

Readiness of Job Training Institutions and Labor Market Information Systems for Implementation of the Job Loss Guarantee Program

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Abstract. Currently, layoffs are a frightening threat for workers and laborers. The threat of layoffs not only overshadows workers in Indonesia. With the Covid-19 pandemic, the threat of layoffs also threatens all workers around the world as a result of increasingly sluggish economic activity since the beginning of 2020. The Indonesian government has launched several programs to overcome the problem of massive layoffs, especially in the era of the Covid-19 pandemic. One of the programs that will be launched by the Government of Indonesia is a new program in the field of employment social security, named the Job Loss Guarantee (*Jaminan Kehilangan Pekerjaan/JKP*) program. This study aims to examine the readiness of the government, especially the Indonesian Ministry of Manpower, to facilitate JKP beneficiaries which are the domain of the Ministry of Manpower's authority, such as providing access to training and job market information. The study used qualitative data analysis methods. Primary data collection is carried out through an in-depth interview process and forum group discussion. In providing access to training, the Ministry of Manpower must provide more socialization, guidance, and facilitation to private training institutions becoming partners to provide training for JKP beneficiaries. As for providing access to job market information to JKP beneficiaries, Indonesian Employment Information System named *Sisnaker* still has many weaknesses and a lack of socialization and user guidance to the regional Government's Manpower Office. Coordination and collaboration between the Ministry of Manpower and related agencies in the regions are very much needed to implement the JKP program.

Keywords: Job Loss Insurance, Job Market Information, Job Training

1 Introduction

1.1 The High Rate of Layoffs in Indonesia

Currently, layoffs are a frightening threat for workers and laborers. The threat of layoffs not only overshadows workers in Indonesia. With the Covid-19 pandemic, the threat of layoffs also threatens all workers around the world as a result of increasingly sluggish economic activity since the beginning of the year 2020. Based on International Labor Organization (ILO) report, there are 81% of the global workforce, amounting to 3,3 billion or 2,67 billion workers affected by layoffs [1]. As a result of the Covid-19 pandemic, workers and the business world are facing disasters, both in countries with advanced and developing economies. Workers affected by layoffs are mostly experienced by vulnerable workers, such as those who work with low

incomes because they have low skills as well. Sudden layoffs can result in loss of income and the destruction of their lives and their families.

The impact of the Covid-19 pandemic has corrected economic growth, and also had an impact on manpower adjustments. Data shows that the largest layoffs occurred in the trade, restaurant, and accommodation sectors (Labor reduction due to COVID-19, 2020). The condition of Indonesian workers who have been laid off as a result of the Covid-19 pandemic can be seen in Figure 1.

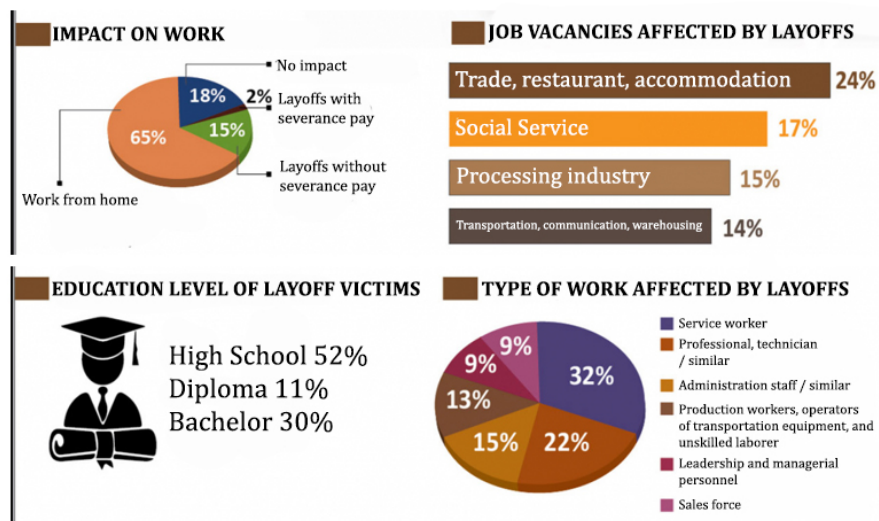


Fig. 1. Layoffs in Indonesia as the Impact of the Covid-19 Pandemic (Labor Reduction due to COVID-19, 2020)

1.2 Government Programs to Overcome the Impact of Layoffs on Workers

The Indonesian government has launched several programs to overcome the problem of massive layoffs, especially in the era of the Covid-19 pandemic. One of the programs launched by the Government of Indonesia is the implementation of the Pre-Employment Card (*Kartu Pra Kerja*) program. In 2020, it was planned that the Pre-Employment Card program can target around 5,6 million participants in 2020. The amount of training assistance and incentives for each participant is IDR 3.550.000. In addition to this program, the government has also issued a policy of Employment Social Security, which are workers that Insurance and Social Security (BPJS) Employment participants who have been laid off can withdraw their Pension Security Fund (PSF). In 2020 it is targeted 400 thousand workers affected by layoffs can disburse PSF. The realization of PSF disbursement increased 10,02% of claims in the first quarter of 2020 compared to the same period in the previous year [1].

Several Indonesian Government regulations that are currently being implemented or will be implemented need to be considered for their long-term sustainability, not just temporary regulations in an emergency in the Covid-19 Pandemic era. An example of a regulation launching the Pre-Employment Card can provide a sense of security for workers who have been laid off, especially in the era of the Covid-19 pandemic by providing new skill options or skill enhancements so that it is hoped that their competence will increase as a provision to get a job again or develop a business independently. The sustainability of the Pre-Employment Card

program certainly needs to be reviewed to overcome the problem of Indonesian workers who have been laid off for the long term.

1.3 Government Regulations Relating to Layoffs on Job Creation Act

The enactment of Act No. 11 of 2021 concerning Job Creation in the Employment Cluster, contains several regulations relating to layoffs of workers which are expected to have a long-term effect on the welfare of the workforce. One of the regulations contained in the Job Creation Act which is expected to provide social protection for workers affected by layoffs is the launch of a new program in the field of employment social security named the Job Loss Guarantee (*Jaminan Kehilangan Pekerjaan/JKP*) program.

In the Job Creation Law, it is stated that workers who have been laid off and are participants of BPJS Health and BPJS Employment are entitled to become JKP participants who can access benefits in the form of cash, access to job market information, and access to job training. This means that the Job Creation Law provides guarantees for workers who are laid off and meet the requirements to participate in the JKP program to be able to improve their competence or up-skilling by participating in job training programs and can access new jobs through job market information. This article is contained in Article 46A of the Job Creation Act which revised Act Number 40 of 2004 concerning the National Social Security System (NSSS). In the Job Creation Act, protection for workers affected by layoffs will be added with other benefits in the form of the JKP in addition to the previously existing BPJS as Indonesian Insurance and Social Security such as Work Accident Insurance (WAI), Death Insurance (DI), Pension Security Fund (JSF) and Old Age Insurance (OAI).

The government cut the value of severance pay from a maximum of 32 to 19 times the wage with the consideration that only a small number of employers can implement the rules for providing severance pay. Although there is a reduction that must be given to workers who have been laid off, there are other benefits that these workers can receive, such as the form of unemployment benefits which is a middle way to overcome the polemic related to the amount of severance pay for workers affected by difficult layoffs to be fulfilled by the employer. As a consequence of reducing severance pay, the state will increase the JKP with a rate of 6 times the wages that can be enjoyed by workers who have been laid off for 6 months [2].

JKP is an employment ecosystem that must be maintained so that protection for workers is lost, this cannot be carried out without the participation of each related stakeholder. This study aims to analyze the readiness of Job Training Organizations and Job Market Information Systems in the Framework of Implementing the Implementation of JKP, so that the government, especially the Ministry of Manpower and related stakeholders can carry out the mandate of the Act and its derivative regulations in protecting workers who have been laid off to receive benefits in the form of accessing job training and job market information. Research related to the government's readiness in implementing JKP is research that has just been done and has not been widely discussed, because the Government Regulation relating to JKP will only take effect in February 2021. This research is very urgent to be carried out because the implementation of JKP must be realized 6 months after the government regulation takes effect. This research is expected to provide an overview of the government's readiness to provide access to training and job market information to beneficiaries. The benefits of this research can provide input for policymaking related to the implementation of JKP.

2 Literature Review

2.1 The Job Loss Guarantee Program (JKP)

JKP is organized by the Central Government which are the Ministry of Manpower and BPJS Employment. JKP is a form of state presence in the field of social security, especially for workers who have lost their jobs, which are expected to bring benefits to workers and the business sector. JKP is welcomed by workers because it can provide comfort and legal certainty when they lose their job. With JKP providing an extraordinary space for the Employment BJPS to be more active and act as a companion for workers at work or when they lose their jobs, the state is still present through the Ministry of Manpower and BPJS Employment so that productivity and worker motivation can be maintained so that the level of competitiveness is maintained to be higher.

JKP offers three (3) benefits for layoffs workers, such as cash, access to job market information, and job training as shown in figure 2. The Ministry of Manpower and BPJS Employment are institutions that have a permanent role to carry out JKP as well as possible. BPJS employment has the task of regulating the JKP benefit scheme, especially cash, how to manage it so that it can be carried out as well as possible. The main responsibility of the Ministry of Manpower is to develop job market information and formulate job training schemes that are needed by those affected by layoffs. It is expected that functional officials in the relevant Ministry of Manpower, such as Mediators, Labor Inspectors, and Employment Service Officer can work reliably and professionally so that they can assist stakeholders in providing explanations, providing assistance, and supervision related to the implementation of JKP. In the implementation of JKP, synergy and collaboration are needed between the Ministry of Manpower as a regulator and BPJS Employment as the organizer and must be supported by the Regional Manpower Offices in each province as well as in every regency and city.

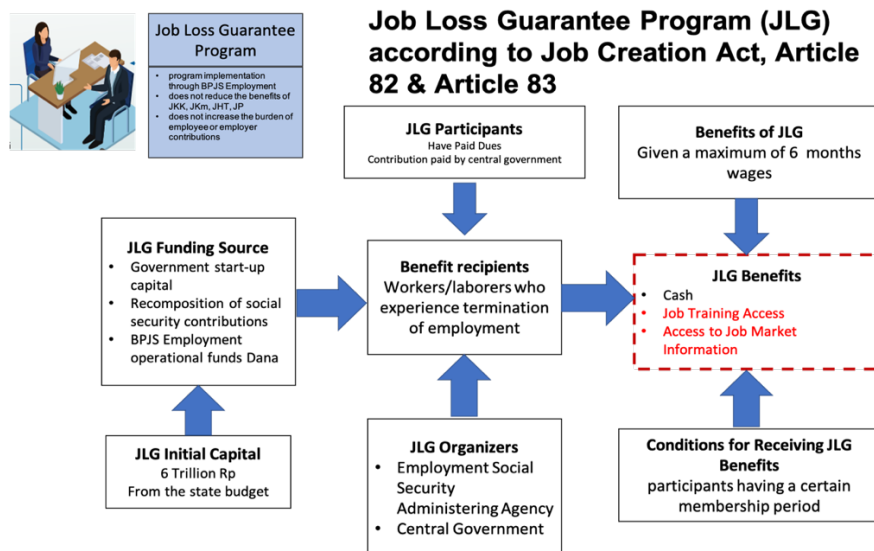


Fig. 2. Scheme for the Implementation of the JKP Program

2.2 JKP Benefit: Access to Job Training

To adjust to the demands and developments of the business world and the world of work, the Indonesian government has prepared the Triple Skilling Concept which includes skilling, upskilling and reskilling for Indonesian human resources. Skilling aims to encourage and facilitate the workforce to participate in improving their skills through vocational training programs at the Job Training Center. As for workers who experience the impact of job shifting, they will be facilitated with reskilling and upskilling programs so that they can improve their skills by the demands of business and industry sectors development, especially in the era of the industrial revolution 4.0. The triple skilling program also aims to encourage the workforce to enter job creation, which focuses on the ability to innovate and develop themselves to become entrepreneurs and socio-preuners. The concept and model of triple skill implementation can be seen in Figure 3.

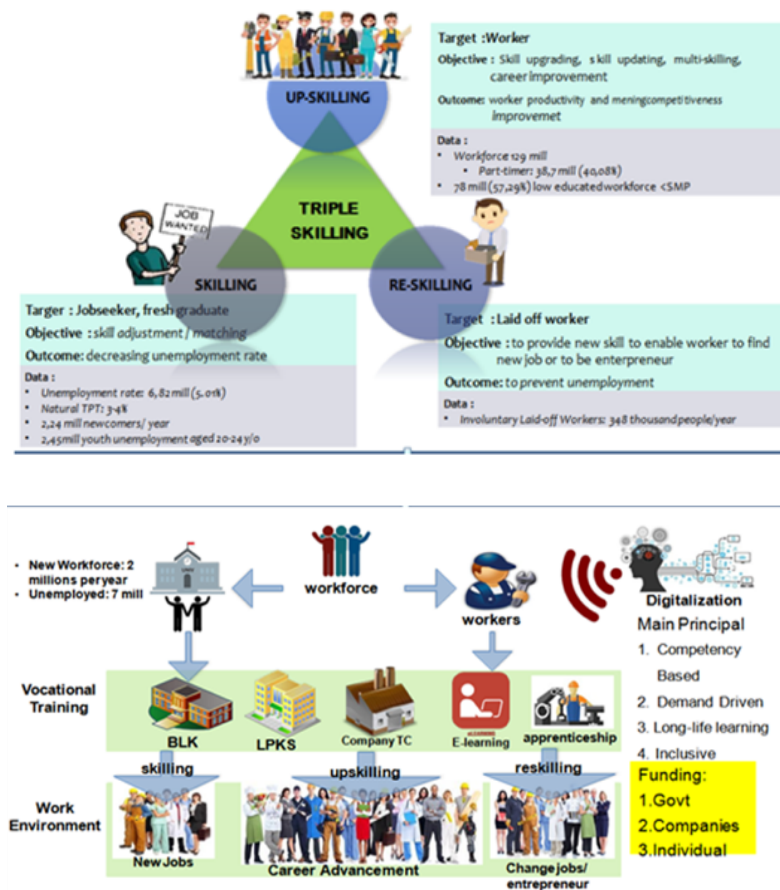


Fig. 3. Triple Skilling Implementation Concept and Model Implementation [3]

Regarding benefits of JKP in the form of access to job training, Act No. 11 of 2021 concerning Job Creation article 81 which is an amendment to Law No. 13 of 2003 concerning Manpower, articles 13 and 14, mandates a scheme for providing access to job training, as well

as Government Regulation No. 37 of 2021 concerning the Implementation of JKP regulates the operational implementation of job training access for JKP beneficiaries as shown in Figure 4 & 5.

Job Training According to the Job Creation Act Article 81

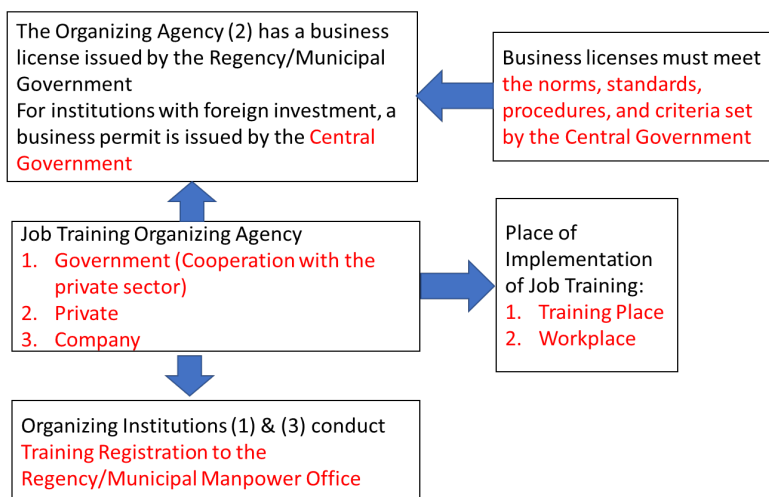


Fig. 4. Scheme of Job Training Access for JKP Beneficiaries

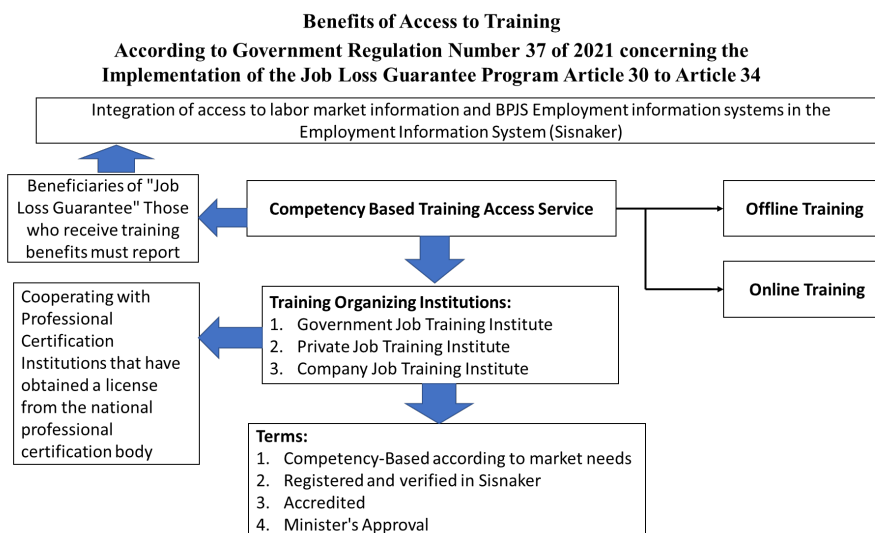


Fig. 5. Scheme of Training Access Benefits for JKP Beneficiaries

The appointed training organization that meets the requirements by the provisions of the Job Creation Act, is obliged to provide access to Competency-Based Training to JKP beneficiaries. In general, the notion of competence is the mastery of knowledge, skills, and abilities that can be realized by cognitive, affective, and psychomotor behaviors as well as

possible [4]. Competence is a person's knowledge, abilities, and expertise (skills) that directly affect his performance [5]. Competence or life skills are expressed in skills, habits, skills, activities, actions, performance that can be observed and can even be measured [6]. Student competencies can be improved through Competency-Based Training or competency-based training [7][8]. Competency-Based Training (CBT) is a training approach in vocational schools which is not only oriented to the results of graduates but also focuses on the training process itself. The training also refers to certain industry standards [9]. The industry standards are the basis for the program (curriculum), assessment, and learning materials that are designed and developed. CBT programs focus on what participants can do in the workplace as opposed to having only theoretical knowledge [10]. Therefore, this training program ensures that students acquire the knowledge, skills, and attitudes or values to be successful in the work environment [11]. CBT in Indonesia refers to the National Competency Standards as outlined in the SKKNI/KKNI, international standards, and company standards.

2.3 JKP Benefit: Access to Job Market Information

Employment problems, if not taken seriously, can increase the unemployment rate [12]. Unemployment is the biggest cause of poverty [13]. Data on the provision and placement of manpower nationally cannot be obtained optimally because the structural relation of the service in the workforce placement system is disconnected and control during the process of obtaining data from the provincial, district/city manpower services is weakened by the existence of the regional autonomy law [14].

Job market information is information regarding the characteristics of the needs and supply of labor both at home and abroad [15]. Labor market information system is an application that aims to minimize the unemployment rate which is increasing year by year by channeling prospective workers to skills training centers and also companies/institutions that need workers [16]. The strategy needed to increase job opportunities is to formulate efforts to achieve effective and efficient strategies, including increasing the completeness of job market facilities/job market information online, such as the delivery of information via the internet by creating a special website and updating the website continuously [17]. In the online job market information service, it is expected that every job seeker or company who comes to the agency responsible for the district/city manpower sector, especially regarding the field of placement, can be directly served online and their data can be sent directly to the center [18].

The second special role of the Ministry of Manpower relates to access to job market information for JKP beneficiaries. Operational implementation of access to job market information benefits regulated in Government Regulation No. 37 of 2021 concerning the Implementation of JKP can be seen in Figure 6.

Benefits of Accessing Job Market Information
According to PP No. 37 of 2021 concerning the Implementation of the Job Loss
Guarantee Program Article 25 to Article 29

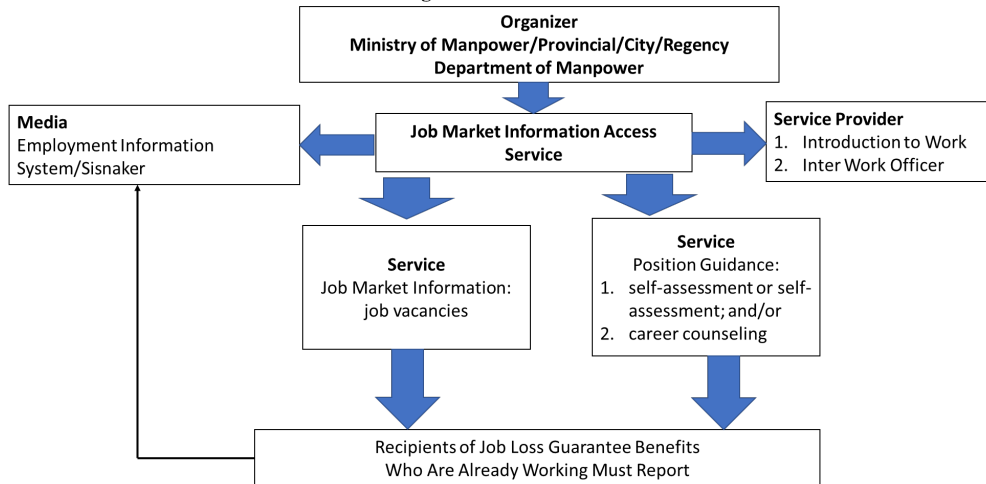


Fig. 6. Access to Job Market Information for Job Loss Beneficiaries.

With the existence of e-service included in the job market information, it can bring a large number of benefits to users [19]. The development of e-service has replaced the traditional service model and also self-service. There are several main differences between traditional services and e-services [20]. E-services are used by public sector organizations as a means of creating benefits for the community and the government in its policies aimed at providing benefits to the community [21]. The supporting factors for e-service services in the job market information are elements; leadership and public interest in the use and utilization of information technology. Meanwhile, the inhibiting factors are the availability of infrastructure and limited human resources (HR) who are capable and competent in the field of information technology [22].

3 Research Methods

The study used qualitative data analysis methods. Primary data collection was carried out through in-depth interviews and group discussion forums. The sampling method used a purposive sampling technique with the research locus covering three provinces in Indonesia, namely West Java Province, Yogyakarta Province, and South Sumatra Province. The criteria for selecting the sample are based on the characteristics of the distribution of industry/labor, the distribution of job training institutions, and the availability of information technology facilities and infrastructure. The research flow can be seen in Figure 7.

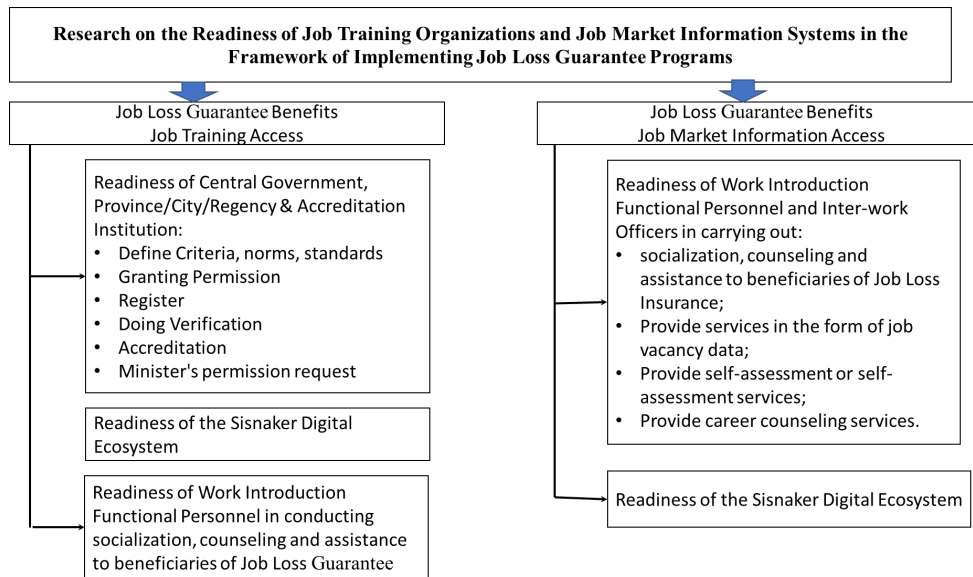


Fig. 7. Research Mindset on the Readiness of Institutions for Implementing Job Training and Job Market Information Systems in the Framework of Implementing the JKP Program.

4 Result and Discussion

4.1 Readiness of Job Training Institutions to Provide Training Access for JKP Beneficiaries

Government-owned training institutions, such as the Central and Provincial as well as District/City Job Training Centers, are open to training JKP beneficiaries. Job Training Center not only provides training for workers with disabilities but also for layoffs workers and can accept students up to 50 years of age maximum. Job Training Center is ready to carry out training for JKP beneficiaries as well as BPJS participant. They will be funded by BPJS so that Job Training Center must create a framework of cooperation with BPJS so that there is a strong legal foundation, although nationally, Government Regulation 27 of 2021 concerning JKP has also been issued.

One of the training institutions that can provide access to training for JKP beneficiaries is a company-owned training institution. Obstacles can be faced because in general the training center owned by the company is only intended for prospective workers. After all, the training materials provided are special. They usually only train people who will work in their place. Usually, companies have collaborated with formal education such as vocational schools to recruit students before they graduate from school. The company will monitor, provide assistance, and after graduation they will be given training in the company. The government must cooperate with companies that already have training centers to be able to provide access to training for JKP beneficiaries.

Private job training institutes (*Lembaga Pelatihan Kerja Swasta/LPKS*) which are expected to become government partners in organizing training for JKP beneficiaries are still

facing many obstacles. One of the obstacles is the difficulty for these institutions to be registered on the Sisnaker platform. This happened when the pre-employment card program was launched by the government. Many LPKS have difficulty becoming partners in this program, this is due to the requirements that are still considered too complex and obstacles to the use of technology. There are still many areas in Indonesia that do not yet have the facilities and infrastructure for adequate internet access. This obstacle will certainly be faced by many JKP beneficiaries when they have to access online training.

Another obstacle faced by LPKS to be able to organize training for JKP beneficiaries is related to accreditation institutions. LPKS that have been accredited by professional certification bodies (LSP) as required by government regulations are still very limited. Provincial, Regency/City Manpower Offices, and BLKs continue to guide LPKS to improve quality and can be accredited and can become LSP. The LPKS accreditation rate in Indonesia in 2019 was still around 33% while the accreditation level for BLK had reached 51.5% [3].

LPKS accreditation is the process of providing formal recognition stating that an institution has met the requirements to conduct job training activities based on the Indonesian Training Quality Framework (*Kerangka Mutu Pelatihan Indonesia/KMPI*). The implementation of accreditation is carried out by the Accreditation Institute for Job Training Institutions (LA-LPK), which is an independent institution and is determined by the Minister. In its implementation, LA-LPK establishes an Accreditation Committee for Job Training Institutions as an extension of LA-LPK to carry out Accreditation based in the provincial capital. National Professional Certification Agency (BNSP) issues rules and standards for accreditation and appointment of LSPs. To become an LSP, LPKS must have a competency test place or must cooperate with a job training center.

4.2 Readiness of the Job Market Information System to Provide Access to Information for JKP Beneficiaries

Digitization of labor market services is intended to provide services and information for the community. The digital job market, which no longer uses a manual system, is the implementation of Law No. 11 on Job Creation which was later revealed to be in PP 37 of 2021 regarding JKP. Concerning job market information, it must provide benefits to people who have lost their jobs. It is a very big challenge to respond so that when people access job market information, they get something of value, not just the ordinary information they can get from the internet, but having to provide something different.

The labor market information system is built on an employment service ecosystem known as Employment Information System (*Sistem Informasi Ketenagakerjaan/Sisnaker*) developed by the Indonesian Ministry of Manpower. This service is expected to be able to integrate all sub-systems of the workforce, starting from accreditation, training, certification, labor market information systems, and labor affairs. The labor market information function in the Sisnaker is very complete. The obstacle faced is that the system is not yet fully understood by the community at the provincial or district/city level, as well as the wider community. One of the obstacles to the use of job market information in the Sisnaker that users perceive is too much content, so it is feared that people who are unfamiliar with technology will have difficulty accessing it. From the outside, it looks simple and elegant, but upon further investigation, it turns out that there are too many menus inside. To increase the use of job market information in Sisnaker, it can be made simpler and simpler so that it is easily accessible to people who are not yet technology literate.

The central government must conduct socialization, intensive guidance, and research related to the extent to which local government officials understand the system that has been created by the central government, such as Sisnaker. The implementation of online job market information requires a strong commitment from the implementor, where the implementor must understand the policy and always monitor its implementation and monitor efforts to overcome obstacles so that they can be overcome more quickly [23]. Due to the lack of level of understanding and lack of socialization, the Manpower Officer at the provincial, district/city level does not understand what can be utilized in the Sisnaker system related to the function of job market information.

From the results of usability tests conducted in previous studies, it was concluded that Sisnaker had not yet received acceptance by users. This means that the existing system has not been able to assist users in completing their tasks in this case finding suitable job vacancies information effectively, efficiently, and satisfactorily [24]. Job market information services are still considered less easy and less effective [25]. Usability can be interpreted as a measure of the effectiveness, efficiency, and satisfaction of certain users in using a particular product to achieve certain goals [26]. Usability discusses the extent to which existing products or services can be utilized by users to achieve user goals and needs [27]. Usability can also mean that something can be used properly [28]. Usability is defined as the usability of the system [29].

The officer of the Provincial, Regency/City Manpower Offices in general have never received any socialization of the job market information contained in the Sisnaker. In general, they only know about the facilities that are visible on the dashboard, but what can be used has not been socialized, such as the use of applications for job fairs. Socialization to the government employee in the province, district/city is very necessary because so far, although there are only one or two people who already know about the job market information in Sisnaker, they have not had time to disseminate information to others. In addition to the need for socialization, it is also necessary to appoint special operators who are employed on an ongoing basis and given guidance in the use of the job market information in the Sisnaker. Intense rotation and mutation of employees in the regions often interfere with the continuity of regeneration in reducing information, so that it will be difficult if you need information from the officer that has been transferred.

So far, if there are job seekers, local manpower officials direct them to input data online, but the problem is that not all companies in provinces, districts/cities enter data so the data will be blank. Attractive persuasion is needed to encourage companies to enter job vacancies in Sisnaker. The implementation of the online job market information at the Provincial, Regency/City Manpower Offices has not been implemented effectively. The obstacles experienced include regulations that support the online job market information at the provincial level, districts/cities do not yet exist, the number of implementing officers is not sufficient, equipment is not adequate, online job market information funding has not used the local government budget, Socio-economic conditions where job seekers do not demand an online system and job vacancies, as well as the lack of disposition of the implementor [23].

The information system developed by the central government is felt to be inconsistent, often changing systems starting from "IPK Online", "Ayo Kita Kerja", "Bursa Kerja Online" and the last included in "Sisnaker". Due to the many problems faced by the local manpower office in using the Sisnaker, makes local governments have developed their labor market information system. The central government is expected to create integration between the Sisnaker and the labor market information system developed by the regional manpower office.

The role of the Employment Service Officer to job introduction to encourage the use of job market information for JKP beneficiaries is hampered by not having the authority to be able

to force companies to submit job vacancies on the Sisnaker. Employers often have to pick up the ball to encourage companies to play a role in the use of online job market information. In contrast to the function of the Labor Inspector who has the authority to inspect non-compliant companies, the Employment Service Officer who is the frontline to connect job seekers and companies do not have legal power. Companies that do not report job vacancies on the online job market information cannot be penalized. The approach that can be taken by Employment Service Officer is limited to establishing good relations with the company. Regulations are needed that provide legal force for the employment service function to be able to carry out their duties and authorities to optimize the use of job market information.

5 Conclusion and Limitation

Developing a system that fully digitizes job market information that can be accessed by JKP beneficiaries, the government needs to think about and encourage it from a regulatory perspective so that it can embrace all relevant parties in the digital ecosystem. It is necessary to prepare a regulation that is not optional but mandatory for companies that have automation employees, all of whom must enter the Government's employment system, it should no longer be an option. With strong and binding regulations, the job introduction which is the Employment Service function will be able to optimally carry out its duties in providing services for JKP beneficiaries to gain access to training and job market information. How to provide benefits to the company through the job market information also needs to be addressed. If the benefits of the job market information can be felt by the company, they will be happy to encourage the use of the job market information on the Government's employment system.

In developing job market information and digital-based training, it is necessary to consider the condition of the public ability as JKP beneficiaries as well as the training provider institution perspective. Not all publics and training institutions throughout Indonesia have the facilities and infrastructure to be able to access the internet easily as well as the limited ability of human resources in using digital technology. The development of a simple digital application accompanied by an intense socialization and guidance mechanism from the central government to the provincial/district/city manpower service officer is expected to make it easier for all levels of society to be able to access job market information services and digital-based training.

The development of a digital ecosystem in providing training services and job market information to JKP beneficiaries will not be possible without embracing local governments to jointly develop a system that will be fully digital-driven in the future. The central and local governments have a shared responsibility for managing labor market training and information systems so that they can be accessed and complete and comprehensive data are formed at the regency/city and provincial levels.

This study has limitations related to the selection of informants not including JKP beneficiaries. The selection of informants from among the JKP beneficiaries has not been carried out, because at the time this research was conducted, the JKP program had not yet been implemented. After the JKP program is implemented, further research is needed to analyze the satisfaction level of JKP beneficiaries.

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