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## Implementation of Foreign Use Policy

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**Abstract:** The problem in implementing the policy of using foreign workers in Tarakan City is that it has not effectively boosted the workforce for productive businesses that produce goods and services. Therefore, technology, skills, and knowledge transfer are needed along with the improvement of human resources. Officers need to handle labor and foreign workers, who in turn reduce income inequality and unemployment. Also, labor factors of communication, resources, disposition, and bureaucratic structure are required in handling the policy of using foreign workers in Tarakan City. Through a qualitative approach, as a research method. Researchers have collected, analyzed, and verified any data and information obtained from participatory observations of the set of events. Data collection techniques based on the results of interviews and observations are carried out validity and reliability and verified with the theory of social sciences and government science to formulate answers to research questions. The results showed findings strengthening the concept of foreign workers' use in Tarakan city put forward by Edward III GC (1980) on communication factors, resources, disposition, and bureaucratic structure. This change mainly occurs on the formal procedural side, although substantially, it is still far from the concept's parameters. The use of foreign workers is still output-oriented rather than outcome, benefit, and impact, making it difficult to guarantee the resulting policies by the reality of life in a society that boils down to improving regional social welfare.

**Index Terms - Implementation, policy, foreign workers, communication, human resources**

### I. INTRODUCTION

In the implementation of national development, the workforce has a significant role and position as actors and goals. According to the labor force's role and status, it is necessary to build human resources to improve labor quality and its participation in development. Strengthen workers and their families' protection through human dignity and human dignity in line with human development goals—the era of globalization and the continuous development of all living areas. Of course, it is also necessary the quality of reliable and professional human resources in the field. Local workers who have been educated and trained through job training programs can play a total and professional role[1]. Still, there are times when a company in Indonesia also needs foreign workers to do work of a unique nature according to its expertise[2]. Hence, the demands of hiring foreign workers are also inevitable.

There is an urgent need for employees with technological advantages, especially in large companies and labeled multinational companies[3]. All raw materials and processing methods of these companies require high-tech and reliable technical mastery. Indonesia cannot quickly provide the demand for competitive advantage because the Indonesian government has realized that although Indonesia has a large labor force and is usually even abundant, most of them are roughing workers/unskilled workers. There is still a lack of supply of experts. The Indonesian government's inability to provide competitive labor is why many foreign workers work in Indonesia. The company deliberately brings in foreign workers to manage the company's technology[4].

Using foreign staff in Indonesia is an extension of a foreign company through a search and rescue service company. Human Resources (HR) imports are recruited in the country of origin of the company and then placed in Indonesia to work in his company to supervise and guide business activities through communication, resources, disposition, and bureaucratic structure. Foreign workers can boost labor for productive businesses that produce goods or services to meet the community's needs and enormous market potential for commodity goods and services[5], [6]. Still, the use of foreign workers shows the considerable challenges faced due to limited employment opportunities. Therefore, the use of foreign workers in Indonesia's territory is inseparable from the problems of national stability, the existence of the State, national integration, and the people's jealousy.

Inequality in foreign workers' use is triggered by improving technological advances that are not followed by an improvement in the quality of human resources (HR) such as expertise, competence, abilities, personality, attitudes, and actions, then by a balanced job and government[7]. The policy, directly and indirectly, inhibits the production of quality human resources, which exacerbates quality human resources[8]. Based on the above level, then in the context of the implementation of foreign labor, use policy becomes the basis of thought to provide quality human resources for institutions, employees, and society in carrying out a fast and good job. The potential of human resources dug and developed by human beings can be a useful resource both for himself and others. Previous studies related to this study showed that technological development's continuous growth causes the inequality of foreign workers' use. In terms of ability, skills, personality, attitude, and behavior changes, technological progress closely followed by human capital quality. Poverty, wage inequality, and unemployment have increased[9]–[12].

The purpose of using foreign labor is the logical result of interacting with a group of people, who with a diversity of values of needs, potentials, expectations, and problems, can not avoid the occurrence of conflicts of interest. Related to the conditions and phenomena in the framework of science development in government policy, especially the implementation of policies on foreign workers' use, the Author is interested in researching and analyzing its implementation problems. The use of foreign workers is a fundamental phenomenon of technology transfer, skills, and knowledge. Limitations exist due to the absence of a balanced improvement in human resources quality, so it is interesting to examine efforts to find acceptable forms of foreign labor use policies in the future. This research explores the implementation of foreign labor use policies that represent the government's role by applying public policies made. By improving abilities, skills, character, personality, attitudes, and behaviors, government officials who did not represent the community as public service providers became a requirement for globalization, regional autonomy, and democratization. In turn, local workers expanded in the following ways Employment opportunities: Utilize a more instructive and controllable foreign labor force with rational and useful signs, which have the ability and qualifications to carry out activities and work in the country to meet the needs of the community. In implementing labor use policy, the agency in implementing decentralization policy can help in two ways. First, through decentralization, autonomous regions are formed into autonomous regions. Second: Then give the autonomous region the power to manage it on its own.

## II. RESEARCH METHODOLOGY

This study was conducted in Tarakan City from 2019-2020 because foreign workers have a comparatively smaller indigenous income than other Indonesian districts/cities but have the confidence to make breakthroughs in foreign workers' use closely related to providing Indonesian workers with job opportunities. To increase the income of the local aborigines of the Tarakan City Government, according to the 2004 Tarakan District Regulation No. 14 (Extending the Work Permit of Foreign Workers to Employment, this is a long-term investment and of course it will affect the interests of workers. The balance between employers' interests and the income of the indigenous people of Tarakan City, especially the country. In implementing foreign labor policy in the community, researchers want to know how the program's implementation can benefit the community and how foreign workers can improve human resources. This study's design uses a qualitative approach characterized by research objectives that seek to understand symptoms that do not require quantification or because they do not allow to be measured appropriately. This qualitative approach emphasizes giving birth to reformulation and conceptualizing community development and community participation from researched and researchers' perspectives by integrating ethical and emic methods and modern qualitative techniques.

Data sources are primary data and secondary data. The original data comes from this field in the form of information and interviews with authorized officials who use foreign workers, officials related to human resource development itself, and other parties believed to have information about the research object. That is the use of foreign workers, problems, and solutions. The secondary data comes from foreign labor use policies and research on human resource development. Secondary data comes from research on the implementation document of foreign labor use policy with human resource development, literature study articles, documents related to human resource development, statistical data, archives from agencies or agencies with authority in managing resources with human resource development Tarakan City.

Data validity testing techniques are essential in qualitative research for the validity and reliability, and confidence level of data collected. The reality of the data are tested through "data checking techniques" or "testing tactics and ascertaining the findings"[13]. This study uses a qualitative approach to analyze s in determining results: examining the expressive aspects of information provider choice on behalf of research problems, examining the influence of researchers, giving weight to evidence, comparing or contradicting, analyzing everything external, using extreme cases, eliminating false relationships, copying discoveries, seeking explanations contrary to intuition, and providing negative evidence. The last technique is to get feedback from informants. General procedures of data validity testing, performed using data triangulation. The term triangulation used by Creswell[14]: the term triangulation, a term borrowed from navigation and military strategy, argues for the combination of methodologies in studying the same phenomenon.

Further-more, Creswell[14] said: the concept of triangulation based on assumptions that any bias inherent when used in conjunction with other data sources, investigators, and methods[14]. Triangulation covers four main things: data triangulation, researcher triangulation, triangulation theory, and triangulation methodology. This examination technique believed that the facts, data, and information could be accounted for and meet validity and reliability requirements. Thus, the method of testing the validity of data in this study was carried out by triangulation techniques, namely check, recheck, and cross-check on the data obtained, theories, methodologies, and researchers. Triangulation is an examination technique that utilizes something else outside the data to check as a comparison of data. Triangulation can be done with data sources of researchers or other observers. Triangulation techniques are examination techniques that utilize sources (observations, interviews, literature studies, and archives). Triangulation with authorities means comparing and checking back the degree of trust of information obtained through different times and tools in qualitative methods. Data processing begins by studying all the data that has been collected from various sources, namely archives, by selecting it to find the necessary data. Then from each data that has been examined from each head is made abstracted in the form of a core summary.

## III. RESULTS AND DISCUSSION

The progress and development of Tarakan City, triggered by several companies' operations in petroleum, ultimately also encouraged the area to develop into a transit city, service industry, and trade. The implementation of the policy of using foreign workers in the study was carried out in stages. Starting from the central policy of the local government of Tarakan City, it has been analyzed, including the activity plan at the decision-making level and its implementation. According to the current status and coordination of Tarakan's No. 14 urban control policy, the 2004 "Regarding the Expansion of Foreign Labor Permits to Implement Foreign Labor Policies" issued by the Tarakan local government is responding to various issues, including the problem of the current regulation. But more importantly, the operating procedures of multiple agencies interested in hiring foreign workers programs. "Based on the results of in-depth interviews with social services and labor in Tarakan City, companies that employ foreign workers in Tarakan City are as follows.

Considering the above conditions, Tarakan City needs to implement the policy of "Tarakan City Regional Regulations" Number 14 the Year 2004 concerning The Extension of Foreign Workers' Work Permits, which include: (a) Increased cooperation and partnership with the company in the framework of the use of foreign workers in the agricultural sector, industry, services, and promotion of potential regional resources) (b) Implementation and dissemination of the National Movement for Unemployment (GNPP) through the Action program: (c) Correctional policy on the use of foreign workers in the agricultural sector, industry, services, and the promotion of potential regional resources: through mass media / electronic, print, (d) Improving the quality and productivity of the use of foreign workers through the implementation of Technical Guidance on the policy of the use of foreign workers in the agricultural sector, industry, services, and the promotion of potential regional resources, (e) Preparation of patterns, guidelines, and policy models for the use of foreign workers in the agricultural sector, industry, services, and the promotion of potential regional resources.

In this case, many institutions are directly or indirectly related to the efforts to use foreign labor to be on the Tarakan City Regional Government's shoulders. This policy is accommodating and promotive; some restrict any policy on the use of foreign workers. Furthermore, in-depth interviews with Social And Labour Services in Tarakan City and companies that use foreign workers in Tarakan City are as follows.

The use of foreign workers is one of the most challenging economic, industrial, and social problems addressed by governments in developing countries today. The rapid growth of the industry has failed to create sufficient numbers of jobs. Likewise, the changing global economic environment adds to developing countries' difficulties creating new jobs for the future. Ineffective population growth control and large numbers of people continue to migrate from rural areas to cities, especially Tarakan City, which is too. Participants are filled with unemployment, adding to the complexity of existing problems.

This fact shows some of the Tarakan City, Local Government policies in the use of foreign workers. Several plans can be made as needed to implement the policy at any given moment. Still, it is necessary to understand how to consider foreign workers' use and whether the policy is supported by the appropriate legal tools that apply to each legislative sequence level as a necessary reference. Use policy implementation tools for foreign workers. In designing efforts to use foreign workers, the basic principle used as a reference is the Tarakan City Regional Government's policy. The government's direction and policy are to make the use of foreign workers as an alternative to absorbing unemployment, creating a situation conducive to growth and development." Furthermore, the results of an in-depth interview with the Tarakan City Social and Labour Office and companies that use foreign workers in Tarakan City are as follows:

Related to the onset of unemployment among others, (a) frictional unemployed is temporary and occurs due to the gap between job seekers and job openings, (b) structural unemployment is the result of structural changes in the economy because structural changes in the economy raise the need for labor (e.g., the use of foreign workers) with the type or level of technology transfer, skills, and knowledge possessed: (c) seasonal unemployment, (e.g., farmers) occurs due to seasonal changes that also have a direct impact on urbanization[15].

By the juridical device of foreign labor use, several legal provisions become the basis for foreign labor use. This Constitution has implications not only on the State's control based on the critical source of foreign labor but also the desire for a family system in foreign work. The policy of using foreign labor faced the dilemma of the need to create employment. Implementing flexible foreign labor use policies is seen as ineffective in ensuring improving job seekers' social welfare. The problem of unemployment becomes increasingly severe in line with the labor force's growth and the sluggish increase in employment opportunities.

Implementing the policy on foreign workers in Tarakan City all regulates the license to use foreign workers in Tarakan City. This is in line with the statement that foreign workers' use in ensuring job seekers' social welfare has partially discussed the factors of communication, resources, disposition, and bureaucratic structure. This research aims to explain why foreign labor use policy has not been effective in Tarakan City. Based on field observations and interviews with informants that have been implemented, the procedure of using foreign workers in Tarakan city can be explained by the factors that refer to the concept of Edward III, which are as follows:

### 3.1 Communication Factor

Implementation of foreign labor use policy in Tarakan City has clear standards and objectives. However, according to several public policy informants can be implemented effectively, individuals (implementors) must understand standards and goals responsible for achieving standards and policy objectives. Therefore standards and objectives must be communicated to the executives. Communication to convey information to policy implementers about the standard and objectives of consistent and uniform policies from various sources of information is indispensable. According to one of the informants, suppose there is no clarity and consistency, and uniformity to a standard and policy objectives. What is the standard and purpose that policy is hard to achieve? With that clarity, policy implementers can know what can be expected of them and -understand what they are doing. But in reality, a public organization, local government, for example, communication according to some informants is often a complicated and challenging process.

Communication requires public policy to be conveyed to implementors and policy target groups and interested parties, both directly and indirectly, to the public policy. Therefore communication factors include policy transformation, clarity, and consistency. So that policy transformation can be transformed to implementers, target groups, and other parties related to the implementation of policies on the use of foreign workers in Tarakan City.? According to the results of an in-depth interview with the Social and Labour Service and its use of foreign workers, Tarakan City.

Implementing the policy of receiving technology, skills, and knowledge in Tarakan City has not been effective. Because of the target's achievement that has been set, foreign workers' use is not proportional to the realization of the acceptance of technology transfer, skills, and knowledge with the planned or targeted. Internal communication has been arranged to guide and prioritize the delegation of roles and authorities to the level of implementation closest to the group[16]. The results are felt to be insufficient. This is one of them because it is impossible to properly monitor and supervise employers' practice obliged to pay compensation for any foreign workers working. Communication in the implementation of foreign labor use policy carried out by the Social Service, and Labour of Tarakan City with the public can optimize the use of foreign workers who are still potential to be increased acquisition is the acquisition of income from the use of foreign workers in the city of Tarakan, Effectiveness is carried out to provide information that the policy of the use of foreign workers to facilitate in obtaining technology transfer skills and



knowledge. The government captured this communication factor that received input from the public that the public's reluctance in foreign workers' use is closely related to the government's high cost of technology transfer, skills, and knowledge.

Implementation of policies on the use of foreign workers in Tarakan City, the consistency of information is carried out continuously with different patterns so that the implementing officers in the field, such as field coordinators, understand their duties, obligations, and standard procedures carried out in the acceptance of the region from foreign workers/employers by applying a 30 percent compensation fund to the Tarakan City Regional Government. This will make it easier for him to supervise. Similarly, the consistency of information to the community is also carried out effectively. The district also participates in regional development by supporting the policy of using foreign workers in Tarakan City.

### 3.2 Resource Factor

The resources in question concerning the adequacy of the implementation of foreign workers/employer services in Tarakan City both in terms of quality and quantity, the resources needed for decision making, authority and facilities have not been fully implemented.' Based on in-depth interviews with Tarakan city companies, resources have a significant role in implementing foreign workers' policy. Human resources as resources have a significant role in influencing the success of achieving a company's goals. In carrying out activities in both corporate and public and private organizations.

In the implementation of the policy implementation of foreign workers' use in Tarakan city, it was obtained that the fact in the field of socialization and training results has not been useful to increase the role of Tarakan City Social and Labour Service officers in the area. Whereas human resources are developed continuously to obtain quality in the real sense, the work carried out will produce something desired. Quality not only means clever but meets all the qualitative requirements that the job demands so that the work can be completed according to the target. For example, the desired qualitative condition is implementing clear foreign workers/employer services, funds, information, authority, and facilities. If an implementation of foreign labor service users/employers in the city of Tarakan will be given a job that is the standard/condition required, then according to the informant should be developed a way of proof to state the suitability between the position or work with the implementation of foreign workers/employer service users in the City of Tarakan who will occupy the position by carrying out the work intended, the use of these resources.

Thus, human resources working in the regional acceptance environment from the implementation of foreign labor use policies are assets and serve as capital that can be realized into the real potential in recognizing the existence of regional acceptance from the implementation of foreign labor use policies. Therefore, the human factor remains a central element that is very important for the apparatus has the expertise and ability to carry out the task in determining the entire movement of activities of a regional acceptance of the implementation of policies on the use of foreign workers well [17].

Improvement of human resources by the expertise and needs in the regional acceptance of the implementation of policies on the use of foreign workers who have a high dedication and loyalty, as well as professionals in the field of regulation so that the interests of the community, individuals, groups can keep up with the growing community growth. As expected by the informant to prepare human resources by the Social Service and Labour of Tarakan City, various ways are taken, namely with practical training, technical guidance, short courses, comparative studies, etc. Therefore, people have technology transfer, necessary skills, the knowledge that has not been owned before, work ethic increased, and more effective and productive work. This is also in line with what Fleischhauer and Kai-joseph [18] stated that ability depends on the transfer of skills and knowledge technology (ability depends upon both skill and knowledge).

Three elements, namely the transfer of technology, skills, and knowledge, are the determinant of processed from formal, informal, and non-formal education forms and add one's ability to do something more quickly and precisely. Workability, among others, is determined by the quality of work described through the level and type of education. In addition to teaching, training is also can shape and improve work skills. An employee's skill in carrying out the task charged is greatly influenced by the quantity and quality of training he/she has experienced. That education and training increase knowledge and improve work skills, thereby increasing the organization's effectiveness. Education and training is the process of coaching employees to produce a professional workforce and, in turn, able to make better output.

### 3.3 Disposition Factor

Workability, among others, is determined by the quality of work described through the level and type of education. In addition to teaching, training can also shape and improve work skills. An employee's skill in carrying out the task charged is greatly influenced by the quantity and quality of training he/she has experienced. That education and training increase knowledge and improve work skills, thereby increasing the organization's effectiveness. Education and training is the process of coaching employees to produce a professional workforce and, in turn, able to make better output.

The idea of the policy of using foreign workers with the government's commitment to technology transfer, skills, and knowledge is primarily about the responsibility to provide many cost allocations at least supported by two national and global parties. Globally, various studies on technology transfer, skills, and knowledge state that reducing unemployment, poverty, and retardation in anticipation of any changes become a strength for the Tarakan city government to make commitments to transfer technology, skills, and knowledge to be a force in the implementation of Tarakan city government.

The implementation of the policy of the use of foreign workers in which the community is included to participate which as the object of the policy of the use of foreign labor proclaimed by the local Government in Tarakan city at least shows that community participation has an essential element in improving their standard of living wherever possible based on their strength. Technical assistance from the government intends to raise the spirit and appeal of technology transfer, skills, and knowledge whose long-term goal is to a better life that can be reached at a small cost. Some policies are implemented effectively because they have the support of the implementers. Still, other procedures may be directly contrary to the implementers' views of the policies or the personal interests or organizations of the implementers.

Disposition or implementing attitude in the implementation of policies on foreign workers' use as Front-line regulation of foreign workers' service has a role in effectively using foreign labor activities in Tarakan, bai in and outside the company. The success of foreign workers' use is determined by the coordinator of foreign workers' help in developing their operations in the field. Based on direct observations in the area can be known by the implementation of the policy of the use of foreign workers in the city of Tarakan physically coordinator of the use of foreign workers have human resources owned is still lacking and necessary to be empowered concretely, so that it can be measured regarding its capabilities. By the observations, it is required to enable coordinators through education with increased technology transfer, skills, and knowledge, so that there is an increase in human resources and labor force in the company and later can be expected to open new jobs such as channeled to several companies in need, either in Tarakan city and surrounding areas or preparation to become Indonesian workers abroad.

Thus the improvement of technology transfer, skills, and knowledge needs to be done to the coordinator in Tarakan City both through formal and informal education for coordinators who enter working age; priority is given to improving technology transfer activities, skills, and knowledge. The existence of coordinators of the use of foreign workers in the city of Tarakan who have had the transfer of technical skills and expertise as a provision to open their own business. However, improving Tarakan City people skills is essential and given the amplest opportunity to get the training as desired, community talent, and natural resources available in Tarakan City. Therefore, the transfer of technology, skills, and knowledge that will come can be improved if supported by development policies that essentially improve and improve employment opportunities.

This form of training and field practice is more suitable to apply coordinators of foreign workers in Tarakan city that is flexible by using demonstration models, guidance, or a combination of lectures and techniques based on freedom, egalitarianism, and self-reliance. The course of improving technology transfer, skills, and knowledge pursued by the Tarakan City Local Government is given the necessary equipment to open a business immediately; then, it remains guided and fostered. Improvement of technology transfer, skills, and knowledge are carried out continuously every year. Thus, coordinators' existence for foreign workers in Tarakan city can take appropriate steps to overcome this kind of helplessness. So, according to researchers, the policy of using foreign work that needs to be taken. According to its needs, Tarakan City Local Government inventoried companies with the company's transfer of technology, skills, and knowledge. The inventory data is used as the basis of local governments' planning to improve the creation of a workforce with experts in technology, skills, and knowledge.

### 3.3 Bureaucratic Structure Factor

The bureaucratic structure plays an essential role in the successful implementation of foreign labor policy in Tarakan City. Which aims to increase regional acceptance from foreign workers/employers to the community. In the performance of regional acceptance policies derived from users of foreign labor services/employers in the company, depositing and reporting the use of foreign workers is not excellent and technical arrangements smooth transfer of technology, skills, and knowledge in place the use of foreign workers in the city of Tarakan, it is felt that there is still no practical cooperation of the agency where there are still many placements of foreign labor use in Tarakan city that do not deposit and report the use of foreign workers are not smooth.

According to the informant, one of the efforts that should be implemented is by increasing coordination and cooperation between the implementing agency of foreign labor policy and other supporting agencies such as the Regional Governance Assistant (Asda I) of the Tarakan City Regional Secretariat. Asda I coordinates with social services and human resources in carrying out its duties, *Pamong Praja* Police Unit, *Poltabes*, *Dempom*, and *Lanud*. This is expected to be maintained order, security, and comfort in the place of the company's work that has been controlled by the public on the implementation of the use of foreign workers so that the acceptance of the area derived from foreign workers/employers in the company, depositing and reporting the use of foreign workers that have not been excellent and technical arrangements smooth transfer of technology, skills, and knowledge in place the use of foreign workers, is felt still not to increase the original income of the Tarakan city area.

## IV. CONCLUSIONS

Based on the discussion, be drawn to the conclusion that the implementation of foreign workers in Tarakan city plays a strategic role. International workers must transfer technology, expertise, and experience. Therefore, based on this study's results, the new hypothesis is that the application of international labor policy depends on universal factors and organizational activities and strategies for technology and skills necessary for technology transfer. It needs to be supported by further research on quantitative and qualitative methods to find mutually supporting new hypothetical propositions to enrich the concept of scientific development. Discoveries in scientific results can be used to supplement existing theoretical concepts.

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