

LOCAL GOVERNMENT IN MIGRANT WORKER GOVERNANCE (*case study in Kabupaten Indramayu, West Java, Indonesia*)

Susana Indriyati Caturiani

Email: indrie02@gmail.com

University of Indonesia

Abstract

Kabupaten (district) Indramayu is the second largest district as the sender of an overseas worker following Kabupaten Lombok Timur, West Nusa Tenggara. The big part of them is woman, working as domestic helper, babysitter and caregiver. The government of Indonesia stop sending overseas workers for individual users to the countries of the Middle East region gradually. Today, they are turning work to East Asia (Taiwan and Hong Kong), Southeast Asia (Singapore, Malaysia, Brunei Darussalam). Meanwhile, a small portion of migrant workers are men. Usually, they work in Taiwan as the crew of the fishing, fishponds or manufacture , others work as factory workers in South Korea.

Migrant worker governance consist of three stages; pre-deployment, deployment and post-deployment . In first stage, the process engages government institution from local, including village, to central. The role of local government is very important for the migrant workers come from there. *Dinas Sosial dan Tenaga Kerja* (Social and Labor Office) is the government institution that takes care of this problem, however they cannot address themselves because of the complexity of the issue. Two agencies are an important partner for Social and Labor Office is the Village Community Empowerment Office (BPMD) and Women Empowerment and Family Planning Office (BPPKB).

The problems that occur, among others document fraud, unprincipled broker and persistence of illegal migrant workers. Coordination between government institution is very crucial, not only at local level but also at central. Nevertheless, this paper will adduce it at local level in pre-deployment stage.

This research is qualitative, collecting data through deep interview to informans and observation. Some of the documents used as complementary data.

This study find that fraud committed by brokers, known by candidates of overseas worker or their family. Despite the apparent deception led to the crime of human trafficking also occurs. Publishing rules and enforcement procedures that have been performed by several villages have been good, but not enough. Fundamental change is needed is awareness of the villagers generally about safe migration. Meanwhile, the government's inter-agency coordination is still incidental, limited and the lack of leadership capability.

Keywords : coordination, local governance, migrant worker

INTRODUCTION

Heidy shows an overview of the administration which occurred in developing countries as follows:

1. The basic pattern of public administration is imitation / clone / replica rather than native (indigenous). Usually they mimic the patterns that had colonized the state.

2. Bureaucracy in developing countries lack of skilled human resource for development administering. Deficiencies in question is in terms of quality.
3. Bureaucracy is more oriented on other things rather than the direction that actually productive. Bureaucrats further pursue personal interests or goals than the program's objectives. In this case Riggs call it a bureaucrats preference over private benefit (personal expediency) against the interests of society (public-principled interest).
4. The wide gap between the statement and reality. Riggs gave the term formalism for that character. (2013).
5. Bureaucracy in developing countries often are autonomous means to be separated from the political process and community supervision. (summarised from Heady:1991, Kartasmita:). Such bureaucratic character generate an overseas worker issues for many years. After the 1998 Reform Movement in 1998, the Indonesian government decentralize authority broadly to the district / municipality. Decentralization has created new responsibilities and expectations for local governments, how to carry out routine administration, provide good quality public services, and plan for the economic development of their localities. Grindle said that performance differences among the study sites, be explained by the impact of political competition; the capacity of political leaders to mobilize resources for change; the introduction of new methods and skills for public administration; or the demands and participation of civil society (2007).

In one of the considerations Law 23 of 2014 on Local Government stated that the regional administration is directed to accelerate the realization of public welfare through improving services, empowerment, and the role as well as the public, and to increase regional competitiveness with due regard to the principles of democracy, equality, justice, and the peculiarities of an area in the State system Unitary Republic of Indonesia. Then also the Act 6 of 2017 on The Village consider that in the course of constitution of the Republic of Indonesia, the village has developed in various forms that need to be protected and empowered in order to be powerful, advanced, independent, and democratic so as to create a solid foundation in implementing governance and development towards a just, prosperous, and prosper society. In Law 39 of 2004 concerning Placement and Protection Indonesia Worker Abroad, there are two important considerations is that, *first*, the placement of Indonesian workers abroad is an attempt to achieve equal rights and opportunities for workers to obtain decent employment and income, which are carried out with due regard to dignity, dignity, human rights and legal protection as well as equal employment opportunities and labor supply in accordance with national needs; *second*, the Indonesian workers abroad often become objects of trafficking, including slavery and forced labor, violence, arbitrariness, crimes against human dignity, as well as other treatment that violates human rights. Thus, the overseas worker issue cannot be handled by the Social and

Labor Office itself, necessary coordination between some local government institutions and village governments.

This paper will discuss the coordination, especially on the stages or sections proceeding in the district including the villages of origin of the overseas worker candidates. Coordination according to the dictionary are: “the act of coordinating, making different people or things work together for a goal or effect” or “the regulation of diverse elements into an integrated and harmonious operation”. Coordination also means “integrating or linking together different parts of an organization to accomplish a collective set of tasks” or “integrating or linking together different resources to accomplish a collective set of tasks”. (cited in Kral, 2007:2). The goal in the issue of overseas worker are protection and welfare. protection means they go through legal procedures, prosperous means their quality of life increase. The parties that coordinate are Social and Labor Office, Village Community Empowerment Office (BPMD) and Women Empowerment and Family Planning Office (BPPKB) and the village government.

RESEARCH METHOD

Information derived from primary and secondary data. Primary data is collected from in-depth interviews with some informants; local government, village government, local the house of representatives and some individu (recruiter, freelance middle-man, community activist) . Secondary data relies from document of National Board of Deployment and Protection for Indonesia Overseas Worker (BNP2TKI), local government, and mass media.

AN OVERVIEW INDRAMAYU'S OVERSEAS WORKER

Indramayu is one of 27 district in West Java Province, is lied at North Coast of Java, 209 km eastern Jakarta. Most of the population work in farming as sharecropper, peasant or farmer. Meanwhile, they who live in coastal area are fisherman. Since a few years, Indramayu is the biggest sending area for overseas worker (OW) in West Java, as shown in the following table.

Table 1. Migrat Worker Placement in Overseas by District

NO	Place of Origin	2011	2012	2013	2014	2015	2016	2017 (feb)
1	<i>Indramayu</i>	29.966	28.524	28.410	25,521	19,064	16625	2261
2	<i>Cirebon (kab)</i>	19.152	16.755	18.675	15,786	10,953	10078	1376
3	<i>Cianjur</i>	18.386	12.266	14.639	11,311	5,437	3227	0
4	<i>Karawang</i>	14.446	10.338	11.749	8,499	3,906	2749	319
5	<i>Subang</i>	11.918	9.742	10.661	8,357	7,254	6522	953
6	<i>Sukabumi (kab)</i>	13.260	9380	10.577	8,665	3,66	2250	0

(summarized from research and information center BNP2TKI: 2017)

Although the trend decrease, Indramayu remains the highest source areas of OW. Majority of the mare educated elementary school or junior high school, as indicated by Table 2. .

Table 2. OMW by Education Level

YEAR	ELEMENTARY	JUNIOR HS	SENIOR HS	UNIVERSITY
2011	5516	5555	997	26
2012	6878	10411	1365	35
2013	5618	10922	1295	14
2014	4999	12449	1929	53
2015	4201	9835	2891	54

(summarized from Indramayu Labor Office: 2016)

According to one recruiter OW, the education level is not strict and is therefore not so important diploma document. (interviewed on 10 December 2016). However the author ever met a OW candidate, in the biodata she graduated from junior high school, in fact she finished primary school. If the level of education is not important, why it should be forged. Most of OW is woman, as in the following table, the average number of males is only 1-4 percent of the number of women.

Table 3. OMW Placement by Sex

YEAR	WOMAN	MAN
2011	11957	137
2012	18492	182
2013	17654	202
2014	18237	1193
2015	15207	1774

(summarized from Indramayu Labor Office : 2016)

Informal works referred to Table.4, among others, are a house maid / house keeper, care taker / care giver, and drivers whereas in formal sector, they work as an operator in a factory, or crew of a fishing boat. Until this year Taiwan is a country that is most in demand by woman overseas workers, from year to year has increased. OW tendency to rise to the countries of Southeast Asia (Singapore, Malaysia) and Asia Pacific (Taiwan, Hong Kong, South Korea) on the contrary to the Middle East countries (UAE, Qatar) decreased, as shown in Table 5 below.

Table 5. Countries of Destination

NO	DESTINATION	2011	2012	2013	2014	2015
1	Taiwan	4633	8777	8937	11375	10391
2	United Arab Emirates	2471	2770	2375	379	56
3	Qatar	1696	3003	1352	296	17
4	Singapura	780	1338	2161	2434	2510
5	Hongkong	721	1140	1348	1372	1608
6	Oman	515	907	1100	2192	210
7	Malaysia	117	279	242	618	1420
8	Korea Selatan	0	0	0	0	278

(summarized from Indramayu Labor Office: 2016)

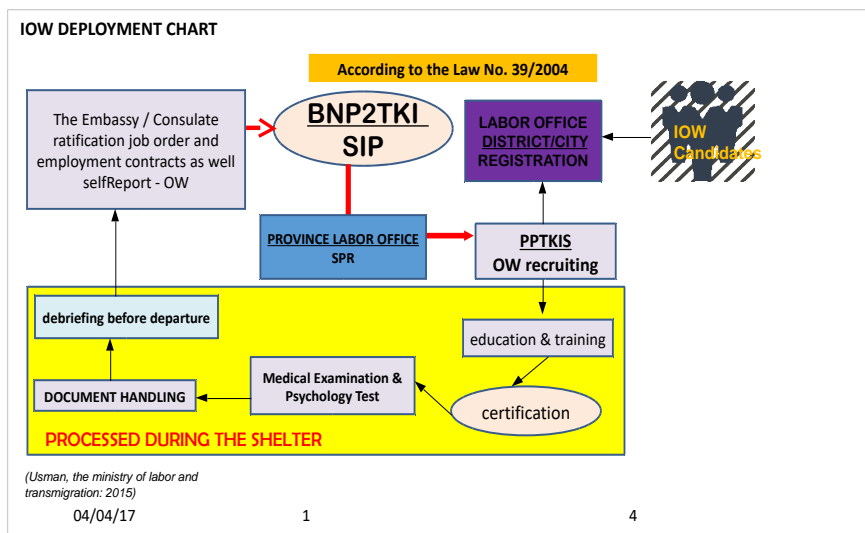
It is influenced by Indonesia government policy to stop sending workers to countries in the Middle East region through Decree Number 260 of 2015 on Deployment Termination and Prohibition for Indonesia overseas worker on Individual Users in Countries in the Middle East Region. The moratorium policy does not stop the effort people to work to countries in the Middle East, even if the procedures are not official. The magnet of working abroad or pull factor is higher wages than their home. The money not only to fulfill the basic needs but also to satisfy the needs of non-basic. The wages they earn is sent to their families in their homeland. These remittances are spent by families for various needs. In the first departure, remittances usually used in addition to day-to-day shopping, as well as for paying school fees, helping parents and building a house. In the second departure, remittances used to buy electronic goods, vehicles and so on. Sagala and his colleagues stated that the remittances of migrant workers can be categorized into four types items, namely: the allocation of consumption, physical, venture capital investments, and savings.(2011).The management of the Community Base Organization (CBO) Tinumpuk Village explicated that the overseas worker went overseas not just once, it is justified by a cadre of family building and a recruiter of

overseas worker. The following table is the amount of remittances sent by migrant workers from Indramayu district from various countries to their families.

Governance of Overseas Worker

TKI governance encompasses three phases: pre-placement, placement and after placement, involves three parties: the government, the private sector and civil society, proceeds from the village government, district governments to the central government, as demonstrated in chart 1 below.

Chart 1. Deployment Flow of Overseas Worker



BNP2TKI :National Board of Deployment and Protection for Indonesia Overseas Worker

SIP : deployment permit

SPR : recruit covering letter

PPTKIS : Private Deployment Implementor for Indonesia Overseas Workers

The flow begins with job order ratification by the embassy or consulate general of Indonesia abroad, then on the basis of the job order, BNP2TKI publish Deployment Permit (SIP). Private Deployment Implementor for Indonesia Overseas Workers (PPTKIS) brings SIP to the Labor Office of the province, which then The Office publishes Recruit Covering Letter (SPR). Afterwards PPKIS report their SPR to Labor Office in certain district and recruit overseas worker candidates. Deployment Deputy of BNP2TKI, Agusdin Subiantoro delared "For SIP services and SPR in the online system, Computerized System for Overseas Workers (SISKOTKLN), will be enacted from 1 April 2016.". Currently , online system is applied for four state deployment, namely: Hong Kong, Taiwan, Singapore, and Brunei Darussalam.

(<http://www.bnp2tki.go.id/read/11162/> BNP2TKI-Permudah-Layanan-SIP-dan-SPR-dengan-Sistem-Online---24 March 2016 13:54 GMT).

In the opposite direction, when the candidates are ready, they will be processed through the village, then to be recommended by the labor office. The candidates will be examined by Official health facilities, get training in vocational training centers for overseas worker (BLKLN). This center is owned by PPTKIS. The candidates will be tested by the National Board of Professional Certification (BNSP). Having passed all the stages, they apply for a passport at the Immigration Office. The last step is Debriefing in advance of Departure (PAP), envisaged by the National Board of Deployment and Protection for Indonesia Overseas Worker (BNP2TKI) or Service Center for Deployment and Protection of Indonesia Overseas Workers (BP3TKI) before they go to the country of destination.

Regulation of the Minister of Manpower and Transmigration (Permenakertrans) No. PER.09 / MEN / V / 2009 on Procedures for the Establishment of a Branch Office of PPTKIS allege PPTKIS may establish branch offices in the region outside the region in which the head office. (Chapter II Procedures for the Establishment clause 2). For example, the head office of PT. A is located in Jakarta, it is permitted to set up branch offices in other provinces. The regulation was strengthened with the issuing of local regulation of West Java Province No. 9 of 2013 on Guidelines for the Deployment and Protection of Indonesia Overseas Workers that originate from West Java, which states that every PPTKIS who received the candidate overseas worker from the Region (West Java) required to open a branch office or a branch in the Region (West Java) (Chapter IV Deployment Implementor for overseas worker Article 10, point 1a), for example The PT. A establish branch office in Indramayu, West Java Province.

5 Coordination between The Parties

Under these situations, the working area of PPTKIS is quite extensive, employees of the company do not always recruit candidates directly, but they receive a "candidates deposit" from the freelance. *"I handle the candidates brought by freelance middle-man, which already completed or already neatly on administration. I still rare (find by myself), unless neighbors who still believe in me ... come to me."* (Interviewed December 10, 2016). The freelance middle-man has several terms; sponsors, brokers, field officer. They were persuaded the candidates, clearing their documents including if "not presentable". They also ignore the provisions that require family permit known by the village head. Majasari Village, sub-district of Sliyeg is one of the villages that issues Village Regulation (Perdes) No. 3 of 2012 on Protection of Indonesia Overseas Workers who originate from Majasari Village, but they do not guarantee about the procedure implementation correctly, as proposed by the village head, "I know there is still a process in secret. I am just reminded, then tells how the save migration. If they already overdo departed, we also neglecting, honestly, do the omission." (Interviewed March 6,

2017). This is corroborated by a freelance middle-man, *"The sponsors can hold the work order, could not. So sponsors who could not prove letter of assignment, they carry off citizen (the candidate)."*

With such a situation, coordination among local government agencies, especially those close to the issue of overseas worker and village governments are very important.

According to Malone and Crowston, coordination means "the act of working together harmoniously." First of all, what does the word "work" imply? The same dictionary defines "work" as "physical or mental effort or activity directed toward the production or accomplishment of something" [cited in Malone]. Thus there must be one or more *actors*, performing some *activities* which are directed toward some ends. In what follows, we will sometimes refer to the ends toward which the activities are directed as *goals*. By using the word "harmoniously," the definition implies that the activities are not independent.(1990:4).

The aspects of "working together harmoniously" are not simply part of "working." In Malone and Crowston's analysis of the broad definition above, the element of coordination that was implied by the word "harmoniously" was interdependencies. They offer narrow definition of coordination when someone want to focus specifically on the aspects of a situation that are unique to coordination. Coordination is the act of managing interdependencies between activities performed to achieve a goal. it is obvious, many crucial coordination situations involve multiple actors (cited in Malone) and in accord with them, coordination as something that occurs only when multiple actors are involved. *Both the definitions of coordination give a prominent role to interdependence: If there is no interdependence, there is nothing to coordinate.*

Goal

In the issue of overseas workers, general purpose, which is about to be fulfilled is the first, to protect overseas workers so that they migrate safely, the second, the result of working abroad improve the welfare of the family. So that was listed in the Act. Migrate safely means that the candidates have to follow the procedures in accordance with the regulations. The issue of overseas worker has not been a priority issue for Indramayu. It was stated by the coordinator of the socio-economic in Planning and Regional Development Agency (Bappeda). (Interviewed October 19, 2016). As an institutional constructor agencies, Village Community Empowerment Office (BPMD) also does not have coordination from the beginning designed. According to one of the head of division, BPMD relationship with the Social and Labor Office (Dinsosnaker) less close, relationship occurs when there is a matter of course. (Interview October 18, 2016). Then Women Empowerment and Family Planning Office (BPPKB) as a government agency to disseminate related to the crime of human trafficking, violence against women and children are also dealt with cases affecting women and children, often in coordination with the social field. (Interviewed October 18, 2016) ,

Employment Section Chief explained at the time of preparing Majasari Village adhering to national village competition, Dinsosnaker and BPMD coordination. He stated that coordination in government is easier to talk about than implemented. (Interview October 14, 2016).

Each institution sets its objectives, the problems of overseas worker has not been a problem that is shared. It comes in response some of the village official below. Village official of Tinumpuk, "... during this time, the village officials both from head of village to the subordinate there was no training on handling migration event from the beginning to the success and impacts have not been there." (interviewed December 7, 2016). Village official of Juntinyuat, until this moment, the offices has not coverage the village. (in the sub-district Juntinyuat) The largest labor sending and have the greatest problems exist in the dadap area. Dadap village does not have a system (handling overseas workers) and others. (Interviewed 1 March 2017). According to the Head of Majasari Village, good practices that have been run in several villages less heartily encouraged to other villages as well follow. (Interviewed March 6, 2017). Thereby there is no goal to unite to overcome the problem of overseas worker.

Activities

Activities undertaken by the each agency to operate on their own, such as the Social and Labor Office socialize procedures work abroad in Village A, Women Empowerment and Family Planning Office (BPPKB) held socialization of trafficking in other places, as well as the Village Community Empowerment Office (BPMD) as the agency that takes care of the village does not attach the issue of overseas worker in the program activities. Each agency implementing the program with human resources and the budget they have. Sometimes, they also carry out activities funded by vertical agencies, for example, in December 2016 the Women Empowerment and Family Planning Office (BPPKB) held a socialization that provides knowledge of trafficking for students and teachers of guidance and counseling which are programs or activities of the Women Empowerment and Family Planning Office of province. Similarly, Social and Labor Office, as proposed by the Chief of Employment Section, "... (which split from a higher authority) is not fund, so events from BP3TKI Bandung, then there is of BPTKIT (Social and Labor Office of Province) Bandung. BP3TKI as an extension BNP2TKI in the province." (interviewed October 14, 2016).

Actors

As mentioned earlier, Social and Labor Office is the agency address overseas worker. Women Empowerment and Family Planning Office oversee matters related to women's empowerment and family planning. They worked through the task force P2TP2A or Integrated Services Center for Women and Children. P2TP2A an integrated activity center

established Ministry of Women Empowerment and Child Protection and provides services to the Indonesian people, especially women and children victims of violence.

Village Empowerment office serve to develop village institutions, not only the village government, but also public institutions, such as integrated health posts (Posyandu), which is the Community-Based Health Effort (UKBM). IHC is now not only serve the needs of public health, for posyandu whose main activity is good to develop or expand activities that can be selected and tailored to the needs local community.

Village Government actuate the tasks that have been mandated by the Act Village. Handling of overseas workers heavily dependent on each head of village and the subordinates. Juntinyuat and Majasari are the villages that has great attention to the issue of overseas worker. Majasari village, accompanied by Tifa Foundation successfully issued Village Regulation (Perdes) on the protection of overseas workers in 2012 and formed a community base organization (CBO), which is still take care of overseas worker cases. The village of Juntinyuat apply strict requirements for brokers when it will bring its citizens working abroad. Meanwhile Dadap village, which is still one sub-district with Juntinyuat village, do not have enough attention to the issue of overseas worker.

Who are the implementor these activities? They are the Social and Labor Office, particularly division of overseas employment, Village Community Empowerment Office, notably the division of institutional empowerment, Women Empowerment and Family Planning Office, especially the division of woman empowerment, village government. Beside them, they can involve; other institutions in accordance with the needs of the activities, such as Population and Civil Registration Office, police, universities, non-governmental organizations and religious institutions.

Interdependencies

They feel not mutually dependent, all focused on the goal of each institution. Program activities implemented customized human resources and the budget of each agency. It seems that indeed they are not interdependent with each other, but when looking at charts 2 and the information submitted by the brokers, recruiters and village officials, the infringement procedures, falsification of documents conducted by the brokers are known by the candidate and his family. Although there are also cases that actually scams that lead clearly on trafficking. Publishing rules and procedures enforcement is good but not enough. The most fundamental aspect that must be changed is the awareness of the candidate, his family and society. But first, the government should realize how crucial issue of overseas worker in Indramayu. Sensitivity to the importance of the issue may be realize them that in fact they can not work alone. In addition, the limited personnel and budget into a problem for the agencies can also be a reason to be aware of the need for coordination orderly.

Currently ,IHC implements a different approach than the days before, as stated by one of the head of division in BPMD, that posyandu applies HI approaches, Holistic Integrative, in accordance with the Regulation of the Minister of Home Affairs Number 19 of 2011 on Guidelines for Integrating Base Social Services in Posyandu. In Chapter II on the Implementation of Article 2, paragraph 2 IHC as described in paragraph (1) is flexible, developed according to the needs, concerns and resource capabilities. Thus, the region has the opportunity to provide services according to the needs or local issues. Posyandu cadre hereinafter referred cadres are community members who are willing, able and have the time to organize voluntary activities of IHC. Posyandu cadres trained hereinafter called Posyandu cadre of trained, cadres who have attended training related to the field of integrated services. (Chapter I general provisions of Article 1 point 10 and 11).Posyandu cadre, local residents, can b e government partners in an effort to socialize safe migration in everyday life and report immediately if they know the effort infringement procedure by brokers.

Cadres Posyandu is local residents and the constructoris a working group set up by Minister Regulation No. 54 of 2007 on Guidelines for the Establishment of the Operational Working Group of Posyandu Development . In Chapter I Article 1 paragraph 3 is inscribed the the Operational Working Group of Posyandu Development, hereinafter referred to Pokjnal IHC is a work group that tasks and its function is linked to the implementation of coaching / management IHC domiciled in Central, Provincial, District / Municipal and su-District.

Table 8. Components do coordination.

Goals	<ol style="list-style-type: none"> 1. Expanding information about safe migration to: <ol style="list-style-type: none"> a. The village heads and the subordinate b. The candidates and their families c. Villagers in general 2. Increasing awareness of citizens on non-procedural migration issues in the neighborhood. 3. Facilitating paralegal training for the activists of the village.
Activities	<ol style="list-style-type: none"> 1. Discussions of save migration in village chief and the subordinate forums continuously. 2. Dissertation of save migration in community forums; religious gatherings (pengajian), gathering, celebration, farmer groups, rural

	<p>radio continuously.</p> <p>3. Cooperate with other parties organizing paralegal training for activists or cadres in the village in order to be consulted and to help in certain situations.</p>
Actors	<p>Selecting actors :</p> <p>The Social and Labor Office, particularly division of overseas employment, Village Community Empowerment Office, especially the division of institutional empowerment, Women Empowerment and Family Planning Office, notably the division of woman empowerment, village government. Beside them, they can involve; other institutions in accordance with the needs of the activities, such as Population and Civil Registration Office, police, universities, non-governmental organizations and religious institutions.</p> <p>Assigning activities to actors :</p> <ol style="list-style-type: none"> a. division of overseas employment: prepares the data of overseas worker on the basis of the village, set up a save migration information in various forms. b. division of institutional empowerment: prepare the data of posyandu on the basis of strata and promotes the activities to the village official forums, to train administrators of village institutions (non-government intitutions). c. division of woman empowerment: preparing data on cases of trafficking on the basis of the village, preparing trafficking and violence information in various forms.
Interdependencies	<p>Working Group Operational (pokjnal) in district level becomes a means of Interdependencies managing. In addition, each agency have duty and function, they also have to address the issue of overseas workers together through coordination.</p>

Activities for discussing the issue of overseas workers should be carried out continuously, not just when there is a case, so that the issue is becoming a common awareness.

Some of the obstacles in the implementation of coordination can be recorded as follows:

1. Feudal culture that is still attached, in the sense that lower-ranking employees will have difficulty in coordinating with employees of higher rank, even low-ranking official of the experts in these fields.
2. Leadership capability has not been able to mobilize the resources to underwrite the issue of overseas worker together. These conditions reinforce the tendency of sectoral ego of each institution.
3. Agencies have addressed more or less equal, related to the quantity and quality of employees and budget constraints. This situation is a hindrance when that arises is selfishness. However, this situation is precisely to trigger coordination when grown is trust, understanding (Campbell and Hartnett: 2005) and sensitivity to the issue.

CONCLUSION

Coordination within the government is easier said than practiced. Nevertheless, coordination is a necessity in an effort to protect overseas worker of deception, blackmail, violence and crime of human trafficking. Such efforts cannot be handed on to individuals who have attention but it should be done in coordination of various agencies are organized. Because the group already exists, namely the Operational Working Group (Pokjanal) posyandu and opportunities in the Act to develop the service, then the local government to better utilize and optimize the existing group.

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