Through an investigation of their educational goals and the effects of sexual health information, the second set of studies focused more on the difficulties the second generation is facing [6]. Central government. Focus on balance in policy structure and formulation system. This research is also intended to be able to provide information regarding the process of forming a Draft Regulation on the Protection of PMIs, especially in suppressing the divorce rate, where previously there was no Regional Regulation that regulated it.

Policy formulation is a study of the second stage of the policy cycle, also emphasizing the importance of specific actors interacting to develop and improve policy options for the government. The policy formulation stage follows after public issues [7]. In the context of this research, the formulation stage is the core of observing how the Raperda can be realized by the coalition of actors involved.

A coalition is a policy subsystem that can include many actors that are grouped or separated [8]. Coalitions can have certain attributes and characteristics that include hierarchical trust, resources, strategy, and coordination. Jenkins-Smith et al argue that such events represent a great opportunity for coalitions to shape their attributes and change, thereby, leading to trust adjustments that have a positive impact on policy failure [9]. In this study, a coalition was built to group the actors in realizing the Raperda for the Protection of PMI.

Policy Beliefs assume that individuals have a three-level hierarchical belief system. These top levels are deep core beliefs [10], which are normative/fundamental beliefs that span across various policy subsystems and are highly resistant to change. At the intermediate level are core policy beliefs, which are normative/empirical beliefs that span across the entire policy subsystem. At the lowest level are secondary beliefs, which are

empirical beliefs and policy preferences related to subcomponents (either substantively or territorially) of a policy subsystem. Consideration of the background philosophy and vision of each actor in the Formulation of the Raperda for the Protection of PMI which is contained in the urgency, the direction of policy formulation, and strategies of actors at the regional level and is a belief system that grows in each actor in policy formulation [11]

Resources include: (1) formal legal authority to make decisions, (2) public opinion, (3) information, (4) mobilized troops, (5) financial resources, and (6) skilled leadership. These indicators are used as the basis for analyzing the resources of the coalition of actors to realize the Raperda for the Protection of PMI.

Actors are defined as coalitions of people from various positions which can include, interest groups, officials, researchers, and academics who share the same belief system. Cairney [2] argues that actors are very important because they articulate important ideas for policy formation [12]. In theory, the approach to resource and policy belief actors is in line with the policy formulation stage which explains the formal and informal actors in the process. So based on this approach, was used to realize the Raperda for the Protection of PMI in Ponorogo Regency.

2. Theoretical Framework

The Advocacy Coalition Framework pays much attention to the competing interactions between advocacy coalitions in policy subsystems. Subsystems may exist more broadly and can be greatly influenced by the political and external environment. Argues that actors are very important because they articulate important ideas for policy formation. He further argues that this framework focuses on the shared beliefs between actors that influence the formation of effective policies and information. Multiple actors' trust can translate ideas into decisions and policy outcomes. Hence, policy implementation becomes easier and more effective. The four cores for effective analysis, according to the ACF, are the policy subsystems. It is focused on all the "actors trying to influence policy and politics on a particular policy issue within geographic boundaries". Subsystems can be felt vertically through levels of government or horizontally across various jurisdictions and policy issues.

Policy actors in the Advocacy Coalition Framework are grouped into policy subsystems related to their involvement in advocacy coalitions. Actors' participation in advocacy coalitions is related to their beliefs about normative or empirical judgments of public issues (core policy beliefs) and active methods of achieving their goals (secondary

beliefs). Policy actors are thought to be broad, rational, goal-oriented individuals who comprehend the nature of the world through shared causal (core) beliefs. Therefore, they rely on science and technical information in the debate and coalition mobilization. This point is a resource for the actors in the advocacy coalition. In practice, this does not reflect the key assumptions of an actor-centered approach. This is the core of the research, which aims to dismantle the effectiveness of all stakeholders in policy formulation as seen from the approach of actors' resources and policy beliefs. Hence, advocating for a paradigm shift in which policy formulation is approached in multiple countries will return all actors to the policy field. Often, demands are made at an early stage where informal actors are more visible, but later the outcome is dominated by formal actors or policymakers. Therefore, he proposes the use of a policy subsystem, where the coalition within the subsystem is an effective mechanism where the subsystem addresses problems and provides solutions. The Advocacy Coalition Framework thus promotes a more collective approach to policy formulation and implementation. In this case, the research reveals how the advocacy coalition model can be applied to policy formulation in several countries.

3. Method

The method used in this study was chosen based on the aims and objectives of the study and became a tool to answer the formulation of research problems. This study uses a qualitative approach that allows a researcher to interpret and explain a phenomenon holistically by using words. The qualitative research used in this research is a case study [13]. Yin defines a case study as a scientific study that investigates a phenomenon and its context is unclear [13]. Case study research is a research strategy that consists of all-encompassing methods, including logic. In this study, the author tries to explain in depth the indicators that are used as the basis for Coalition with an approach to resource and policy belief actors. in Ponorogo Regency, which involved several agencies to realize the formulation of the Raperda related to PMI Protection.

This research comprehensively analyzes through direct observation of formal and informal actors in a natural setting to understand and interpret how actors create and maintain their social world. The author reviews all the activities carried out by each sector involved, especially those related to the Coalition with a resource approach and policy belief actors in the formulation of the Raperda for Protecting PMI in Ponorogo Regency which will be the only Perda for Protecting PMI containing a divorce article.

4. Results and Discussion

The discussion of actors in trust and resources in the Raperda for the Protection of PMI in Ponorogo Regency is interesting to analyze, when it finds empirical facts that this Raperda is an Initiative Raperda from Commission D in the DPRD Ponorogo Regency and is related to a member of Commission D who is the main director of the largest PPPMI in Ponorogo. Policy experts argue that policy learning refers to the ongoing change in understanding or intentions by coalition members regarding the teachings of policy beliefs. Through policy-oriented learning.

4.1. Actors Involved in the Draft Regional Regulation on the Protection of Indonesian Migrant Workers in Ponorogo District

The Raperda for the Protection of Indonesian Migrant Workers is a program that integrates across sectors with the concept of integrating several agencies involved in protecting PMI. Resources and the level of trust are carried out starting at the policy formulation stage and become an issue that continues to receive attention at the drafting stage of the Raperda. The following are the sectors and actors involved in the formulation of the Raperda on Protection of PMI by the draft Raperda article 18 paragraph 2, that protection is divided into 2 things before work and protection after work. Article 19 paragraph 3:

“Pre-employment protection as referred to in paragraphs (2) and (3) is carried out by and is the responsibility of:

VII.1. Government;

VII.2. Local government;

VII.3. PPPMI; and

VII.4. Village Government, by their respective duties and authorities.”

Meanwhile, after work, the protection is carried out by the Regional Government together with the Government authority,

”Guidance by the Regional Government in the field of human resources as referred to in Article 52 letter b, is carried out by:

1. improve the quality of expertise and/or work skills of Regional CPMI/PMI to be placed abroad, including the quality of communication skills in foreign languages;
2. develop job training by the work standards and requirements set;

3. improve the function of the regional PMI financial management forum to improve welfare as a ”

Furthermore, what is the role of the community in protecting the Regional PMI, the community is:

- a. individual;
- b. family;
- c. religious organizations;
- d. social organization;
- e. non-governmental organization;
- f. educational institutions ;
- g. professional organizations;

The issuance of the DPRD-initiated regional regulation which was initiated by PMIs was a step forward. Because PMI is a minority group that needs protection, even though PMI is also a contributor to deposits for the state. One of the policy advocacy issues that reflects PMI's representation efforts is the process of formulating the East Java Regional Regulation No. 4 of 2016 concerning the Protection of Indonesian Migrant Workers. Advocacy for PMI protection policies to become a regional regulation, as a leverage point to look at the wider PMI problem, namely the problem of cases of violence. The regional regulation proposed by the council has become a space for the expression of the interests of various policy actors involved in the process of making it. For this reason, it explores the interaction between actors in political institutions (legislative and executive) and efforts to influence advocacy groups at the civil society level to political institutions; and the representation of PMI's ideas and interests in a policy. PMI's representation in the policy formulation process is explored from the accommodation of PMI's interests in the policy.

The actor who has a role as an intermediary in the Raperda policy for the protection of PMI in the Ponorogo Regency is the legal bureau. As one of the mediators and initiators of solutions, the role of the designer, in this case, the role of the legal bureau in general, occupies a strategic position to assist the problems experienced by stakeholders (cross-sectoral or cross-unit) in the preparation of laws and regulations. Based on the opinion of the chairman of the DPRD:

“Other sectors have always argued that law firms are placed in a neutral or impartial position. As we have seen, the procedure for drafting laws and regulations, apart from being partly stipulated in the P3 Law, is also regulated in detail in Presidential Regulation Number 61 concerning Procedures for Compiling and Managing National Legislation

TABLE 2: Drafting Team for the Formulation of the Indonesian Migrant Workers Protection

No		Aktor	Role in formulation	Resources
1	Regent of Ponorogo Regency	Regent of Ponorogo In the period 2015-2020, along with the sub-district head in each district	Trustees approve Raperda	Legal Authority Financial Information Skilled leadership
2	DPRD of Ponorogo District	Commission D, Commission A, Regional Legislative Council Formation Agency	Raperda maker and supervisor of Raperda	Legal Authority Financial Information Public opinion Skilled leadership
3	Ponorogo District Religious Court	Head of Religious Court	Audience in the Raperda public test	Legal Authority Information Movable groups
4	Ponorogo District Manpower Office	Head of the Manpower Office	Audience in the Raperda public test	Legal Authority Information Movable groups
5	LTSA of Ponorogo District	Head of LTSA	Audience in the Raperda public test	Legal Authority Information Movable groups
6	P4TKI	Head of P4TKI	Audience in the Raperda public test	Legal Authority Information Movable groups
7	PPPMI (PJTKI)	PT. Eka Management PT. Surya Pacific Jaya PT. Putra Pelindo	Company institutions outside the government that are the audience in the Raperda, institutions with government permits as institutions providing PMI training facilities	Information Public Opinion Movable groups
8	non-governmental organization	SBMI DPC Ponorogo COF-FEE JKPS Light Care for Indonesian Migrant Workers	Audience in the Raperda public test	Information Public Opinion Movable groups
9	Indonesian Migrant Workers	All Indonesian Migrant Worker's pre-placement and post-placement	Audience in the Raperda public test	Information Public Opinion Movable groups

Source: Edited by the author 2021

Programs and Presidential Regulation Number 68 concerning Procedures for Preparing Bills, Rperpu, RPP, and the President” (interview with Sunarto, Chair of the Ponorogo Regency DPRD on March 03, 2021)

The limited role of the legal bureau as an actor in policy formulation has an impact on changes in the policy subsystem, namely

1. The emergence of the policy subsystem that formulates the draft regulation on the protection of PMI, namely the DPRD subsystem, especially Commission D, Ponorogo Regency Manpower Office

2. The existence of a draft PMI Protection Regulation which swells the government budget in formulating PMI protection policies, while the budget can be allocated for later policy implementation.
3. Thus the PMI representation shows a dynamic of actor interaction as representatives in the process of determining and formulating policies that refer to the issues, ideas, and perspectives represented. The PMI protection policy-making process is an area of contestation for the PMI community's ideas to influence public policy actors, a combination of a policy approach that is sensitive to PMI's ideas and belief systems on the one hand, by influencing opponents of advocacy coalitions operating at the state level on the other.

In addition, it also involves all elements of society, academics, and experts from all related fields of science, as well as conducting re-discussions, but carried out more comprehensively and inclusively. That way, policies will always be in line with the principles of constitutional democracy. The hope is that the efforts to draft PMI Protection Regional Regulations that are currently being carried out between the Government and the DPRD can guarantee the rights of PMIs as stated in the 1945 Constitution of the Republic of Indonesia regarding Human Rights and various international commitments that have been agreed upon by the Republic of Indonesia. Relevant NGOs will continue to strive to oversee the discussion and provide input to the Raperda to ensure that the reform of local regulations in Ponorogo will be as expected.

4.2. Resource Actors in the Formulation of the Draft Regulation on the Protection of Indonesian Migrant Worker

The interaction between social construction and political power of public policy target groups resulted in four categories of target groups. The target group that is constructed positively and politically strong is labeled as benefiting. Groups that are positively built but politically weak are dependent. Negatively constructed but politically strong groups are competitors. Finally, groups that are constructed negatively and politically are called deviant. In a degenerative policy system, individual policymakers are expected to pursue policies that present opportunities for political gain. Opportunities to gain political advantage in policy-making vary depending on the type of group to which the policy is targeted and whether the benefits or burdens are intended in the policy.

Policymakers are expected to try to provide benefits to groups that are built positively because groups that are built positively are seen as feasible. On the other hand, policymakers are expected to try to place a burden on negative group constructs,

TABLE 3: *Political Power Resource.*

Political Power	Strong	DPRD of Ponorogo District
		commission D
		Regent of Ponorogo Regency
		related agencies
	Weak	NGO
		PJTKI
		Indonesian Migrant Worker
		Family of Indonesian Migrant Worker

Source: Theories of the Policy Process by Weible

because negatively constructed groups are seen as inappropriate. This initial calculation is complicated by the second dimension of the target group - their power politics. Policymakers are expected to align themselves with powerful groups. If strong groups are built positively (benefit), then providing benefits to those groups tends to be politically beneficial to policymakers who support benefits. However, if the benefits are given to the construction of negative, powerful groups (competitors), then the public can object and will provide risky benefits for policymakers.

When the beneficiary groups receive benefits from the policy, the eligibility rules are expected to be universalistic. One way to reduce the resources required for a policy is to provide a restrictive eligibility rule so that only part of the target group can receive benefits. In the Raperda on the Protection of PMIs, all PMIs receive legal protection and have their rights, by Article 3 which reads:

”Increasing awareness, concern, and responsibility of the Regional Government, the business world, and the community to create a sense of security, improve welfare, quality of life for PMI Ponorogo Regency and their families and ensure the fulfillment of the rights of PMI and their families before, during, and after placement”

However, PMI experienced different problems so in solving it the government needed a legal umbrella in acting, as conveyed by the Regent of Ponorogo Regency:

”The various problems faced by PMI, especially since the number of PMI Ponorogo is also high, there are no underlying rules and the basis for the government to act, so the Raperda will soon be ratified with demands from many parties.” (interview with Mr. Sugiri, Regional Head of Ponorogo Regency 2020-2025 on 27 March 2021)

This study concludes that the resources used by the coalition are centered on different actors based on the stages of the process and the moments of struggle. These resources include:

- (1) legal authority;

- (2) financial;
- (3) public opinion,
- (4) information,
- (5) Movable groups
- (6) skilled leadership;

The order of these resources does not reflect their relative importance because each resource is considered to have advantages and is used in different conditions and situations.

Legal authority to make decisions is a key resource, as actors with this authority can ensure to support policies that reflect their beliefs. By the explanation above, the legal authority's formal position can be a member of the coalition, and the dominant coalition has more members. They will often take action to put members in such positions or conduct lobbying campaigns to influence officials. The existence of public opinion can be the main resource for the coalition so the resources owned by the Ponorogo Regency DPRD are the most dominant based on the following data.

In the policy decision-making stage, money becomes a resource that refers more to potential resources in the form of investment targets and local government revenues. Regional spatial planning programs and activities will significantly increase local government investment and income.

Resource information, knowledge, and skills are the main tools in the policy-making stage. Actor-centered coalitions use these information, knowledge, and skill resources primarily for policy and program proposals. Groups of experts and consultants from universities, as well as environmental activists through the forum environment, provide support with information, knowledge, and skills to influence public opinion and attitudes towards the existence of the Raperda for the Protection of PMI in Ponorogo Regency. However, some of the more prominent types of resources owned by the actors above will be the basis for providing a level of trust. The actors who have the most resources above are the Regent and DPRD of Ponorogo Regency who will occupy the deep core belief because they are believed to be able to realize the Raperda with the resources they have. In the policy-making or decision-making stage, other types of resources are predominantly used in the decision-implementation stage. However, there are types of resources that are used sustainably at each stage of the policy.

TABLE 4: Actor's Resources.

No		Aktor	Role in formulation	explanation
1	Regent of Ponoro Regency	Regent of Ponoro In the period 2015-2020	Trustees approve Raperda	As a mover, the DPRD immediately ratifies to reduce the Indonesian Migrant Worker number
2	DPRD of Ponoro District	Commission D, Commission A, Regional Legislative Council Formation Agency	Raperda maker and supervisor of Raperda	As the initiator of ideas, and the existence of an initiative local regulation
3	Ponoro District Religious Court	Religious Court Public Relations	Audience in the Raperda public test	As a driving force for the ratification and advisory of Raperda
4	Ponoro District Manpower Office	Head of the Manpower Office	Audience in the Raperda public test	As a driving force for the ratification and advisory of Raperda
5	LTSA of Ponoro District	public relations of LTSA	Audience in the Raperda public test	As a driving force for the ratification and advisory of Raperda
6	P4TKI	public relations of P4TKI	Audience in the Raperda public test	As a driving force for the ratification and advisory of Raperda
7	PPPMI (PJTKI)	PT. Eka Management PT. Surya Pacific Jaya PT. Putra Pelindo	Company institutions outside the government that are the audience in the Raperda, institutions with government permits as institutions providing PMI training facilities	As an impetus for the ratification of the Raperda
8	non-governmental organization	SBMI DPC Ponoro COFFEE JKPS Light Care for Indonesian Migrant Workers	Audience in the Raperda public test	Is an institution that is against the Raperda because it considers that there are restrictions on the rights of migrant workers, especially those related to divorce

Source: Edited by Author 2021

4.3. Policy Belief Actors in the Formulation of the Raperda on Indonesian Migrant Workers Protection

The PMI Protection Raperda publishes national policy documents and sets policy targets and strategies every year. The contents of this policy document mostly focus on emphasizing the core belief of the PMI Protection Raperda with several guidelines for implementing policies. The provincial and lower levels of government are responsible for developing operational plans reflecting their secondary beliefs. In the case of this study, the executive, legislative, NGO, and other related institutions have all shown various deductions on their secondary beliefs, both in comparison with national policies and with each other.

The results of the field research show that in the policy subsystem of the Raperda on the Protection of PMI, secondary belief is related to various problems, ranging from the scope of the policy, and government responsibilities, to various matters related to the main object of this policy. This shows that most of the policy changes identified in the Raperda on PMI Protection are caused by changes in secondary belief.

Although this regional regulation was advocated through the council's initiative, in reality, what was provoked by the PMI community regarding the justice of migrant workers was not the legislature but rather the government (executive) namely through the obligations and commitments of the state (East Java government) to the protection of PMI. The power of the three institutional actors involved in the policy formulation process, namely NGOs, the legislature, and the executive is equally important. The function of constructing PMI's ideas and interests is carried out by a coalition of NGOs so that core policy material is available to be formulated at the legislative and executive levels. However, NGOs have limitations, namely, they do not have the legal authority (authority) to set policies, so alliances and coalitions to build networks with legislative and executive actors are strategies for achieving the goal of representing PMI's ideas and interests.

The result is that secondary belief, which represents the instrumental aspects of a policy, is proven to be more vulnerable to change; while core beliefs tend to remain stable, either over a certain period. The Raperda on the Protection of PMI publishes national policy documents and sets policy targets and strategies every year. The contents of this policy document mostly focus on emphasizing the core belief of the Raperda on the Protection of PMI with several guidelines for implementing policies

The provincial and lower levels of government are responsible for developing operational plans reflecting their secondary beliefs. In the case of this study, the executive, legislative, NGO, and other related institutions have all shown various deductions on their secondary belief. So from all the actors making up the Raperda on the Protection of PMI, there was a political agreement to immediately achieve a common goal.

5. Conclusion

The results of this study show that the coalition of actors in the formulation is built in a conducive advocacy coalition governance and becomes one of the forces supporting the success of local regulations. Capitalized from the resources owned to be able to

shift the previous belief system. The Raperda for the Protection of PMI was successfully realized, which encouraged cross-differentiated cooperation and made a strong commitment to achieving goals through policy belief and resources.

The cultural normativity that characterizes much of Indonesia's welfare research was problematized by these two collections of migrant community studies, which made a plethora of situated knowledge from "non-experts" available. A large portion of western social science research is predicated on certain conceptions of the social world, including cultural notions of the self's relationship to society that are operationalized through the application of policies. While keeping in mind the possibility that disclosing information about their communities could lead to increased surveillance and, consequently, greater social control by the authorities, "non-expert" researchers' concepts and formulations reflect the myriad pressures of trying to find solutions to problems of concern to marginalized communities.

In general, it can be concluded that if the policy beliefs that have been obtained by the actors, starting from the resources owned by capable actors are consolidated, then the success of the regulations will be achieved more quickly or there will be a rapid policy shift. In addition, the success of the actors in managing the trust of non-formal actors becomes the capital to convince the formal sector in building optimism to create a coalition. Therefore, coherence between integrated systems is needed. Coherence between system levels leads to a dialogue between actors who have competence and capacity, as well as actors who have power and commitment. This article makes the case that discussions about the basic requirements for diverse knowledge production narratives could be a significant step toward more inclusive and transformative social work research in Ponorogo and elsewhere, which could better address the needs and complexity of self-definitions of various migrant communities. This emphasizes that social work research's core goal is bottom-up community work rather than top-down knowledge, it is the best way to understand and explain the formulation of the Raperda for the Protection of PMI in Ponorogo Regency regarding trust points, resources, and policy changes when there are disagreements on goals and technical disputes involving several policy actors. The policy subsystem is defined by its territorial boundaries, substantive topics, policy actors from all levels of government, many interest groups, media, and research institutions.

So that the Ponorogo Regional Government recommends that the guarantee of PMI rights is the main thing and must be fought for, so it is necessary to maintain a coalition of all actors that is built from the resources and trust they have. In addition, the practical implication of this finding is that the region that will draft PMI regulations can create an

Advocacy Coalition with a trust and resource approach and not only focus on advocating for formal actors that are coercive but also analyze and design a coalition to anticipate the failure of drafting the Raperda.

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