

The Factors Affecting the Employment Placement Policy in Cirebon City

Soleh Suryadi^{a*}, Thomas Bustomi^b, Hery Nariyah^c, ^{a,b}Pascasarjana Universitas Pasundan Indonesia, ^cUniversitas Swadaya Gunung Jati,
Corresponding Author Email: ^{a}suryadisoleh@gmail.com,
^bThomas_bustomi@yahoo.co.id, ^cnariyahhery@yahoo.com,

This research aimed to analyse and find out the extent to which the implementation of the employment placement policy performed by Regional Office of Manpower of Cirebon City and find out the factors affecting the employment placement policy effectively. This research used a qualitative descriptive method in which the data sources in this research were obtained through direct observation by the researcher and guided interview with the implementing officers or apparatus carrying out the policy in the Regional Office of Manpower of Cirebon City. The findings showed that the implementation of the employment placement policy in Cirebon City has not performed effectively. The factors which needed to be considered in the employment placement were: (1) Education: Public did not have the competence and the education quality was still at low level, (2) Occupational knowledge; Labour must still complete a series of Academic Achievement tests, (3) Occupational skill; Labour was not equipped with the skills needed by companies, (4) Work experience; Labour still needed to be undertake the Orientation Program and Human Resources Development Program provided by the Regional Office of Manpower. The factors affecting the implementation of the employment placement policy. From the five theoretical concepts of Rondonelli and Chabeer Cheema's opinion, used in analysing this research, it could also be seen that they could test the implementation of the employment placement policy, namely: (1) Environmental conditions (the public did not possess complete adequate skills), (2) Employment relationship among organizations (Good coordination was needed between the Regional Office of Manpower and D.KISS related to valid data regarding the amount of labour), (3) Availability of Resources (Funds available in APBD of Cirebon City for the Regional Office of

Manpower had not reflected the existence of a budget leading to specific activities for the employment placement), (4) Characteristics of implementing agencies (It had not depicted the overall activities of the Regional Office of Manpower especially the job introductory officer and labour distributor were not clearly organized), (5) Performance and impact (Regional Office of Manpower had not fully had the authority in the employment placement, only limited to recommending labour with various dimensions). It turned out that the result was that the Regional Office of Manpower of Cirebon City had not been effective in its implementations, so it affected the minimum or only few labourers who had registered with labour users in companies or agencies that needed them. Based on the results of the discussion that had been stated, it could be said that the novelty of this research was it could found the weaknesses of Rondonelli and Chabeer Cheema's theory used to analyse the implementation of the policy, namely: (1) Clarity of Regulation; there had been no Regional Regulation regulating Manpower, (2) Local wisdom, it had not considered the local culture, (3) Strategy; there had been no strategy, so it needed to be combined with a SWOT analysis formulating a strategy.

Key words: *Policy, Placement, labour.*

Introduction

The problem of unemployment has become a major problem in development. Especially in Indonesia, the unemployment problem is a classic one that has long been left unresolved. In 2013, the national unemployment rate increased compared to the previous year. In general, unemployment and poverty rates in Indonesia are still high. The percentage is still above the average of provincial and central levels. The percentage of poverty and unemployment rates in the provinces and centres, on average, is fairly low.

The increase in unemployment amount was caused by various factors including unbalanced population growth with economic growth and low quality and skills of Human Resources. High population growth caused the rapid growth of the labour force as indicated by the Cirebon City Job Seekers data, both registering 3,161 people and 1494 people (Dinas Manpower, 2017).

Cirebon City Manpower Office is one of the parties that has the responsibility in carrying out government affairs in the context of carrying out some of the Mayor's tasks, especially in the



field of labour. The structural formation at the Manpower Office is intended to make the Cirebon, Regional Government's affairs effective, efficient and accountable.

Development in the field of manpower is basically directed to improve the welfare of the community. This is in accordance with the ideals of the independence of the Indonesian Nation; as mandated in the Preamble to the Constitution 1945 which is to create prosperity for all Indonesian people, as stated in Article 27 Paragraph 2 of the 1945 Constitution. Thus, it can be said that the success of development is determined by the success or failure of development in the field of manpower. A key issue is the placement of labour; it needs to be as efficient as possible in order to reduce unemployment.

Placement of manpower in companies and government agencies in accordance with the need and available positions is a public policy in the labour sector in order to reduce the rate of unemployment, as stated by Stuart S Negel (Hessel Nogi S, 2003). This is regulated by the Republic of Indonesia's Minister of Manpower Regulation No. PER 02 / MEN / 1994 concerning the Placement of Workers at Domestic and Abroad on February 17, 1994. Nationally, the number of job seekers or unemployment rate continues to increase, as stated by the former Indonesian President BJ Habibie (Radar Cirebon Daily, 2014).

Besides economic growth and low-quality human resources, the rate of unemployment can also be caused by inconsistent supply of labour compared with the demand for labour, both at home and abroad, as well as the inadequate mechanism of service to job seekers in accordance with the needs of the organizers. Therefore, to be able to bring together job seekers and job users of course it is necessary to bridge efforts through government services, namely the mechanism of job introduction.

The facts show that the increase of job seekers who register at the Cirebon City Manpower Office continues to increase from year to year, with the hope that they can register and be placed by the Cirebon City government in companies, government agencies or other workplaces that need employees. However, the reality is far from that expectation. The average number of job seekers who register at the Cirebon City Manpower Office each year reaches around 12 thousand job seekers.

Although, the placement policy has been implemented by the Cirebon City Manpower Office, the effort still cannot accommodate the number job seekers who register themselves every year. This is due to several factors, the possibility of vacancies in each company is not yet or not the same once reported to the Cirebon City Manpower Office; as required in Presidential Decree Number 04 of 1980 and Cirebon City Regional Regulation Number 04 of 2002 that



every vacancy in the company must be reported to the Cirebon City Manpower Office through its officers. Further, many job introduction officers are not maximally carrying out their duties as they should be, one of its functions is to serve job seekers in accordance with their main tasks and functions. Based on an initial survey conducted, only approximately 15.76 percent of the number of job seekers can be placed in various sectors, while the remaining 84.24 percent cannot be placed or try to find their own vacancies.

Based on the policy of the regional government, the Cirebon City Manpower Office, has a very big responsibility in terms of distribution and placement of job seekers in the city of Cirebon. Then, based on existing data it can be assumed that the reality is that the Cirebon City Manpower Department has not been able to implement the policy in accordance with the expectations desired by the community; approximately 10 thousand job seekers have not been placed or distributed each year.

With the enactment of the Regional Autonomy Law Number 22 Year 1999, the purpose of regional autonomy that is implemented today is in the framework of providing the best possible service to the public and the community in their regions specifically relating to job seekers in achieving a prosperous society. Thus, this study seeks to examine and reveal how the implementation of the distribution or placement of job seekers conducted by the Cirebon City Manpower Office, in accordance with existing rules and the obstacles encountered in implementing the policy as well as its weaknesses. According to Edwards III (Winarno 2002), four crucial factors or variables in the implementation of public policy are communication, sources, trends (or levels of behaviour) and bureaucratic structure.

Thus, the policy of distribution and placement of job seekers by the City of Cirebon Manpower Office is a policy in the public field, which must be carried out by the government. To be able to implement this policy very much requires compliance by various parties both by implementing the policy and from the object of this policy. Without compliance the policies made will be difficult to implement and get we will not achieve results effectively and maximally. Anne. L. Schneider (Hessel Nogi S 2003) says that "Another underlying assumption for a strong statute is that compliance leads to desired results: however, compliance should be a measure of" successful implementation "and the primary role of this statute is to produce compliance."

The description above illustrates the problems related to public policy, namely the placement of workers in the city of Cirebon, which is carried out by the Office of Manpower, has not been carried out effectively and optimally, when compared with the number of job search

registers that have not been proportional to the number of workers which can be placed in several companies in the city of Cirebon. This is further illustrated in the table below.

Tabel 4.9 Pencari Kerja yang Terdaftar di Kota Cirebon Berdasarkan Jenis Kelamin Selama Tahun 2015 s.d. 2017

NO	KECAMATAN	KELURAHAN	2015			2016			2017		
			L	P	TOTAL	L	P	TOTAL	L	P	TOTAL
1	Kejaksan	Kejaksan	53	36	89	48	37	85	56	45	101
		Kesenden	60	61	121	58	69	127	69	84	153
		Sukapura	85	72	157	72	50	122	100	86	186
		Kebonbaru	43	49	92	38	42	80	38	47	85
2	Kesambi	Kesambi	43	48	91	52	36	88	40	28	68
		Surjaregi	57	51	108	68	63	131	52	53	117
		Pekirangan	48	57	105	48	35	83	52	53	105
		Drejat	94	92	186	87	72	159	92	74	166
		Karyamulya	122	141	263	149	105	254	157	170	327
3	Lemahwungkuk	Lemahwungkuk	45	31	76	41	34	75	38	36	74
		Panjunan	54	45	99	26	54	80	47	57	104
		Keseputan	54	60	114	70	63	133	62	59	121
		Pegamboran	114	102	216	108	77	185	127	105	232
4	Harjamukti	Harjamukti	115	111	226	132	93	225	144	118	262
		Larangan	78	66	144	82	60	142	93	50	143
		Kecepi	117	125	242	139	92	231	121	101	222
		Kalijaga	152	148	300	158	123	281	170	143	313
		Argasunya	61	47	108	55	40	95	62	65	127
5	Pekalipan	Pekalipan	26	17	43	19	14	33	20	18	38
		Pekalangan	28	24	52	27	19	46	21	19	40
		Pulasaren	40	38	78	41	35	76	28	33	61
		Jagasatru	50	2	52	44	42	86	72	44	116
Total			1.539	1.423	2.962	1.562	1.255	2.817	1.675	1.486	3.161

Sumber: Bidang Pelatihan Kerja dan Penempatan Tenaga Kerja (2017), Data diolah

Based on the background above, the authors are interested in conducting research with the aim of assessing Factors That Influence the Implementation of Labour Placement Policies in the City of Cirebon.

The writer formulates the research problem as follows:

1. How is the implementation of workforce placement conducted? Which includes factors of education, work knowledge, work skills and work experience.
2. What are the factors of environmental conditions, relations between organizations, available resources and characteristics as well as performance and impacts that affect the Implementation of the Manpower Placement Policy in the City of Cirebon?

a. Policy Implementation

According to Patton and Savicky in Nugroho (2004) "Implementation of the policy is as important as the policy itself so that the failure of implementation is considered the same as the failure of the policy". The same thing also stated by Wahab (2003) as "A state policy will be effective if implemented and has a positive impact on community members. In other

words, the actions of people who are members of the community are in accordance with what is desired by the government or state."

b. Public policy

The definition of policy put forward by many experts varies because it depends on the point of view of the expert concerned. In the following, the author will present a number of policy understandings from the perspective of the United Nations in Wahab (2004) "The policy is interpreted as a guide to action. The policy may be very simple or complex, general or specific, broad or narrow, vague or clear, loose or detailed, qualitative or quantitative, private or public. The wisdom in this meaning may be in the form of a declaration of a basis for guiding action, a certain direction of action, a program regarding certain activities or plans." Based on the opinion above, policy can be interpreted as a guide to action which can be in the form of a program or plan. Meanwhile, according to Thomas R. Dye (1981), Policy is, "whatever government chooses to do or not to do"

c. Labour

According to Law No. 13 of 2003, labour is every person who is able to do work in order to produce goods and or services to meet their own needs and the needs of society. The Labour force can also be interpreted as a population within the working age limit. Workers are also set in productive groups, namely from the age of 15-65 years. Workers can be grouped into two, namely the labour force and the non-labour force.

d. Workforce Placement

Werther & Davis (1996) defines placement as "the assertion or reassurance of an employee to a new or different job. It includes the initial assertions of new employees and the promotion, transfer, or demotion of present employees. Similar to new comers, present employees must be internally recruited, selected, and oriented before they can be placed in different positions."

Work placement according to Mamoria (1989) "is concerned with the task of placing an employee in a job which is the best fitted, keeping in view of the job requirements, his qualifications and personality seeds".

Research Method

The research method used is a descriptive qualitative method. Bogdan and Taylor in Moleong (2009) say that qualitative methodology is a research procedure that produces descriptive data in the form of written or oral words from people and observed behaviour.

The research strategy in the qualitative approach that is used is a case study strategy. Stake, (1995), in John W. Creswell, argues that "Case study strategies in qualitative research are those in which researchers carefully investigate a program, event, activity, process or group of individuals. Cases are limited by time and activity, and researchers gather complete information using various data collection procedures based on a predetermined time".

The steps of the case study research are as follows:

Research Preparation, Determine what is known, Determine research design, Collect information and data through interviews, Collect data through observation, Formulate and interpret data, Prepare research reports (Hancock and Algozzine, 2006)

Data collection techniques are Observation, in depth interviews and study documentation.

The aspect of this study is Implementation of labour policies. This aspect of the study was analysed using the theory of policy implementation proposed by Rondinelli and Shabbir Cheema (1983).

The data in this study consisted of Primary data, i.e. data obtained directly from data sources or from first hand and secondary data, i.e. data obtained and written sources relevant to the problem under study.

In this study the authors used qualitative data analysis techniques by analysing descriptive data in the form of oral and written information from informants, as well as facts and symptoms from observations.

According to Miles and Huberman (1992), qualitative data analysis consists of three activities that occur simultaneously, namely: data reduction, data presentation and verification and drawing conclusions.

In order to obtain valid data (valid / accurate), the authors conducted a validity (validity / accuracy) test of the data. Moleong (2009) mentions 10 validity testing techniques. From the

ten validity testing techniques, the authors test the validity of research data with triangulation techniques.

According to Moleong (2009), triangulation is a data validation checking technique that utilizes something other than the data for checking or as a comparison of that data. The triangulation technique used in this study is an examination technique that utilizes the use of sources such as interviews, literature studies and archives.

The research was conducted in Cirebon City Manpower Department. The object of research that became informants and key informants included: Head of the City of Manpower Office of Cirebon, several stakeholders and related agencies such as the department of culture, youth and sports as supporting informants and the general public as supporting informants.

Findings and Discussion

General Description of Cirebon City

Cirebon City is one of the cities in the eastern part of West Java Province. The population of the city is 301,720 people, consisting of 151,273 men and 150,447 women (2012 population census). Cirebon City is a very strategic city because it is located at the crossroads of traffic flow between the Provinces of West Java and Central Java. This condition makes Cirebon City experience dynamic developments from year to year, especially in the fields of economy, trade and services.

In determining anniversary, Cirebon City is different from other cities. While other cities usually use the Christian calendar, the city of Cirebon uses a fragment of the Hijriyah year. Determination of Cirebon City's anniversary is on 1 Muharram 791 Hijriyah. So, in 2015 AD (1436 Hijriyah) Cirebon City was 645 years old.

Implementation of Manpower Placement in Cirebon City

Rivai (2004) states that employee placement means allocating employees to certain work positions, this is especially true of new employees. Senior employees who have held positions or jobs are included in the target function of placing employees in the sense of maintaining their position or moving to another position. Thus, placement in this connection includes promotion, transfer and demotion.

In this connection Sastrohadiwiryo (2002) suggests that placement of labour is a process of division of tasks and work to workers who pass the selection to be carried out in accordance with the specified scope and are able to account for all risks and possibilities that occur on the tasks and jobs, authority and responsibility.

The above explanation shows that the placement of employees is implemented after the employee has passed the selection. This does not only apply to new employees but also to the placement of old employees; both promotions and assignments or demotion. It is said so because like new employees, old employees also need to be recruited internally, selection and placement also requires an introduction program before workers are placed in new positions and do new jobs.

To identify public needs so that the implementation of labour placement policies is in accordance with the needs of the public or the community, the government (the Head of the Manpower Office as an extension of the mayor) opens information through social media Facebook, the IT manual goes directly to the Manpower Office which services information about companies in need.

Involvement of other parties outside the Manpower Office, in this case the private sector head of the agency, issues recommendations on behalf of the mayor to record the needs of workers. Optimization efforts continue to be made both in the central government, especially funding support for training for competencies needed by companies. Funding support so far is stated in the 2018 APBN and APBD City APBD of the provincial province.

The obstacles that have been faced in the process of implementing labour policies (As stated by the Secretary of the Office of Bp. Ali Syamsu, are:

"The community is not equipped with quality competencies and there are no certificates that complete the recruitment requirements so there are still low-level workers / assistants, while the companies responsible for importing user labour between regions and abroad".

The Manpower Office requires that in order to obtain a Yellow card, they must have a senior high school diploma and additional skills such as courses or training so that companies looking for prospective workers who meet the required criteria are immediately placed. So, it can be concluded that the education required is high school level or equivalent.

Prospective Workers register and will get a yellow card. Furthermore, the Manpower Office also has the web "*Cirebon Lunga*", as one of the registration places for companies that need job seekers to work at the company in question. So, the Manpower Office conducts a series of ability tests to see the abilities that a prospective worker has. This is done by interview. From the results of an interview with the Head of the Manpower Office, Mr. Agus Sukmanjaya, "A Prospective Worker is asked through interviews what is needed, what skills they have, what skills they want, it will be facilitated by the Manpower Office with the available equipment and tutorials."

Then the position requirements needed in a company or organization will be assessed to determine which employee will occupy the position. Results of an interview with the Head of Department, Mr. Agus Sukmanjaya., S. Sos: "Companies that open vacancies must fill the "*Cirebon Lunga*" web first then prospective workers can fill positions with the required requirements."

In a prospective workforce, his intellectual ability can be identified through his academic achievements, academic achievement referred to here is the academic achievement that has been realised by employees during their education at elementary school until their last education, combined with academic achievements obtained based on results selection on the employee concerned, so that it can be expected to obtain input in placing the right employee in the right position (Yuniarsih, 2008). Likewise, the Manpower Office certainly pays attention to this academic achievement, this was confirmed by Mr. Agus Sukmanjaya., S. Sos. "Every time there are vacancies and companies want a Workforce needed we do an Academic Ability Test to strengthen the prospective workforce and are reliable in their fields, for example there is an Internship Program in Japan we conduct a series of tests, one of them is the Academic Achievement Test"

In addition to the ability of academic achievement is physical and mental health, this factor is no less important than the other factors mentioned earlier because if ignored it can be detrimental to the institution. Therefore, before the employee is accepted as an employee, a medical test is held by the appointed doctor, although the medical test cannot always guarantee that the person concerned is truly physically and mentally healthy.

Factors that Influence the Implementation of Workforce Placement Policy Environmental conditions in the placement of workers

Politics in labour policy looks at the decisions of implementers in applying existing government policies and implementing them as outlined. The Manpower Office has

implemented the existing regulations but the condition of the people who do not yet have adequate skills is the Department of Manpower approaching the companies concerned to monitor existing job vacancies and subsequently placed in accordance with the skills of the workers involved.

The Policy Making Process in Law Number 13 of 2003, concerning Manpower Article 31, states that "Every worker has the same rights and opportunities to choose, get or change jobs and earn income within or outside the country". Likewise, in Article 32 states the following: 1). Employment placement is carried out based on the principles of open, free, objective, and fair and equal without discrimination. 2). Employment placement is directed to place workers in positions that are in accordance with their expertise, skills, talents, interests and legal protection. 3). Manpower placement is carried out with due regard for equal employment opportunities and the supply of labour according to the needs of national and regional programs.

Secretary of the Manpower Office Mr. Alisyamsu in an interview said:

"The forms of policy implementation products are in the form of training on the resolution of industrial relations cases, licensing of skills training institutions. Foreign labour permits recommend workers to obtain BPJS employment, recommend making passports for overseas job seekers "from the above statement can be a conclusion that the Office of Manpower involves political elements and structures in the area formally and informally. According to Almond and Powell Jr., the benefits of a functional structural approach provide an opportunity to avoid the confusion that might arise due to the existence of formal structural goals with functions that are actually carried out."

There is a connection with other agencies, namely immigration, public consultation related job vacancy data. The public / public needs job vacancies can be obtained 1). See data that has been set by the Department of Labour; 2) See data on social media, Facebook web and the Dinasker.

According to a source obtained by the author from the Manpower Office, to absorb and aggregate community interests related to the placement of labour by the Cirebon City Manpower Office has weaknesses in the implementation of the first policy related to stakeholder involvement related to inter-organizational relations to compile data on the KISS office and statistical central office related to the second listed lies in the analysis of public policy in the placement process of Cirebon city workers because the main task of the City of Cirebon Manpower Offices only recommends workers who will be placed both locally and

nationally and internationally. This condition is in line with what stated by Rondinelli and Cheema (1983).

The distribution of local power in this case from the Cirebon Mayor delegates authority in the field of employment to the Cirebon City Manpower Office to take care of labour issues. Because legally the district / city government has the authority (based on Government Regulation No. 38 of 2007 concerning Division of Government Affairs between the Provincial Region and Regency / City Government), including:

- 1) Monitoring and evaluating the use of foreign workers whose location is within the relevant regency / city.
- 2) Development and supervision of the implementation of labour norms at the district / city scale.

Based on the results of observations and observations and researchers of the implementation of this policy, especially officers or apprentices in the employment sub-department is very low and there is a lack of awareness and willingness to carry out the tasks. The results of observations of researchers in carrying out the daily tasks of the delivery officers in carrying out employment shows that they only accept and record job seekers who register without interviewing (as described in their position description). There is no visible interview to determine what type of position is suitable for education, the skills of the job seekers when registering.

Based on factual conditions in Cirebon City, there are various groups in society that can be said to be practical social and political forces. These groups play an important role in local power structures. These groups are also called political infrastructure. There are at least five components of political infrastructure: Political Parties, interest groups, pressure groups, political communication media and political figures.

The influence of political parties as a political infrastructure is very significant, especially in producing regional regulations in the legislature. Regional regulations are urgently needed to regulate labour issues. In addition to political parties, other political infrastructure groups that have an influence on the drafting of regional regulations, especially labour issues, are interest groups, the media and community leaders to push for the creation of regulations on labour issues in the city of Cirebon. These groups can provide constructive input, ideas or proposals in capturing public aspirations and interests, especially labour issues. The involvement of political infrastructure in local communities greatly influences the quality of local regulations produced.

The employment program created to absorb and aggregate community interests related to employment by the Cirebon City Manpower Office has weaknesses in the implementation of the first policy related to stakeholder involvement related to inter-organizational relations to compile data on the KISS office and related statistical head office offices. Secondly, lies in policy analysis the public in the process of placing the Cirebon City workforce because the main task of the City of Cirebon manpower offices only recommends workers who will be placed both locally and nationally and internationally. Therefore, coordination between the Office of the Regional Apparatus Organization, especially the data needed for the overall analysis of prospective workers in the city of Cirebon.

The facts show that organizations, recipient groups or targets of policy programs, each have their own logic and justification. These attitudes are related to their own interests, both economic, political and ideological interests. This kind of problem will become a dilemma, but the right decision must be taken even if every decision carries a risk. Potential waves of protests, demonstrations, even legal matters are very likely to occur and therefore must be anticipated and responded wisely. Potential conflicts like this make the DPRD absolutely have to carry out the stages of drafting local regulations properly, starting from absorbing the aspirations, needs and interests of the public, socializing the draft of local regulations to socializing the local regulations that have been set. Good things that need to be done by The DPRD is important to minimize the wave of protests and public ignorance and ignorance of policy products.

In carrying out their duties, the Head of the Manpower Office has been equipped with adequate office infrastructure with office equipment specifically provided for the Office Head with a separate room.

The Manpower Office also has a meeting room, a hall and 1 Work Training Center to provide training to prospective workers who have registered beforehand. As revealed by the Head of Cirebon City Manpower Office, Mr. Agus Sukmanjaya: "We facilitate people who need skills to be trained at the Job Training Center by bringing in trainers or instructors who are needed as assistants or mentors in training until the community can be independent and can meet their daily needs."

***Adaptation Recommendations for the Rondinelli and Cheema Decentralization Policy Implementation model
Transparency Regulation***

With the arguments as stated above, to solve this problem the author recommends the need for clarity of regulation to realize the successful implementation of the employment placement policy. The absence of clear regulations can be an obstacle to the success of the implementation of the main tasks and functions of the Department of Manpower so that the maximum in the implementation of employment placement policies.

It is no less important to note that the clarity of regulations in the form of a Regional Regulation or Perwali opens wider public spaces to create work order and people who need work become more aware of the role and how to implement these regulations.

Revitalization of Local Wisdom

Understanding local wisdom (local wisdom) in the dictionary of John M. Echols and Hssan Sadily is that in general local wisdom (local wisdom) can be understood as local ideas (local) that are wise, full of wisdom, good value. Which is embedded and recognized by members of the community. According to Carolina Nyamai-kisia (2010), local wisdom is a source of knowledge that is held dynamically, develops and is passed on by certain populations that are integrated with their understanding of the surrounding nature and culture. Local wisdom can be the basis for policy making at various levels in life, resource management and development. In local wisdom, local cultural wisdom is also contained, which is local knowledge that has been so integrated with belief systems, norms and culture and expressed in tradition. Thus, local wisdom can be defined as a wealth of local culture that contains a life policy, a way of life that accommodates wisdom (wisdom) and the wisdom of life.

Especially in the city of Cirebon, which is called the city of guardians because of the existence of Sunan Gunung Jati in the history of the spread of Islam and Islamic kingdoms in the city of Cirebon, there are several local wisdoms that have the potential to become a motivating factor and basis for policy making in the Cirebon City Government. Among these local wisdoms are the wills of Sunan Gunung Jati: "I entrust the poor and poor" (I entrust the mosque / mosque and the poor). This will as a local wisdom contains two great meanings that can be a driving force for policy makers and implementers of local government policies, with the aim of improving decent living and prosperity for local communities.

First, I entrust the mosque. This implies that the City of Cirebon society must be a religious, religious and obedient society carrying out their beliefs and religions. A most basic values and norms, fundamental for the Cirebon City Community to uphold religious values and norms and implement them in daily life. This sentence has been implemented by the Cirebon city government in the form of regional regulations, including regulations on the distribution of alcoholic drinks and regulations on the obligation of madrasa diniyah schools for children who will enter secondary school level.

Second, the Cirebon language is embedded in the website of the Department of Manpower, which is "Cirebon lunga" which is the original product of the Department of Labour that uses the Cirebon language. This must be stipulated in a local regulation that reinforces local wisdom. On the web Cirebon Lunga can bring together job seekers with employers (organizations, companies) can also update data that provides information about job openings or information about the number of vacancies that guarantee for the expertise and skills needed. So, what is needed is a Perda that includes: First, every job opening or company that will open must fill out the "Cirebon Lunga" application for free or free of charge. Second, open up space in companies for apprenticeship for job seekers. Third, policies that favour greater community alignments.

On the basis of this realistic concern, the authors propose an adaptation of the implementation model of labour placement policies put forward by Rondinelli and Cheema by adding local wisdom and regulatory transparency.

Conclusion

Research results and discussions that have been described can be concluded by researchers as follows:

- a. Implementation of employment placement policies by the Cirebon City Manpower Office is still not optimal, marked by the problems of incomplete data needed from related agencies that provide data such as the D KISS office, the Trade Office as well as related companies that need workers. As for the forms of product implementation of employment placement policies in the form of: training or workshops, Settlement of industrial relations cases, licensing of vocational education institutions, permission of foreign workers, recommending workers to obtain employment BPJS, recommending making passports for overseas job seekers.
- b. Factors that influence employment placement policies according to Rondinelli and Cheema are environmental conditions, inter-organizational relationships, available resorts and characteristics of implementing agencies.

1. *Environmental Conditions*

Factors in the environmental conditions of the Manpower Office involve elements and political structures in the region formally and informally.

To absorb and aggregate the interests of the community in relation to the placement of workers by the Cirebon City Manpower Office, there is a weakness in the implementation of the first policy related to stakeholder involvement related to inter-organizational relations to compile the KISS office data and the office data of the registered statistical agency. The second weakness lies in the analysis of public policies in the Cirebon City employment placement process; because the main task of the City of Cirebon employment agencies is to only recommends workers to be placed both locally, nationally and internationally.

2. *Inter-Organizational Relationship*

Cooperation has been carried out with BPS (Central Statistics Agency) D KISS (Information and Communication Office) also the population office, namely SIAK (Population Administration Information System), to find out data such as the population in the form of the labour force aged 15-65 years, how much who have worked and who are still in school and also the agricultural trade service, namely to find out how many vacancies or businesses in the city of Cirebon.

Thus, it can be concluded that the interaction and coordination between institutions is very influential on the process of implementing the employment placement policy, the interaction and coordination that is built well with related organizations will determine the effectiveness of policy implementation.

3. *Available Resources*

In the APBN and APBD of the city there is already a budget for employment, only in the 2018 provincial APBD it does not yet exist. The availability of the budget is needed in the placement of workers to provide training to the community.

4. *Characteristics of Implementing Agencies*

Cirebon City Manpower Office, implementing the employment placement policy involves several parties, namely: Information and Communication Office (D KISS), population and

civil registry office, Cirebon city government in the field of law and legislation, immigration service, urban and sub-district, one-stop capital service (DPM PTSP), provincial UPT labour inspector who oversees violations companies.

The most fundamental problem related to the ability to implement employment placement policies is that of human resources. Job seekers who are not supported with adequate capabilities because of the legal umbrella for the Department of Labour is still not optimal. It is still limited to the draft regulation and has not been approved. As such, the political institutions in the regions have a role to encourage the creation of real regulations to regulate placement in the city of Cirebon.

5. Performance and impact analysis

a. Achieving Policy Objectives

When referring to the opinions of Rondinelli and Cheema, some shortcomings or weaknesses both in the stages of the preparation process and in terms of substance or quality of content of the perda still cannot meet expectations. There are still many weaknesses. The weaknesses include:

- 1) The central government, which is tasked with laying out the policy framework, facilitating the strengthening of labour policy capacity, has not demonstrated its effectiveness;
- 2) In the city of Cirebon, the vision of public policy, the mastery of technical drafting techniques, and the capacity of implementing local regulations, are only modest and take up a lot of time for comparative studies and various training;
- 3) Business actors, stakeholders (NGOs, media, community leaders) feel less involved in the discussion of local regulation, or very minimal involvement;
- 4) The absence of expert staff / experts who work full time to support the performance of the Manpower Office.

b. Effects on Administrative Capabilities and Performance.

At the stage of preparing labour policies, there are some weaknesses that need to be addressed immediately, the lack of budget funds from the province and the unfulfilled human resources from the workforce causes there to be vacancies that have not been filled.

c. Effects on productivity, income, participation and access to public services.

The productivity of the Manpower Office is measured through 2 (two) aspects, namely quality and quantity. In quality, that the policies made can be effective in maintaining, guaranteeing and aggregating the interests of stakeholders and the overall regional public, as well as the policies made not in conflict with higher regulations so that they are not cancelled. In terms of quantity, the measure is how many policies have been made by the regional government in this case the Cirebon City Manpower Office, indeed there has never been a policy that was made and then cancelled by the central government (Ministry of Home Affairs). However, in terms of quantity of policies made by the City of Cirebon, which is an initiative of the Manpower Office itself, is very minimal. This is assumed to have a negative impact on the level of participation and access to public services by Cirebon residents.

Based on the conclusions above, the implementation of the employment placement policy can be suggested by the authors as follows:

1. To further optimize the performance of the Manpower Office, the Manpower Office must prioritize supply and demand for supply and demand from companies that need workers to occupy the required job openings.
2. Clarity of regulations in the placement of workers that regulate prospective workers who have been registered by showing the existence of a Yellow Card as proof that the Prospective Workers have registered and are ready to work so that prospective workers are ready immediately to be placed at a labour search company. The waiting period for a prospective workforce from starting registration or who already has a yellow card should not wait too long. The regulation should also set the maximum waiting time for a potential ape worker to be placed. So, it should be homework (PR) for the servants the public in the regions are also the legislature to immediately make clear regulations governing all labour issues, so that the right solution in overcoming them is obtained.
3. The existence of clear regulations should regulate:
 - a. Candidate registration mechanism
 - b. Competencies or abilities possessed by a prospective workforce.
 - c. Requiring companies in the city of Cirebon to recruit or employ employees or workers who are domiciled in the city of Cirebon.
 - d. The maximum waiting period for a prospective workforce to get a job and a solution if still not getting a job.
 - e. Staffing regulations that protect labour rights and obligations.

This study also produced several important findings from the Implementation of Workforce Placement Policy in the Department of Labour that was not optimal than what had been



analysed. Environmental conditions, interactions between organizations, resources for implementing activities and characteristics of implementing agencies became factors that also determine the level the success in achieving the goal of placing workers as an effort to empower the community in achieving business and life independence.

This study also fulfils the 3 factors that are thought to determine the level of success of the implementation goals of the employment policy, namely a) clarity of regulation, b) the willingness and ability of the region to revitalize local wisdom " and also the spirit of loyalty or loyalty so that formed a commitment. c). Companies in the city of Cirebon are required to employ the people of the City of Cirebon.

On that basis, what is extremely important is that a genuine political will from political and bureaucratic leaders at the central level is needed, to be able to prioritize the Manpower Office as an accountable institution in the field of manpower and institutions needed by the people of Cirebon as an information center in seeking job vacancies in companies in the city of Cirebon.

REFERENCES

Book

- A. G. Subarsono, 2005. *Analisis Kebijakan Publik Konsep, Teori dan Aplikasi*. Yogyakarta : Pustaka Pelajar.
- Abdul Wahab, Solichin. 2008. *Analisis Kebijakan dari Formulasi ke Implementasi Kebijaksanaan Negara*. Jakarta : Bumi Aksara
- Charles W. Lamb, Joseph ,F. Hair, Carl Mcdaniel. 2001. *Pemasaran. Edisi Pertama*. Jakarta: Salemba Empat.
- Davis, K. & Newstrom, J. W. 1989. *Human Behavior at Work Organization Behavior*. Jurnal.
- Dunn, William N, 2003. *Pengantar Analisa Kebijakan Publik IT*. Yogyakarta : Gadjah Mada University Press.
- _____. 2000. *Analisis Kebijakan Publik*. Yogyakarta: Gadjahmada University Press.
- Edwards III, George C. 1980. ***Implementing Public Policy***. Washington DC: Congressional Quaterly Press
- Fischer Frank, 2007, *Hand Book of Public Policy analysys*, Francis Group,CFC Press
- Ife, J dan Tesoriero, F. 2008. *Alternatif Pengembangan Masyarakat di Era Globalisasi: Community Development*. Yogyakarta: Pustaka Pelajar.
- Mikkelsen, Britha. 2004. *Metode Penelitian Partisipatoris dan Upaya-Upaya Pemberdayaan. Edisi 1 Cet. 1. Terjemah: Matheos Nalle*. Jakarta: Yayasan Obor Indonesia.
- Moleong, Lexy J. 2007. *Metode Penelitian Kualitatif*. Bandung: Alfabeta
- Moleong, J. Lexy. 2010. *Metodologi Penelitian Kualitatif*. Bandung: PT. Rosdakarya.
- Nawawi, Ismail. 2005. *Public Policy*. Surabaya: Putra Media Nusantara.
- Narayan, Deepa. 2002. *Empowerment and Poverty Reduction: A Source Book*. World Bank.
- _____.2003. *KebijakanPublik, Formulasi,Implementasi dan Evaluasi*. Jakarta: Media Komputindo.
- _____. 2011. *Public Policy*. Jakarta: Elex Media Komputindo.
- Nugroho, D Riant. 2004. *Kebijakan Publik Formulasi, Implementasi dan Evaluasi*. Jakarta : PT. Elex media komputindo



- Nugroho, Riant. 2014. *Public Policy*. Jakarta: Elex Media Komputindo.
- Nurdin, Fadhil, M. 1990. *Pengantar Studi Kesejahteraan Sosial*. Bandung: Angkasa.
- Ridlo, M. A. 2001. *Kemiskinan di Perkotaan*. Semarang: Unissula Press.
- Rivai, Veithzal, 2005. *Manajemen Sumber Daya Manusia untuk Perusahaan, dari Teori ke Praktek*. Jakarta: PT. Raja Grafindo Persada.
- Rondinelli, Dennis, and Shabir Cheema, Editor. (1983). *Decentralization and Development: Policy Implementation In Developing Countries*, Sage Publications.
- (2003). *Reinventing Government For The Twnty-First Century , State Capacity in a Globalizing Society*, Kumarian Press USA.
- (1969) “ Implementing Decentralization Policies and Introduction” Dalam Cheema dan Rondinelli, *Dcentralization and Development Policy Implementation in Developing Countries*, California Sage Publication Inc.
- Siagian, Sondang P. 2011. *Manajemen Sumber Daya Manusia*. Jakarta: Bumi Aksara.
- Sugiyono. 2012. *Metode Penelitian Kuantitatif Kualitatif dan R&D*. Bandung : Alfabeta.
- Suharto, Edi. 2005. *Analisis Kebijakan Publik*. Bandung : Alfabeta
- Sumaryadi, I Nyoman. 2005. *Efektivitas Implementasi Kebijakan Otonomi Daerah*. Jakarta: Citra Utama
- Suyanto, Bagong. 2005: *Metode Penelitian Sosial: Berbagai Alternatif Pendekatan*. Jakarta: Prenada Media.
- Swasono, Sri-Edi. 2004. *Kebersamaan dan Asas Kekeluargaan*. Jakarta: UNJ Press.
- Tachjan, H. 2006. *Implementasi Kebijakan Publik*. Bandung: APII
- Tangkilisan, Hersel Nogi S. 2004. *Kebijakan Publik*. Yogyakarta: Balairung
- Wahab, Solichin Abdul. 2008. *Analisis Kebijaksanaan Dari Formulasi Ke Implementasi Kebijaksanaan Negara*. Jakarta: Bumi Aksara
- Westra, Pariata, dkk. (ed). 1999. *Ensiklopedi Administrasi*. Jakarta: Haji Masagung



Winarno, Budi. 2007. *Kebijakan Publik Teori dan Proses*. Yogyakarta:Media Pressindo

Internet

<https://uinsgd.ac.id/berita/setiap-tahun-kemendagri-batalkan-ratusan-perda/>

Journal

Christoph Sporlein, 2018, *How educational systems structure ethnic inequality among young labour market participants in Europe: Occupational placement and variation in the occupational status distribution*, In *Research in Social Stratification and Mobility* June 2018, Elsevier Ltd