

Implementation of the Hello Work Job Exchange Program in Reducing Unemployment in Pasuruan Regency

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Abstract

The Open Unemployment Rate (OUR) in Pasuruan Regency shows a significant figure, especially after the Covid-19 pandemic, peaking at 5.48% in 2023. One of the main causes of unemployment in this region is the mismatch between job seekers' skills and industrial needs (skill mismatch). The Pasuruan Regency Government has implemented the Job Fair Program as a strategic effort to reduce unemployment rates, in line with Ministry of Manpower Regulation No. 18 of 2024 on Domestic Labor Placement. This study aims to analyze the implementation of the Job Fair Program in reducing unemployment in Pasuruan Regency, using George C. Edward III's policy implementation model, which includes aspects of communication, resources, disposition, and bureaucratic structure. This study employs a qualitative method with a descriptive approach, through interviews, observations, and documentation. The findings shows that the Hello Work Job Exchange Program helped reduce unemployment in Pasuruan Regency, but there are issues with how the program is run. Problems include poor communication, lack of resources, and outdated vacancy information. Despite lower unemployment rates, participation in the program is decreasing, indicating indirect impact and limitations in effectiveness. The main challenge is the mismatch between job seekers' skills and industry needs, making successful placements difficult. The research results are expected to identify supporting and hindering factors in the program's implementation and provide recommendations for optimizing the implementation of the Job Fair in Pasuruan Regency.

Keywords: Job Fair, Policy Implementation, Unemployment.

1. Introduction

Unemployment is a crucial socio-economic issue faced by almost all regions in Indonesia, including Pasuruan Regency. Data from the Pasuruan Regency Central Statistics Agency (BPS) shows that the open unemployment rate (OUR) in this region is still significant, reaching 5.48% in 2023 (Taufik, 2025). This figure indicates that around 6 out of every 100 workers have not been absorbed into the labor market, a condition that requires comprehensive strategies and targeted policy interventions, both in the short and long term.

The complexity of the unemployment problem in Pasuruan Regency stems from various factors, including the imbalance between the number of graduates and the availability of jobs, the mismatch between job seekers' skills and industry needs (skill mismatch), and the lack of publicly accessible job vacancy information. This disparity is exacerbated by industrial transformation towards digitalization and automation, which changes the characteristics of labor demand while adjustments on the labor supply side are slow. The latest data from Radar Bromo (Busthomi, 2025) records that the number of unemployed people in the Pasuruan industrial area reached 49,113 in 2024, largely due to skill mismatch.



The Pasuruan Regency Government has initiated various programs to tackle unemployment, one of which is the Job Fair Program. This program is an implementation of the Minister of Manpower Regulation (Permenaker) Number 18 of 2024 concerning Domestic Manpower Placement, which aims to facilitate meetings between job seekers and employers through an integrated job market information system. In addition, Regulation of the Minister of Manpower of the Republic of Indonesia Number 39 of 2016 also explains job fairs as locations for labor placement services, which are also regulated by Law Number 13 of 2003 concerning Manpower. In Pasuruan Regency, this program is operated through Special Job Exchanges (BKK) in educational institutions and General Job Exchanges (BKU) managed by the local Manpower Office.

The implementation of the Job Exchange Program in Pasuruan Regency covers three main aspects: dissemination of job vacancy information, provision of guidance and job skills training, and facilitation of labor placement (Khotimah et al., 2019). Research by Gunawan (2017) shows that effective job exchange programs can reduce unemployment rates by 20-30% within 2-3 years, especially when integrated with skills enhancement programs that meet industry criteria. This indicates the significant potential of job exchange programs in reducing unemployment if implemented optimally.

However, the effectiveness of the implementation of the Job Exchange Program in Pasuruan Regency still raises questions and faces significant obstacles. An interesting phenomenon that is at the heart of this research is the paradox between the downward trend in the unemployment rate in Pasuruan Regency and the downward trend in the number of registrants on the government's Job Exchange Program platform. Data shows that the Open Unemployment Rate (OUR) in Pasuruan Regency decreased from 5.90% in 2022 to 5.01% in 2024, but the number of job seekers registered in the Online Job Market (IPKOL) and HelloWork Pasuruan programs actually decreased from 5,003 in 2022 to 3,657 in 2024.

This contradictory phenomenon raises a fundamental question: Why has participation in the government's job exchange program decreased, even though the unemployment rate in Pasuruan Regency shows a downward trend? This paradox indicates that the decline in unemployment may not be solely due to the direct effectiveness of the government's Job Exchange Program, but may also be influenced by external factors such as broader economic growth or recruitment through other channels in the industrial sector. Furthermore, this phenomenon highlights a gap in the implementation of the program itself, which may not yet be optimal in reaching and attracting maximum participation from job seekers.

This study aims to analyze the implementation of the Job Fair Program in reducing unemployment in Pasuruan Regency, using George C. Edward III's policy implementation model, which includes aspects of communication, resources, disposition, and bureaucratic structure. This study is urgently needed to identify the factors causing this decline in participation, as well as how program implementation can be optimized to address this gap. In analyzing the implementation of this program, this study will use a policy implementation theoretical framework, specifically George C. Edward III's model, which considers aspects of communication, resources, implementer disposition, and bureaucratic structure. This approach is expected to provide a comprehensive understanding of the dynamics of the implementation of the Job Exchange Program at the Pasuruan Regency Manpower Office, thereby contributing significantly to reducing unemployment and improving community welfare.

2. Literature Review

2.1. Public Policy and Implementation

Public policy is a series of government decisions and actions to solve public problems (Dye, 1972). Policy implementation is a crucial stage that determines the success of a policy in achieving its objectives. George C. Edward III (1980) identified four key factors in successful implementation: communication, which involves clarity of instructions and effectiveness of conveying policy information to implementers; resources, encompassing the availability of budget, personnel, time, facilities, and equipment; disposition, referring to the attitude, commitment, and motivation of policy implementers; and bureaucratic structure, which includes procedures, operational standards, and inter-agency coordination. This model was used in research to analyze the implementation of the Hello Work Program in Pasuruan Regency. The interrelationship between these four factors in the policy implementation process is illustrated in Figure 1.

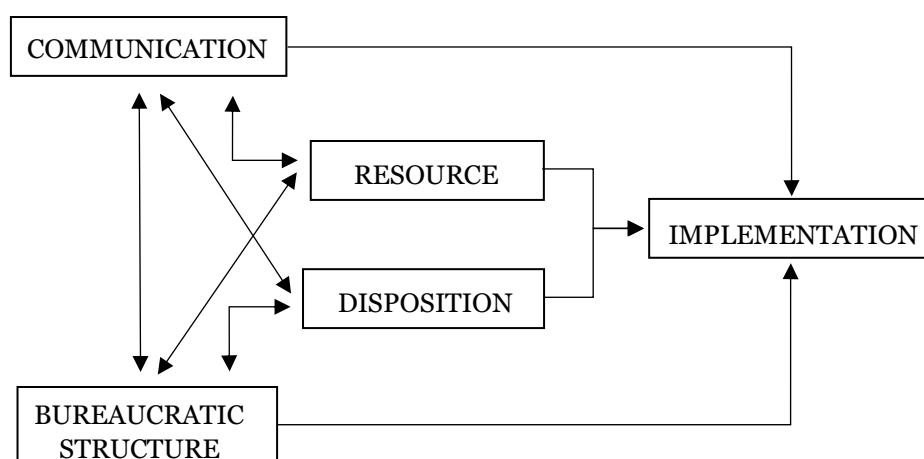


Figure 1. Factors Affecting Policy Implementation
Source: George C Edward III Policy Implementation Model

2.2. Unemployment

Unemployment is a condition in which individuals who are part of the labor force do not have a job but are actively looking for one (Samuelson & Nordhaus, 2009; Sukirno, 2006). Types of unemployment include structural unemployment, which occurs due to changes in the economic structure that render old skills irrelevant; frictional unemployment, which arises from transitions between jobs; cyclical unemployment, caused by economic slowdowns or crises; seasonal unemployment, where jobs are only available at certain times; hidden unemployment, in which workers are employed below their skill capacity; and technological unemployment, where jobs are replaced by automation (Janko, 2023). The contributing factors include skills mismatch, faster labor force growth than job creation, structural economic changes, and ineffective labor policies.

2.3. Job Fair

A job fair is an event that brings together job seekers and employers in person or online, thereby accelerating the process of job placement (Simanjuntak, 2011). Its objectives include: improving access to labor market information, facilitating the matching of workers with industries, reducing frictional unemployment, improving the efficiency of company recruitment, and supporting government policies on labor absorption. The implementation model can take the form of a Conventional Job Fair (offline), an Online Job Fair (online), or a

Partnership-Based Job Fair. The success of this program is highly dependent on promotional strategies, collaboration with industry and educational institutions, the provision of career training, and periodic evaluations.

3. Methods

This study uses a qualitative method with a descriptive approach. According to Sugiyono (2019), qualitative research aims to understand phenomena in depth and present them in the form of verbal descriptions, rather than numbers. This approach was chosen because the research focuses on the implementation process of the Hello Work Job Fair Program at the Pasuruan Regency Manpower Office and the factors that influence its success. With this method, researchers can obtain a comprehensive picture of the program's implementation mechanism, the obstacles encountered, and the optimization strategies carried out.

In this qualitative study, the data sources consist of primary and secondary data. According to Lofland & Lofland (1984), primary data in qualitative research is obtained from the words and actions of subjects who are observed or interviewed, while secondary data comes from relevant documents or records. Primary data in this study were collected through in-depth interviews with Labor Office officials directly involved in program implementation and job seekers who used Hello Work services. Secondary data were obtained from annual reports, labor-related laws and regulations, official publications, and unemployment statistics in Pasuruan Regency.

Data collection was carried out through interviews, observation, and documentation. In-depth interviews, as described by Esterberg (2002), are a process of guided conversation with the aim of eliciting detailed information from key informants. Observations were conducted in accordance with Moleong (2017) perspective, namely directly observing Hello Work activities, from registration, delivery of job vacancy information, to skills training. Documentation was used to obtain written data, photos, and reports that supported the research results, as suggested by Sugiyono (2019).

Data analysis in this study used Miles & Huberman (1994) interactive analysis model, which consists of three main stages. First, data reduction, which is the process of selecting, focusing, and simplifying raw data into information relevant to the research focus. Second, data presentation, which is organizing the findings in the form of narratives, tables, or charts to facilitate reading and drawing conclusions. Third, drawing conclusions or verification, which involves making interpretations based on the data obtained and re-examining them through triangulation techniques to ensure the validity of the findings. Through this process, the collected data can be processed systematically to produce accountable conclusions.

4. Results and Discussion

The implementation of the Hello Work Job Exchange Program at the Pasuruan Regency Manpower Office was analyzed using George C. Edward III's policy implementation model, which includes four main variables: communication, resources, disposition, and bureaucratic structure. The results of the study show that in terms of communication, the program has been socialized through various media, such as the official website, social media, banners, and collaboration with schools and universities. However, the effectiveness of information dissemination is still uneven, especially in rural areas (Birkland, 2019). This has resulted in some people not knowing or understanding how to make optimal use of Hello Work services.

In terms of resources, this program is supported by a budget from the local government and personnel who are competent in the field of job placement. However, the number of personnel handling this program is still limited, with only six job placement officers serving thousands of registrants each year. This limitation has resulted in low monitoring intensity of job seekers after participating in job fairs. In addition, supporting facilities and infrastructure, such as computers and internet networks at several service points, also need to be improved.

Judging from the disposition of the implementers, the commitment of civil servants is quite high, as demonstrated by the regular holding of job fairs, the management of the Hello Work platform, and efforts to guide job seekers in the registration and selection process. However, the involvement of partner companies still needs to be improved, as not all companies are willing to participate on an ongoing basis. Some companies admit that the candidates who register do not meet the required qualifications, resulting in a suboptimal recruitment process.

The bureaucratic structure of this program is equipped with clear standard operating procedures (SOPs), from the registration stage to the placement of workers. Flexibility in implementation is evident in the agency's ability to adapt to the COVID-19 pandemic by moving most of its services to an online platform. However, data integration between the Manpower Office and partner companies is still not optimal. Placement reports are often late, resulting in the data on the Hello Work system not always being up to date. Overall, although this program has contributed to a decline in the open unemployment rate in Pasuruan Regency, its effectiveness can still be improved through the optimization of digital promotion, increased capacity of human resources, and strengthened cross-sector cooperation, particularly with industry. These findings reinforce Edward III's theory that successful policy implementation requires effective communication, adequate resources, a positive disposition, and a supportive bureaucratic structure.

Interviews with the Head of the Manpower Placement and Employment Expansion Division revealed that the Hello Work Job Fair Program has helped connect job seekers with companies through an online system and job fair activities. He stated:

"We run Hello Work to make it easier for job seekers to access vacancy information without having to come directly to the office. However, not all people are aware of or utilize this service, so awareness needs to be continuously improved." This statement emphasizes that communication is key to the successful implementation of the program. Meanwhile, one of the job placement officers at the Manpower Office conveyed the constraints in terms of human resources:

"Our staff is limited, with only a few people handling thousands of applicants every year. As a result, we are unable to monitor all job seekers until they actually find employment." This is reinforced by internal data showing that out of 3,657 registrants in 2024, only 1,924 people (52.6%) were successfully placed. From the beneficiary's perspective, a 23-year-old job seeker said:

"I learned about Hello Work from a friend. Registration is easy, but sometimes the job vacancy information on the website is not updated, so I also look for jobs from other sources such as social media or friends." This shows that there are obstacles in updating data related to coordination between the agency and partner companies. An interview with a representative of a partner company revealed that:

"We participate in job fairs to recruit candidates, but often the applicants who come are not qualified for the positions. So, not all positions can be filled through these activities." This statement indicates the need for more accurate mapping between industry needs and the profiles of job seekers in Pasuruan Regency.

The findings from these interviews reinforce the analysis based on George C. Edward III's policy implementation model, which states that the success of a program is influenced by the quality of communication, adequacy of resources, commitment of implementers, and support from the bureaucratic structure. Although this program has shown positive results in reducing unemployment, improvements are still needed in terms of promotion, data updates, and synergy with the industrial world so that its benefits can be felt more widely.

4.1. Supporters and Obstacles

The implementation of the Hello Work Job Fair Program in Pasuruan Regency is supported by several key factors. First, there is policy and regulatory support from the local government, which provides legitimacy and a legal basis for the program's implementation. Second, there is commitment from the Manpower Office, which consistently organizes job fairs and maintains the Hello Work platform so that job seekers can access the service at any time. Third, advances in information technology have facilitated the dissemination of job vacancy information through official websites, social media, and cooperation with educational institutions. Fourth, partnerships with a number of companies willing to post vacancies through the Hello Work system have resulted in a wide variety of job opportunities being offered.

However, there are also several obstacles that affect the effectiveness of the program. One of the main obstacles is the limited digital literacy among job seekers, especially those who are older or live in areas with minimal internet access. The second obstacle is the limited human resources at the Manpower Office, where there are only a few job placement officers to handle thousands of registrants each year. The third obstacle is the low level of sustained participation by companies; some companies choose to stop participating in job fairs or not to update their vacancies on Hello Work because they feel that the candidates who apply do not meet the required qualifications. The final obstacle is the delay in reporting job placement data from partner companies, which means that the information on the Hello Work system is not always accurate and up to date.

Overall, the supporting factors provide a strong foundation for the program's sustainability, but the existing obstacles need to be addressed immediately. Improving the digital literacy of the community, increasing the number and capacity of implementing officers, optimizing cooperation with companies, and better data system integration will be strategic steps to maximize the benefits of the Hello Work Job Fair Program for job seekers in Pasuruan Regency.

5. Conclusion

This study concludes that the implementation of the Hello Work Job Exchange Program at the Pasuruan Regency Manpower Office has contributed to a decrease in the open unemployment rate, from 5.90% in 2022 to 5.01% in 2024. Based on George C. Edward III's policy implementation model analysis, the four variables including communication, resources, disposition, and bureaucratic structure have been implemented but are not yet fully optimized. The program has utilized information technology to expand job seekers' access to vacancy information and facilitate meetings with employers through job fairs. However, its effectiveness is still hampered by limited digital literacy among the community, a limited number of implementing officers, low consistent participation from companies, and delays in updating job placement data. In general, this program has great potential as a means of connecting job seekers and the business world, but improvements in strategy are needed so that its benefits can be felt more evenly and sustainably throughout Pasuruan Regency.

It is necessary to increase the intensity and scope of socialization, especially in rural areas, by utilizing various communication channels including social media, local radio, and cooperation with community leaders, in order to raise public awareness about the existence and benefits of Hello Work. Local governments need to increase the number and improve the competence of job placement officers so that services can be provided more quickly and assistance to job seekers can be optimized. The digital literacy of the community must be improved through short training sessions that can be held in conjunction with job fairs or through collaboration with educational institutions and communities. The Manpower Office needs to strengthen partnerships with companies through a more proactive approach, including providing competency-based candidate matching services and industry needs. The job placement data reporting system needs to be digitally integrated between the agency and partner companies so that updates on job vacancies and placement status can be done in real-time, thereby improving data accuracy and public trust in Hello Work services.

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