



IMPLEMENTATION OF WORKFORCE TRAINING PROGRAMS TO INCREASE EMPLOYMENT ABSORPTION AT THE TANGERANG REGENCY MANPOWER OFFICE IN 2026.

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Abstract

This study analyzes the implementation of the Labor Program at the Tangerang Regency Manpower Office in 2026, using George C. Edwards III's policy implementation framework covering four indicators: communication, resources, implementer disposition, and bureaucratic structure. An open unemployment rate of 5.94 percent in 2025, affecting approximately 102,510 residents, reflects a structural gap between industry demand and workforce readiness. This research employs a descriptive-analytic qualitative approach. Data were collected through in-depth interviews, field observation, and documentation, with validity ensured through source and technique triangulation as well as member checks. Findings reveal that program implementation is constrained by limited outreach, disparities in instructor quality and facilities, weak post-training placement mechanisms, and fragmented institutional coordination. The study recommends strengthening all implementation dimensions to achieve more effective and impactful labor programs.

Keywords : *policy implementation, labor program, BLK, Edwards III, Tangerang Regency.*



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INTRODUCTION

Employment issues have become a universal development agenda since the establishment of the International Labour Organization (ILO) in 1919 through the Treaty of Versailles. Labor market challenges, particularly high unemployment, skills mismatches, and the dominance of the informal sector, remain central concerns for developing countries, including Indonesia. The ILO (2022) Decent Work Agenda identifies four pillars: productive employment creation, social protection, workplace rights, and social dialogue, which serve as global benchmarks for national labor policy.

Indonesia's workforce has grown steadily: from 147.71 million in August 2023 to 151.60 million in August 2025, according to the National Labor Force Survey (Sakernas). The Open Unemployment Rate (TPT) reached 5.94 percent in 2025, representing approximately 9.01 million unemployed persons nationwide. The informal sector continues to dominate, absorbing around 58.20 percent of the total workforce, underscoring the urgency of creating quality formal employment (BPS, 2025).

Tangerang Regency, as one of Indonesia's largest industrial and manufacturing hubs in Banten Province, presents a notable paradox: despite hundreds of factories and companies operating across industrial estates such as Jatake, Cikupa Mas, and Balaraja, the open unemployment rate stood at 5.94 percent in 2025, affecting approximately 102,510 residents (BPS Kabupaten Tangerang, 2025). This reflects a structural gap between industry demand and local workforce readiness.

Act No. 13 of 2003 on Manpower mandates that the government provide vocational training to improve workforce competency, productivity, and welfare (Article 9). Government Regulation No. 31 of 2006 on the National Vocational Training System further requires that all training programs reference the National Work Competency Standard (SKKNI) and be oriented toward actual labor market needs. The Tangerang Regency Manpower Office, through its Regional Technical Implementation Unit (UPTD), Vocational Training Center (BLK), serves as the frontline in executing these mandates. Previous studies indicate that labor training program implementation in Indonesia frequently encounters barriers related to limited socialization, instructor quality disparities, weak post-training placement mechanisms, and fragmented institutional coordination (Natsir et al., 2025) George C. Edwards III's

implementation framework, encompassing communication, resources, implementer disposition, and bureaucratic structure, provides a comprehensive analytical lens to evaluate these challenges (Edwards III, 1980).

This study aims to: (1) describe and analyze the implementation process of labor training programs at the Tangerang Regency Manpower Office based on Edwards III's four implementation variables; and (2) identify inhibiting and supporting factors that affect program effectiveness and workforce absorption in the region.

RESEARCH METHODS

This study employs a descriptive-analytic qualitative approach (Creswell, 2022; Sugiyono, 2022), selected because the research focuses on understanding the complex social phenomenon of policy implementation within a local government bureaucracy. A single case study design (Yin, 2018) was applied, centered on the Tangerang Regency Manpower Office and its subordinate BLK (UPTD).

Data were collected through three complementary techniques: (1) in-depth semi-structured interviews with purposively selected key informants, including the Head of the Manpower Office, the Head of the Training and Productivity Division, the Head of UPTD BLK, BLK instructors, active and alumni training participants, and representatives from the business sector; (2) passive participant observation of training activities, facilities, and inter-unit coordination dynamics; and (3) documentation analysis of legislation, strategic planning documents, implementation reports, and BPS statistical data.

Data validity was ensured through source triangulation (cross-checking data from multiple informant groups), technique triangulation (comparing interview data with observation and documentation), member checking (confirmation of preliminary findings with informants), and prolonged engagement through repeated field visits. The theoretical framework applied is George C. Edwards III's policy implementation model (1980), which posits that successful implementation depends on four interacting indicators: communication, resources, disposition of implementers, and bureaucratic structure. These four indicators served as the primary coding categories in data analysis.

RESULTS AND DISCUSSION

1. Communication

Edwards III (1980) emphasizes that effective implementation requires that implementers clearly understand what they are expected to do. Communication encompasses three dimensions: transmission, clarity, and consistency. Findings at the Tangerang Regency Manpower Office reveal that program socialization to target communities remains limited. The primary channels used, conventional banners, government websites, and social media posts, fail to reach the majority of young job-seekers who are active on digital platforms.

This finding is consistent with Mulyani (2024), who found that low community participation rates in BLK programs in Bekasi Regency were largely attributable to uneven distribution of information about schedules, requirements, and available training types. In the Tangerang context, many eligible working-age residents remained unaware of available training programs, leading to underutilization of BLK capacity. Intra-agency coordination between the Manpower Office divisions and the BLK also showed inconsistencies in messaging and procedural instructions, generating confusion at the operational level.

2. Resources

Resource adequacy is a prerequisite for effective policy implementation. The resource dimension covers human resources (HR), budget, facilities, and information. Fieldwork findings indicate that the number of certified instructors at Tangerang BLK is insufficient relative to the volume and variety of training programs offered. Several training packages lack adequate tools and practice materials needed for competency-based instruction aligned with SKKNI standards.

Budget allocation for training activities is constrained by competing priorities within the regional government budget (APBD), limiting the frequency of training cycles and the number of participants per wave.

Wijaya and Faddila (2023) reported similar conditions at BLK Karawang, where participants expressed dissatisfaction with limited practice time and inadequate equipment. The absence of updated

industry intelligence information within the BLK further weakens the program's ability to align curricula with current labor market demand.

3. Disposition of Implementers

Disposition refers to the commitment, integrity, and responsiveness of policy implementers. Edwards III (1980) argues that even with adequate communication and resources, implementation will fail if implementers lack genuine commitment to program goals. Findings at Tangerang Regency show a generally positive disposition among BLK instructors, who demonstrate dedication to teaching despite resource constraints. However, at the managerial level, bureaucratic inertia and limited proactive outreach to industry partners reduce the program's responsiveness to evolving market demands.

Nuryadi, Santosa, and Koswara (2025) confirm that the disposition variable, when weak at the managerial level, creates a cascading effect that undermines all other implementation dimensions. In the Tangerang context, the absence of a systematic post-training monitoring mechanism means that alumni placement outcomes are rarely tracked, limiting the feedback loop necessary for continuous program improvement. This aligns with Natsir et al.'s (2025) recommendation that a comprehensive post-training monitoring and evaluation mechanism accompany every training program. As shown in Table 1.

4. Bureaucratic Structure

Bureaucratic structure encompasses two key aspects: Standard Operating Procedures (SOPs) and fragmentation. Clear, standardized SOPs ensure consistency and regularity in implementation, while excessive fragmentation generates coordination gaps and overlapping authorities. Findings reveal that the Tangerang Regency Manpower Office's internal SOPs for training program management are partially documented but not consistently applied across units. The division of responsibilities between the Training and Productivity Division and the BLK operational unit frequently results in coordination lags, particularly in participant registration, material procurement, and outcome reporting. As shown in Table 2.

Andina (2022) documented a similar pattern in West Java, where local manpower offices tended to act as passive observers rather than active drivers of employment programs. In Tangerang, the broad territorial coverage and high industrial complexity further exacerbate structural challenges, demanding more sophisticated and responsive coordination mechanisms than those currently in place. This structural weakness directly diminishes the effectiveness of the other three Edwards III indicators operating simultaneously.

Table 1. Summary of Key Resource Constraints at BLK Tangerang Regency (2025–2026)

Resource Dimension	Current Condition	Impact on Program
Human Resources	Limited number of certified instructors, high trainer-to-participant ratio	Reduced supervision quality, limited training packages offered
Budget	Constrained APBD allocation, insufficient for tool/material procurement	Fewer training waves per year, reduced participants per batch
Facilities & Equipment	Some workshops lack up-to-date machinery, tools are worn, or insufficient	Skills mismatch with current industry standards
Information	No systematic industry demand tracking, curricula not regularly updated	Training outputs do not match actual labor market needs

Source: Field Interviews and Documentation Analysis, 2026

Table 2. Edwards III Implementation Analysis Summary – BLK Tangerang Regency

Variable	Key Findings	Assessment
Communication	Limited outreach channels; inconsistent intra-agency coordination; low community awareness of training programs	Sub-optimal
Resources	Instructor shortage, budget constraints, outdated equipment, and lack of industry intelligence	Sub-optimal
Disposition	Positive instructor commitment, limited managerial proactivity; no post-training monitoring system	Moderate

Bureaucratic Structure	Partially documented SOP, coordination fragmentation between divisions and BLK, no systematic evaluation reporting	Sub-optimal
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Source: Adapted from Field Analysis using Edwards III Framework (1980), 2026

CONCLUSION

This study demonstrates that the implementation of labor training programs at the Tangerang Regency Manpower Office in 2026 has not yet achieved optimal effectiveness across all four dimensions of Edwards III's policy implementation framework. Communication barriers limit public awareness and participation; resource constraints restrict training quality and reach; limited managerial disposition reduces programmatic responsiveness; and structural fragmentation impedes systematic coordination and evaluation.

To bridge the gap between training output and workforce absorption, the study recommends: (1) expanding outreach through digital platforms and community-based networks; (2) increasing budget allocation for instructor certification and equipment modernization; (3) establishing a formal post-training monitoring system to track alumni placement outcomes; and (4) developing structured SOPs and coordination protocols between the Manpower Office divisions and BLK operational units. Strengthening these four dimensions simultaneously is essential for realizing the mandate of Act No. 13 of 2003 and achieving inclusive, sustainable workforce absorption in Tangerang Regency.

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