

## Research Article

# Analysis of Unemployment Policy Program in Bonebolango District

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## Abstract.

This study aims to analyze the unemployment policy program by the Regional Government of Bone Bolango Regency. The research method used is a descriptive qualitative approach. Data collection techniques include in-depth interviews and *focus group discussions (FGDs)* with experts and practitioners. The results illustrate that unemployment policy programs implemented by the local government of Bone Bolango Regency, including the WUB (New Entrepreneur), TKM (Millennial Workforce), and KUP (Productive Business Group) programs, have not been fully implemented optimally. In the process of implementing the unemployment policy program by the local government of Bone Bolango Regency, several stages of policy program implementation have not been optimally carried out including the relevance of the policy program, consideration of policy formulation, policy implementation, and policy outputs and outcomes.

**Keywords:** policy program, unemployment

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## 1. Introduction

Unemployment is a phenomenon that always develops by involving all aspects of life caused by the rapid growth of the labor force and not balanced by employment [1]. The substance of unemployment is a condition that lacks resources in meeting basic needs in the form of clothing, food and shelter [2]. Therefore, economic growth and development are very important and the rate must be much greater than the rate of population growth so that an increase in per capita income can be achieved.

Policies to overcome unemployment expressed by [3] can be carried out, among others, by providing jobs and improving the investment climate. In addition, another way that can be taken in the context of alleviating unemployment is to pay attention to the implementation of poverty reduction policies through the Family Hope Program (PKH) with indicators of health, education, and social welfare [4]. [5] also mentioned that MSME knowledge, improving development, building social institutions, simplifying investment permits, tourism and cultural sectors, synergy between SOEs and BUMS,

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slowing the rate of population growth, selection of migrant workers is a strategy solution to alleviating unemployment.

Bone Bolango Regency is the easternmost district in Gorontalo Province which is also inseparable from the problem of unemployment. The area with an area of 1,915.44 km<sup>2</sup> consisting of 18 districts with a population of 162,778 people has a trend of open unemployment rate (TPT) that increases every year. The Central Bureau of Statistics of Bone Bolango Regency recorded the unemployment rate in Bonebolango Regency in 2017 at a level of 4.7% with details of the number of labor force reaching 74,377 people, those who worked amounted to 70,883 people and those classified as unemployed as many as 3,494. In 2018 the percentage of unemployment decreased to 4.3% with details of the number of labor force only 76,564 people, the number of employed people amounted to 73,272 people and those classified as unemployed as many as 3,292 people. In 2019 it increased to 4.4% with details of the number of labor force reaching 77,075 people, those who worked amounted to 73,270 people and those classified as unemployed as many as 3,355 people. In 2020 it increased to 4.5% with details of the number of labor force reaching 75,857 people, the number of employed as many as 72,459 people and those classified as unemployed as many as 3,398 people. In 2021, it decreased to 3.45% with details of the number of labor force reaching 78,614 people, the number of employed as many as 75,900 people and those classified as unemployed as many as 2,714 people. Then in 2022 it decreased to 3.29% with details of the number of labor force reaching 79,047 people, the number of employed as many as 76,444 people and those classified as unemployed as many as 2,603 people [6] Based on data on the number of open unemployment rates (TPT) of Bone Bolango Regency from 2018 – 2022, it can be seen and concluded that the trend of the percentage of open unemployment rate in Bone Bolango Regency fluctuated up the previous three years and in the following two years decreased but in numbers experienced a significant increase in the labor force. This is something that needs to be considered by all parties, both the government and local communities.

*The World Bank* states that one of the characteristics of labor and unemployment in Indonesia is the high unemployment rate faced by young workers aged 15-24 years. College graduates, high school and vocational graduates still have difficulty obtaining jobs in the national job market. The higher the education, the lower the participation in the Indonesian labor force.

[6] The number of educated unemployed in Bone Bolango District has increased significantly. The upward trend in the number of educated unemployed every year is caused by population growth (rapid growth of the educated young labor force) is not

balanced with the job market (employment), then the dominance of the educated labor force (SMA and SMK, Diploma and PT) which is still unemployed due to the *link and match between* the world of education and the business world has not run well so that it can be indicated lack of training institutions or institutions that channel the skilled workforce into the job market [7]; [8]; [9].

The local government of Bone Bolango Regency through the Cooperative and MSME Manpower Office has made various policy efforts in the context of alleviating unemployment in Bone Bolango Regency including: WUB (New Entrepreneurs), TKM (Millennial Workforce), KUP (Productive Business Group) programs.

Although various local government policies in the context of alleviating unemployment in Bone Bolango Regency have been carried out, if we review further, we see that the implementation of this policy has not been optimal by looking at and comparing existing data in the field as an empirical phenomenon that the trend of the percentage of unemployment rate each year increases. In this regard, to find out the extent of the unemployment policy program has been carried out, this study aims to analyze the unemployment policy program in Bone Bolango District.

## 2. Methods

The research method used is a descriptive qualitative approach (Creswell, 2016). Collection techniques for primary data were obtained by in-depth interviews, FGDs with experts and practitioners. Meanwhile, secondary data was obtained from the publication of the Central Statistics Agency (BPS) of Bone Bolango Regency.

## 3. Results and Discussion

### 3.1. Unemployment Policy Program

#### **New Entrepreneurial Group Program Policy (WUB)**

The New Entrepreneurship Group (WUB) is a working group that independently and creatively utilizes available resources to create new business opportunities that have economic value. The assistance provided by the New Business Heroes Group (WUB) provided to unemployed and underemployed people is assistance provided by the Regional Government of Bone Bolango Regency through the Manpower, Poration and MSME Office of Bone Bolango Regency.

**Target: the target of the** New Entrepreneurial Group (WUB) Assistance activity is the unemployed and underemployed community who are domiciled in the Bone Bolango Regency area and meet the requirements / criteria that have been set. Technical guidelines for the implementation of New Entrepreneurial Group (WUB) activities are in the context of reducing unemployment with the aim of being guided by the implementers of activities so that in their implementation the implementers do not encounter difficulties so that the goals and objectives of the implementation of this program assistance can be achieved.

**The type of Program** Assistance is the procurement of business supporting facilities and infrastructure, including: Assistance with Equipment and Materials for Workshops / Welding, Assistance for Meubelier Equipment and Materials, Assistance for Lending Services Soud Systems / Lighting, Assistance with Sewing Equipment and Materials, Assistance with Equipment and Materials for Making Bricks, Kiosks / Warung Klontong, Assistance for Equipment and Culinary Business Materials, Assistance for Making Village Coconut Oil Production, White Copra / Black Copra Business, and others in accordance with the Proposal submitted by the Group.

**Requirements and Criteria:** Permanently domiciled in Bone Bolango Regency, Make a written request (proposal) to the Regent of Bone Bolango Cq. Head of the Manpower, Keperasi and MSME Office of Bone Bolango Regency, Make a Detailed Budget (RAB) on Business consisting of equipment and materials, Copy of Identity Card of Group Members who are still belaku, The group must attach a Village Head Decree regarding the formation of the group, The proposal includes a letter of introduction from the local village head.

**Criteria:** Each Group has a minimum of 5 (five) members and a maximum of 10 (ten) people per labor group, Members aged 19 to 60 years, Have expertise in the field of business being done.

**Proposal Proposal:** All incoming proposals are assessed and verified by the verification team of the Manpower, Cooperatives and MSMEs Office of Bone Bolango District. Based on the results of field verification by the Verification Team, proposals that are feasible and meet the requirements/criteria will be issued a Decree of the Regent of Bone Bolango Regency.

**Training Group Division:** By taking into account the effectiveness of training/debriefing activities in face-to-face learning classrooms, it is necessary to limit the distribution of the number of participants, which is a minimum of 10 to 40 people combined from several groups by taking into account the proximity of the region and the type of business.

### **Millennial Workforce Program (TKM) Policy**

Millennial Independent Workforce is an adaptive generation that has an open mind so that it always likes change, so it is very appropriate to provide knowledge of work ethic and skills in the form of debriefing to millennial independent monarchy groups that are managerial (*soft skills*) such as entrepreneurship, financial management, marketing management, work, integrity, *teamwork*.

The implementation of Millennial Independent Manpower activities with a pattern of training/debriefing and providing business facilities for work groups is one of the activities carried out by the Keperasi Manpower Office and MSMEs of Bone Bolango Regency to reduce unemployment.

**Target:** Millennial Independent Workforce Skills Development is an activity that is expected to support the economy of the community whose main target is for vulnerable workers (unemployed, underemployed, layoff victims, young workers, female workers and poor families) who will all be fostered into independent, productive, high-work ethic entrepreneurial cadres who are ultimately expected to create jobs, sustainable business field. In achieving this target, it is necessary to conduct training/debriefing at millennial independent working groups which are expected to develop local resources and provide appropriate alternatives for regions in developing labor development programs through Millennial Independent Workforce with training patterns and providing business facilities.

**Requirements and Criteria: Domiciled in the area of Bone Bolango Regency** as evidenced by an ID card, Members of the working group have entered the productive age of work with an ID card and a maximum age limit of 45 years, Have a Business Startup and business location proven by a certificate from the village head, The existence of the group must obtain a Decree (SK) of the local Subdistrict / Village Head, Submit a letter of application (proposal) addressed to the Regent of Bone Bolango Cq Dianas Manpower, Keperasi and MSMEs of Bone Bolango Regency, Provide an overview of the aims and objectives related to business development that reflects the importance of the independent labor program to be developed by the applicant, Not working in the formal bonded worker sector such as the TNI / POLRI, civil servants, Village Officials and Private Companies / BUMD.

**Form of Business Facilities Facilities: The form of business facilities** is other assistance that has the characteristics of business facilities from the Daerah Government determined by the PA / PPK in the form of Tools / Materials given to the beneficiary group after participating in the briefing for 3 (three) days. The recipients of business facilities through labor groups are obliged to participate in the briefing in the form of "provision of

entrepreneurial knowledge and technical skills, knowledge includes managerial matters such as entrepreneurship, production management, finance, marketing management, business models in groups, the formation of business institutions, etc. Meanwhile, technical skills in the form of theory and practice in accordance with the technical activities / businesses to be carried out “ before being given Business Facilities in the form of equipment / business support materials given to participants in groups.

**Formation of Working Group:** The formation of a millennial labor group is a workforce to get a business development program, it is mandatory to form a group and group members are individuals both women and men who have socioeconomic backgrounds that deserve assistance and are voluntarily willing to join the group and are able to account for their actions on behalf of themselves / groups that are expected to be together develop its business well.

**Group Type and Number of Group Members:** To maximize the activities of the millennial workforce group, the number of group members is only limited to a minimum of 3 (three) people and a maximum of 5 (five) people consisting of: Chairman, Secretary and Treasurer/members.

**Division of Training Group Members: Taking into account the** effectiveness of training/debriefing activities in face-to-face learning classrooms, it is necessary to limit the distribution of the number of participants, namely a maximum limit of 40 people combined from several groups taking into account the proximity of the region and type of business.

#### **Productive Business Group Program Policy (KUP)**

The Productive Business Group (KUP) assistance provided to unemployed and underemployed people is assistance provided by the Regional Government of Bone Bolango Regency through the Cooperative and MSME Manpower Office of Bone Bolango Regency with reference to Presidential Regulation Number 12 of 2021, concerning Amendments to Presidential Regulation Number 16 of 2018 concerning Government Procurement of Goods/Services.

**Goals and Objectives: The** objectives of providing Productive Business Group Assistance (KUP) are: To improve the welfare and standard of living of the community, Creation of Expansion of Employment Opportunities in the Informal Sector, Reducing Unemployment. The target of the Productive Business Group Assistance (KUP) activities is the unemployed and underemployed people who live in the Bone Bolango Regency area and meet the requirements / criteria that have been set.

#### **Types of Program Assistance:**

The types of assistance are the procurement of business support facilities and infrastructure, including: Assistance with Equipment and Materials for Workshops / Welding, Assistance with Meubelier Equipment and Materials, Assistance with Sewing Equipment and Materials, Assistance with Equipment and Materials for Making Bricks, Assistance with Culinary Business Equipment and Materials, and others in accordance with the Proposal submitted by the Group with a nominal assistance for business facilities with a maximum nominal of Rp. 200,000,000 (Two Hundred Million Rupiah) per activity.

**Requirements and Criteria:** Permanently domiciled in Bone Bolango Regency, Make a written request (proposal) to the Regent of Bone Bolango Cq. Head of the Manpower, Keperasi and MSME Office of Bone Bolango Regency, Make Budget Details, Costs (RAB) on Business consisting of equipment and materials, Copy of Identity Card of Group Members who are still belaku, The group must attach a Village Head Decree regarding the formation of the group, The proposal is an introductory letter from the local Village Head. **Criteria:** Each Group has a minimum of 5 (five) members and a maximum of 10 (ten) people per labor group, Members are of working age and productive, have expertise in the field of business being done, Prioritized for those who already have business embryos.

**Proposal Proposal:** All incoming proposals will be assessed and verified by the Recruitment Team of the Cooperative and MSME Manpower Office of Bone Bolango Regency. Based on the results of field verification by the Recruitment Team, proposals that are feasible and meet the requirements / criteria will be issued a Decree of the Regent of Bone Bolango Regency.

**Training Group Division:** By taking into account the effectiveness of training/debriefing activities in face-to-face learning classrooms, it is necessary to limit the distribution of the number of participants, which is a minimum of 10 to 40 people combined from several groups by taking into account the proximity of the region and the type of business.

### 3.2. Bureaucratic Stuttering in the Pandemic Era

#### Policy Program Relevance Analysis

Based on the results of the analysis of the unemployment policy program, it can be seen that the implementation of the unemployment policy program in Bone Bolango Regency including the new entrepreneur program (WUB), millennial labor program (TKM) and productive business group program (KUP) organized and implemented has

not been fully based on the relevance of the policy program to the potential and problems in the field.

The public policy process can be started from the stage of identification of *problems which can be done through the identification of demands, potentials and problems for government actions* (Dye, 1989). Policy program analysis can be focused in various directions, but there are main focuses that are generally chosen in social policy analysis including the definition of social problems, namely the formulation or statement of social problems that are responded to or addressed by policies (Suharto, 2008). The stage of public policy that begins from the stage of preparing the policy agenda is to build perceptions among *stakeholders* that a phenomenon is really considered as a potential and problem, create limits on potential and problems and mobilize support so that these potentials and problems can be included in the government's agenda [10]

#### **Policy Program Formulation Considerations**

Based on the results of the analysis of considerations on the formulation of unemployment policies in Bone Bolango Regency including the new entrepreneur program (WUB), millennial workforce program (TKM) and productive business group program (KUP) it can be seen that it is not optimal because policy program makers have not been fully taken into consideration in making policy programs. The formulation of a policy program includes the length of time a policy is made, the people involved in it, the ideas conveyed and the objectives in the policy formulation are still not optimal as determinants in the implementation of policy programs.

[11] suggests that the success of public policy is not only because of the content that makes it successfully implemented, but the role of implementers or implementors of public policy is also very influential. Public policy implementers or implementers include bureaucracy, legislative institutions, judicial institutions, pressure groups, community organizations. The formulation of good public policy is the formulation that is oriented towards implementation and evaluation. Policy formulation contains public *opinion and public voice because the policy-making process is never value free so that various interests always influence the policy-making process.*

*Policy Formulation sama dengan Policy Making, And this is different from decision making (pengambilan keputusan)". Policy making has a broader context of understanding decision making. While [12] defines decision making as the selection of alternatives. There is no absolute distinction that can be made between decision making and policy making, therefore, every policy making is a decision making. However, policy making forms a series of actions that lead to many kinds of decisions made in order to achieve the goals that have been chosen [13]*



Policy implementers are parties who carry out policies consisting of determining organizational goals and objectives, analyzing and formulating organizational policies and strategies, decision making, planning, program preparation, organizing, mobilizing people, operational implementation, supervision and assessment [14]

### **Policy Program Implementation Analysis**

Based on the results of the analysis of policy program implementation including the new entrepreneur program (WUB), millennial workforce program (TKM) and productive business group program (KUP), it can be concluded that optimization of policy implementation includes strategies for resource utilization, qualifications and competencies, as well as monitoring of policy implementers is still not optimally carried out in alleviating unemployment in Bone Bolango Regency.

The importance of policy implementation is affirmed by opinion [15] bahwa: *“The execution of policies is as important if not more important than policy making. Policy will remain dreams or blue prints jackets unless they are implemented”*. Policy implementation is known as a *top down* approach similar to the *command and control approach* (Joseph Stewart, 2000) and a *bottom up* approach similar to the *market approach*. The *top down* approach or *command and control* is carried out centrally starting from actors at the central level and decisions are taken at the central level. The *top down* approach departs from the perspective that political decisions (policies) that have been determined by policy makers must be carried out by administrators or bureaucrats at the lower level (*street level bureaucrat*). In contrast to the *top down approach*, the *bottom up approach* highlights the implementation of policies formulated from the initiation of community members. The argument given is that problems and problems that occur at the regional level can only be well understood by local residents. So that even at the implementation stage, a policy always involves the community in a participatory manner.

### **Policy Program Outputs and Outcomes**

Based on the analysis of outputs and policy outcomes, it can provide an illustration that the achievement of the results or outputs of policy programs includes the new entrepreneurship program (WUB), millennial workforce program (TKM) and productive business group program (KUP) with indicators of quantity and quality, benefits and effectiveness and efficiency of resources are not optimal and the acquisition of policy programs includes positive and negative impacts of the acquisition of unyielding outcomes optimal in achieving policy objectives in alleviating unemployment in Bone Bolango District.

The output of a policy program is principally an action in order for a policy to achieve its objectives. To see the results of the policy, Nugroho, R. offers two choices of steps, namely: 1) directly implement in the form of programs; 2) through reform of derivative or derivative policies of such public policies.

Furthermore, the outcome of the policy program refers to the results or consequences of implementing the policy. Policy program outcomes may include: 1) achievement of objectives i.e. if policies are established with specific objectives. Policy program outcomes have both positive and negative social impacts. Policy program outcomes can also be assessed by their significant economic impact. Policy program outcomes also have an impact on the environment where some policies can have a significant impact on the environment, both positive and negative.

TABLE 1: Bone Bolango District Government Unemployment Policy Program Analysis Matrix.

Standard Criteria for Analysis of the Implementation of the Unemployment Policy Program	Unemployment Policy Program				Ket
	New Entrepreneurs (WUB)	Millenial (TKM)	Labour	Productive Business Group (KUP)	
<b>Program Relevance</b>	Policy programs made by the government towards unemployment reduction are made not based on the potential (natural resources & human resources) that exist in the regions				Not Optimal
<b>Policy Program Formulation Considerations</b>	The making and formulation of unemployment policies has not looked at the background profile of policymakers including education, employment, religion, residence, and participation in political and social organizations				Not Optimal
<b>Policy Program Implementation</b>	The implementation of unemployment policy has not been carried out with optimal policy implementation strategies.				Not Optimal
<b>Policy Program Outputs &amp; Outcomes</b>	The achievement of outputs and outcomes of unemployment policy programs has not resulted in good and optimal quality and quantity of policies and impacts.				Not Optimal

Source: Data Processed, 2023

## 4. Conclusion

In general, the implementation of the unemployment policy program in Bone Bolango Regency has not been optimally carried out. Analysis of the stages of implementing the unemployment policy program needs to be considered to ensure that the policy program is more targeted. Practically, based on the context of the problem, it is necessary to evaluate the unemployment policy program with various appropriate and appropriate

models. Further research is needed to formulate an evaluation model that is appropriate and relevant to the research context.

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