

Implementation Of Family Development Policy (Case Study of West Java Province Regulation Number 9 2014)

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Abstract

Family is the main foundation for children's character education. If the family is not able to implement education for their children, it will be a formidable challenge for other institutions outside the family to improve it. To achieve this goal, it is necessary to have regulations or regulations issued by the central government and local governments. West Java Provincial Regulation Number 9 of 2014 concerning Implementation of Family Resilience Development has the intention to realize and increase the ability, concern, and responsibility of Regional Government, families, communities, and the business world in creating, optimizing family resilience and resilience. But in its implementation, there are many challenges that arise to realizing these goals. Among them is the lack of understanding of the officers implementing regional regulations on family resilience and also the lack of supervision from the government regarding the implementation of regional regulations on family resilience.

Keywords: Family Resilience, Regional Regulation, West Java

Introduction

Family is the main foundation for children's character education. The failure of the family in shaping the character of the child may result in the growth of a society that has no character. Therefore, every family is required to have an awareness that the character of the nation depends on the character education of children at home. It becomes a big challenge for families who have no role in educating the children in the family. Therefore, it is necessary to have rules or regulations that can be a guide for families so that the quality of the family can be raised.

One of the public policies that must be included in the government's political agenda according to Abrahamson (2010) is the family policy. The family is the foundation of society. Without families, there would be no children, and without children, there would be no continuity of society. Kamerman and Kahn (1976) state that family policy is "everything the

government does for the family". Included in this definition are government policies and programs, which are designed for families, as well as those that are not specifically aimed at families, but still have consequences for families.

Sunarti (2021) stated that the relationship between the condition of a family and the success of development in a country began to be realized by the United Nations (UN) in the 1980s. Quoting Megawangi's statement (Sunarti, 2021), this condition was revealed after finding the results of the study, that the failure of development in various developing countries was due to too much emphasis on change at the individual level (children, women), and neglect of the family as a determining unit for resource management decisions. Furthermore, Sunarti (2021) stated that, in reality, currently "family" is not seen as the basis for policy and implementation of development programs. The family is still an "invisible" layer between individuals and society, even though the family is not just a collection of individuals, but is a system that has values and goals. Family decisions and management determine the effectiveness and success of development programs (Nurwitasari, 2016).

Tallman (1979) states that no government policy or government program can improve family functioning. What can be done is to create opportunities that can ensure each family is able to meet their needs. The family policy should represent a country's philosophical commitment and not be linked only to a program. Even Bogenschneider, K., & Corbett, TJ in his book entitled *Family policy: Becoming a field of inquiry and subfield of social policy*, states that family policy has not yet become a term that is widely used by several parties such as policy makers, journalists, or political parties. public. Family policy has not yet become a recognized field in the economics or policy environment, nor is its rights recognized as a sub-field of social policy (Cherlin AJ, 2019).

Family policies in various countries show different directions in their implementation. Family policy in Europe is related to fertility rates, while family policy in the United States is related to marital status. The problem is, that fertility has become a unifying goal for a family policy in Europe, whereas marriage has become a divider in family policy in the United States. Religion's issues that support marriage, have been owned since the early days of the nation, making marriage a moral issue. Meanwhile, people with different moral values do not agree with this (Cherlin AJ, 2019).

Meanwhile, Japan chose the contemporary function of government which regulates through changes in individuals rather than issuing rules that regulate individuals. Naturally, such a transition has taken place and some of the impact is seen on the ways in which individuals form their families, as well as the ways in which family policies are designed and implemented (Cherlin AJ, 2019).

In its implementation, there are many challenges faced to implement public policy. Public policy can be interpreted as a policy that relates to a field that is designated as a "public" field, which is different from a "private" field. The idea of public policy contains the assumption that there is a space in life that is not private or purely individual property but is shared or public property. The public itself contains human activities that are deemed necessary to be regulated or intervened by government or social rules, or at least by collective action (Parsons, 2001). According to Bridgman and Davis in Suharto (2013), also according to Dye in Gustino (2014), the public policy generally contains an understanding of what the government chooses to do or not to do.

The success of a policy in a developed country, where the institutionalization of society is well established, comes from good policy formulation and planning. Meanwhile in developing countries, with limited resources, level of commitment and bureaucratic procedures, under the context of domestic politics, latent conflict, immature political institutionalization, policy success rests more on the implementation side (Grindle, 1980). Still according to Grindle (1980), this condition provides room for interpretation of the policy, which is adjusted to the interests of the actors involved in implementing the policy, so that it can cause deviations in the objectives of the policy or program that have been set. McClintock in Grindle (1980) says:

“The successful implementation of public policy is difficult in the First World Countries; it is more difficult in the Third World”.

Policy formulation contributes 20% of the total success, while implementation contributes 60% and the remaining 20% is the contribution of policy control (Nugroho, 2015). In line with that, Jamrozik stated that policy implementation should always be seen as a socio-political process. This involves matching political values and the potential and available resources to set goals. In many cases, highly sophisticated policies were developed, while in many other cases policies failed in the implementation phase, not because the administrative structure was technically incapable of implementing them, not because the policies were philosophically inadequate, but because policy proponents lacked political skills and abilities. . Any model that can be applied must consider socio-economic and political-environmental factors (Jamrozik, 1989).

There are types of policies that according to Winarno (2012: 214-219) have the potential to cause problems in implementation, one of which is a new policy. The novelty of a policy makes the policy potentially difficult to implement. Several reasons reinforce this, including: policy objectives are often unclear; new programs may face scarce resources, inadequate staff, and a lack of skilled personnel; if the new program is not aligned with the main mission of the implementing agency, the implementer may not prioritize the program and under-resource; often in its application, implementers change the new policy to conform to the old inappropriate standard procedure.

Wisensale (1990) conducted research in 42 (forty two) states of the United States and raised the success of family policy implementation in 5 (five) states. If on a national scale, policies related to the family are seen as an institution, then states generally focus more on family policies on aspects of children's rights and welfare. Each state has a unique focus in its approach to family. For example, Connecticut chose to focus on policies for the whole family; New York focuses on children; California on future changing family conditions; Illinois on how to preserve the family today; and Massachusetts on the conflict between work and family.

Furthermore, Wisensale (1990) revealed that the factors that influence the successful implementation of family policies in these states are also different. Success in Connecticut is influenced by political power and strategy, as well as strong state finances. In New York, in addition to the existing political will of a serious Meanwhile, the success in Illinois was influenced by the effective organization of public institutions directly under the command of the Governor. Meanwhile, in California, success is supported by the existence of a special “*task force*” and in Massachusetts, there is good cooperation with the private sector so that productive workers are realized as well as good parents.

Indonesia itself has various family policies which are contained both as part of the 1945 Constitution of the Republic of Indonesia (UUD 1945), as well as in other statutory products. Article 28b of the 1945 Constitution affirms: (1) Everyone has the right to form a family and continue their offspring through a legal marriage, (2) Every child has the right to survive, grow and develop and has the right to protection from violence and discrimination. What is meant by family in Indonesia is the smallest unit in society, consisting of husband and wife, or husband, wife, and child, or father and child, or mother and child (West Java Province, 2014).

Based on this, the government has made several follow-up policies as part of the implementation of Article 28b of the 1945 Constitution, including Law No. 52 of 2009 concerning Population Development and Family Development. Furthermore, the policy was implemented in several policy instruments, which Nugroho (2018) referred to as explanatory policies, such as: Regulation of the State Minister for Women's Empowerment and Child Protection of the Republic of Indonesia Number 07 of 2011 concerning Policies for Increasing Family Resilience and Child Protection of the Republic of Indonesia, Regulation of the Minister of State for Women's Empowerment and Child Protection of the Republic of Indonesia Number 06 of 2013 concerning the Implementation of Family Development, Government Regulation Number 87 of 2014 concerning Population Development and Family Development, Family Planning and Family Information Systems, and Presidential Regulation Number 99 of 2017 concerning the Movement for Family Empowerment and Welfare.

In West Java, family policies are represented, among others, by Regional Policies of West Java Province Number 9 of 2014 concerning Implementation of Family Resilience Development (West Java Province, 2014). In fact, this Regional Regulation is the first family policy in Indonesia that regulates the development of family resilience at the provincial level and has been implemented for 5 years.

There are several obstacles that arise from the implementation of family policies in West Java. Therefore, this study explores the problems that occur both in terms of implementing actors and the factors that influence them. It is also hoped that improvements need to be made to increase family resilience in West Java.

West Java Provincial Regulation Number 9 of 2014 concerning Implementation of Family Resilience Development has the intention to realize and increase the ability, concern, and responsibility of Regional Government, families, communities, and the business world in creating, optimizing family resilience and resilience. This regional regulation regulates the fulfillment of rights and implementation of family obligations consisting of family members, prospective married couples, husband and wife, as well as individual details on policy implementation. For example, what are the procedures for family-friendly, long-term and annual development plans; what should be done by the local government in the development of family resilience, and what is the role of the community; the formation of the Regional Family Resilience Development Team and *Motivator Ketahanan Keluarga* (MOTEKAR); implementation and facilitation of information systems for the development of family resilience; how is the mechanism for providing support, supervision, guidance, and control; all of which must be available no later than 1 (one) year after the regional policies is ratified. One form of implementation that has been carried out is the Family Resilience Motivator Program (MOTEKAR), which succeeded in entering the TOP 99 Best Innovations in Indonesia in the Public Service Innovation Competition held by the Ministry of Empowerment of State Apparatus and Bureaucratic Reform (Purnama et al., 2022).

The West Java Regional Regulation No. 9 of 2014 is a "top-down" policy, because it is one of the manifestations of the Vision-Mission of the Governor of West Java for the 2013-2018 period, as a political commitment which is then outlined in the Regional Medium-Term Development Plan (Nurwitasari, 2016). This fact opens up opportunities for interpretation constraints at the level of policy implementers, who are not involved in the formulation process. Then, since 2018 West Java has a new Governor, who also brings a different Vision and Mission. This change in political leadership has the potential to change the goals or choices for implementing family policies in West Java.

In addition, this regional policy is the first regional regulation in Indonesia, which regulates policies for developing family resilience with an intervention approach to family institutions as a unit, and making the family the mainstream in development, whether on an annual, medium, or long-term scale.

The main implementing agency related to family policy is the Office of Women's Empowerment, Child Protection and Family Planning (DP3AKB) of West Java Province. However, in implementing family policies, DP3AKB coordinates with other Regional Apparatus Organizations (OPD) such as the Regional Development Planning Agency (Bappeda) in preparing activity priorities and budget allocations. In addition, DP3AKB coordinates with relevant OPDs at the city and district government levels. Based on the author's observations, in this era of regional autonomy, this coordination often faces obstacles.

After 5 (five) years of stipulation, the implementation of the West Java Regional Regulation No. 9 of 2014 in the form of the issuance of a number of Governor Regulations (regional policies) as a policy instrument, it seems that not all have been implemented. Whereas the deadline for making further regulations is 1 (one) year. Derivative programs and activities mandated by the Regional Regulation, only a small part of which have been implemented, such as the MOTEKAR Cadre Program. Meanwhile, the Family Resilience Development Team, which plays a role in maintaining the continuity of achieving policy objectives, has not yet been formed.

Methodology

The research method was chosen qualitative with a descriptive approach. Neuman (2013) states that qualitative research is built on the assumption that certain fields in social life are essentially qualitative. The things that are examined in qualitative research are motives, themes, differences, and perspectives. While Creswell (2016) mentions that qualitative methods have a more diverse approach to academic research than quantitative methods. Although the process is the same, qualitative procedures still rely on data in the form of text and images, have unique steps in data analysis, and are sourced from different research strategies.

The researcher also uses a case study method in this research. Creswell (2016) cites Stake and Yin as saying that a case study is a research design found in many fields, particularly evaluation, where the researcher develops an in-depth analysis of a case, often a program, event, activity, process, or one or more individuals. The cases were limited by time and activity, and the researcher collected complete information using various data collection procedures based on the allotted time. Policy implementation studies focus more attention on the expectations of implementers and others towards a policy program.

Literature Review

According to Winarno (2016), policy analysis relates to the investigation and description of the causes and consequences of public policies. Public policy analysis is carried out without having any pretense to approve or reject the policy. According to Bauer in *The Study of Policy Formulation* (1968), policy analysis is the activity of creating knowledge about and in the policy-making process (Dunn, 2012). Policy analysis examines the causes, effects, and performance of public policies and programs (Prayogi et al., 2020). According to Laswell (1979), the effectiveness of policy making depends on access to the available stock of knowledge, communication and use of policy analysis are very important in the practice and theory of public policy making.

Citing Beckman (1977), Zimmerman (1979) states that policy analysis involves applying analytical skills to solve public problems, taking into account the political, social, and economic contexts that constitute the dynamics of individuals, groups, and organizations. Policy analysis is decision-oriented and anticipatory; that is, the analysis is carried out with regard to decisions about future events. As problems change in terms of experience and feedback, the analytical process can also change. Program evaluation or evaluation research, in relation to program outcomes, needs to pay attention to past performance which, in turn, can stimulate the search for new directions and approaches. As such, it is considered part of the policy analysis.

Many policy analysis scientists have expressed their opinion about the theory of policy analysis (Yanite et al., 2020). One of them is William N. Dunn. According to Dunn (2012), policy analysis is the activity of creating knowledge about and in the policy-making process. Policy analysis examines the causes, effects, and performance of public policies and programs (Yulisfan et al., 2021). Policy analysis combines and transforms the substance and methods of several disciplines which ultimately produce policy-relevant information that is used to address certain public problems (Siamnjuntak et al., 2020). Policy analysis is expected to produce information and logical arguments regarding three types of questions: (1) values whose achievement is the main benchmark to see whether the problem has been resolved, (2) facts whose existence can limit or enhance the achievement of values, and (3) actions whose application can result in the application of values.

Dunn (2012) also mentions that there are three approaches to policy analysis as described in table 1 below:

Table 1. *Three Approaches to Policy Analysis*

Approach	Main Questions	Types of
Empirical	Are there and will be (<i>facts</i>)	Descriptive and predictive
Valuative	What are the benefits (<i>value</i>)	Valuative
Normative	what to do (<i>action</i>)	Prescriptive

Source: *Dunn (2012:98)*

Adapting from Thomas R. Dye in his book entitled *Understanding Public Policy*, Dunn (2012) also states that policy analysis is one of many other actors in the policy system,

including the interrelationships between three elements, namely: public policy, policy actors, and the policy environment (Figure 2).

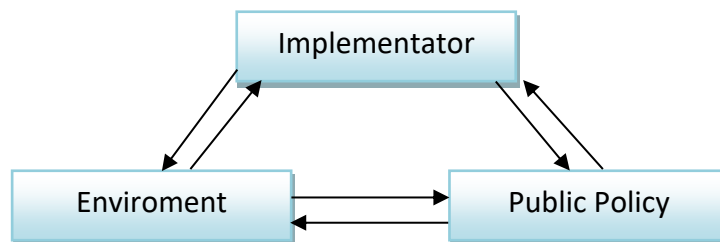


Figure 2. *Basic Model of Policy Process*
Source: *Dunn, 2012*

According to Dunn (2012) as also quoted in Suharto (2013) there are three forms or models of policy analysis, namely perspective models, retrospective models and integrative models (Figure 3)

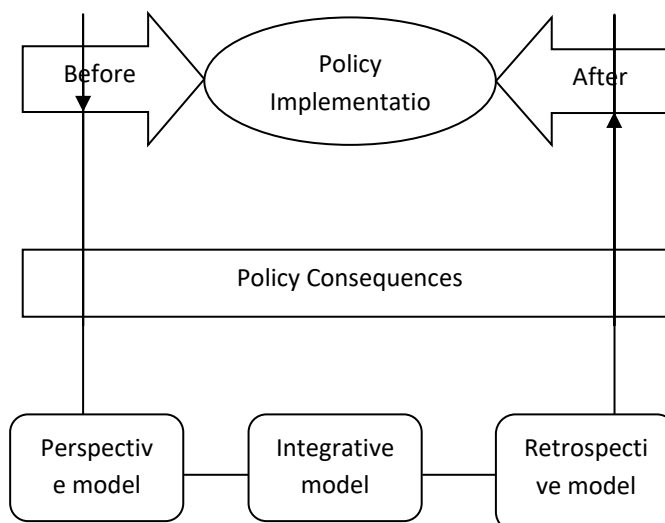


Figure 3 *Policy Analysis Model*
Source: *Suharto (2005)*

Discussion

After 5 (five) years of enactment, the implementation of the West Java Regional Regulation No. 9 of 2014 in the form of the issuance of a number of Governor's Regulations (Regional Policy) as a policy instrument, it seems that not all have been implemented. Whereas the deadline for making further regulations is 1 (one) year. Derivative programs and activities mandated by the Regional Regulation, only a small havet of which has been implemented, such as the MOTOKAR Cadre Program. Meanwhile, the Family Resilience Development Team, which plays a role in maintaining the continuity of achieving policy objectives, has not yet been formed. The family occupies a vital position in managing a bright future. As the smallest unit in society, the family is the primary and first environment for children who will affect the lives of other children, both physically, mentally, and socially. In this way, the family must be built into a quality family (calm, independent, and cheerful) so that all individuals can live naturally and can create themselves according to their potential and abilities.

The family is the smallest unit in society that undergoes changes, both internally (within the family) and externally (outside the family). Internal changes in the family such as increasing the number of family members, children's education, increasing the age of each family member, etc. Changes that occur inside and outside the family system will affect the family both positively and negatively, especially bringing problems in family life. Thus, families must have flexibility in dealing with various changes and problems in order to manage their resources so that the ultimate goal of the family is family welfare.

As the smallest social unit, the family has various internal and external functions that must be carried out to achieve family goals, namely welfare. Internal functions are useful so that families are able to live their entire lives, while external functions are useful in building society and preserving nature. Family functions are important to be understood by all family members so that they can be implemented and fulfilled so that family welfare is achieved. Quoted from the Family Resilience Module for Motekar, there are two important reasons to know and understand the function of the family, namely:

1. Easier for families to carry out and fulfill family functions. This will encourage the family to achieve happiness and satisfaction.
2. For couples who are going to have a family, it becomes a guide so that they can prepare themselves so that when they are married they are able to live a family life well.

Family functions are important to be understood by all family members so that they can be implemented and fulfilled so that family welfare is achieved. There are several reasons why it is important to understand the function of the family. The first is to make it easier for families to carry out and fulfill family functions. This will encourage families to achieve happiness and satisfaction. The second for couples who are going to start a family is a guide so that they are able to prepare themselves so that when they are married they are able to live a family life well.

The family as a social system has a number of functions, such as religious, socio-cultural functions, love, protection, reproduction, socialization and education, economy, and environmental development (Government Regulation No. 21 of 1994).

Motekar comes from the Sundanese language which means "willing to try to change one's destiny". This term was taken to provide motivation that the meaning of changing the destiny of women and underprivileged families can be done through the will to do business. The motivator for Family Resilience, which is also an abbreviation of MOTEKAR, is the Community Empowerment Cadre (KPM) from the local village/sub-district community who have the knowledge, willingness, and ability to facilitate empowerment activities for underprivileged families and women to improve their quality of life for the better.

The role of Community Empowerment Cadres (KPM) in facilitating the empowerment of women and underprivileged families functions, among others:

- (1) (Enabler) that is helping women to identify their problems and develop their capacity to deal with the problems they face.
- (2) Mediator, for mediating individuals/groups in families who need service assistance in the event of a conflict.
- (3) Educator, which is actively providing various positive inputs, awakening the patience of individuals/groups of women in family life.
- (4) Planner, which collects data about problems in family life, then analyzes it and provides rational alternative actions.

- (5) Advocacy by providing advocacy or representing groups of women who need assistance/services and encouraging decision-makers to listen, consider and be sensitive to the needs of women in family life.

The general objective in the policy of the Community Empowerment Cadre facilitation program as a Family Resilience Motivator (MOT EKAR) is to integrate family development and women's empowerment patterns that are oriented towards improving the quality of life in physical and spiritual prosperity involving the participation of the community and related institutions at all levels.

Specific objectives in the policy of the Community Empowerment Cadre facilitation program as MOT EKAR staff in the development of family welfare in West Java include:

- (1) Improving the quality of life of pre-prosperous families makes families prosperous in West Java.
- (2) Optimizing the role of women in family resilience, both from the educational, social, economic, cultural, and political aspects in order to have self-empowerment in family and community life.
- (3) Develop cadre patterns for MOT EKAR staff as Community Empowerment Cadres at the sub-district/village level to facilitate various problems in underprivileged families.
- (4) Encouraging the synergy of the Community Empowerment Cadre facilitation program as MOT EKAR staff with other related programs carried out by SKPD at the provincial and district/city government levels in West Java.
- (5) Increase the capacity of community actors and government officials at the village/sub-district level in West Java.

Quoted from the Family Resilience Module for MOT EKAR, there are several important roles that must be carried out as a Motivator for Family Resilience including:

- (1) Facilitate
- (2) Building process activities in the community
- (3) Teaching
- (4) Provide input in the form of values, knowledge, technology and experience to the community.
- (5) Become a liaison
- (6) Build relationships with various sources, parties and institutions that can be utilized by the assisted communities.
- (7) Manage technical matters
- (8) Manage program steps or stages, starting from needs assessment to monitoring.

The implementation of local regulations is not free from obstacles. Based on the processing of sources that the authors found, there are many officers tasked with implementing the regional regulations that do not understand the essence of the issued regional regulations. So supervision is felt to be lacking because they think their task has been completed to the stage of training to build family welfare. The head of the West Java Province DP3AKB said family resilience is of general value. Reach all circles. The settings adapt to the times. Now it covers and is quite representative. The change is to include family welfare resilience. In fact, the definition of family resilience from Law no. 10 of 1952. So, what was used in the West Java Regional Regulation was returned to Law no. 10 of 1952. Due to Law no. 52 of 2009 there was an error. So, combining the concepts of family resilience and family welfare, each of which previously had a definition. In-Law no. 52 of 2009 is combined with family resilience and

welfare. In this law, the central government and regional governments are obliged to carry out family development, because they are the ones who are given the authority. Meanwhile, for other parties, community participation is open, it cannot be closed. Instead, it was opened and encouraged to build a family together. The old experts no longer exist. Even though that is what has been going on, of course, it will be a challenge to combine the previous opinions and have an academic text for the next Expert.

To measure the achievements of the implementation of the Regional Regulation, among others, it is necessary to make a selection system and then to the selection participants given training. Create a recruitment system from the selection results. Periodic evaluation is carried out on participants who pass the selection at the city/district and provincial levels. Motekar as a family resilience cadre plays a role in increasing knowledge and then guarding and fostering at the lower level or village level. How to live a family, and survive, then there must be available resources that have the ability at the lower level.

Conclusion

Regulations on family resilience are considered important to be one of them as a reference or guide in building a family in order to achieve good family quality. This idea was revealed in the West Java regional regulation number 9 of 2014. There are several implementation programs of the regional regulation, some of which have been implemented. These regional regulations cannot be separated from the challenges that arise, including the lack of supervision and evaluation from related parties. To measure the achievements of the implementation of the Regional Regulation, among others, it is necessary to make a selection system, and then the selected participants are given training. Create a recruitment system from the selection results. Periodic evaluation is carried out on participants who pass the selection at the city/district and provincial levels. Motekar as a family resilience cadre plays a role in increasing knowledge and then guarding and fostering at the lower level or village level. How to live a family, and survive, then there must be available resources that have the ability at the lower level.

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