

Evaluation of the Competency Based Training Program (PBK) at the Manpower and Transmigration Service of East Java Province

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ARTICLE INFO

Keywords: Evaluation Policy, Competency Based Training, Unemployment

Received : 20 January

Revised : 19 February

Accepted: 24 March

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ABSTRACT

The open unemployment rate in East Java Province in 2024 was recorded at 4.19% of the total population, or around 1.02 million people did not have a job. To overcome this problem, the East Java Provincial Government implemented various programs, one of which is the Competency-Based Training Program (PBK) managed by the Manpower and Transmigration Office. This study aims to evaluate the implementation of PBK in an effort to reduce unemployment in East Java. The research method used is qualitative, with data collection techniques through interviews, observation, and documentation. Data analysis was conducted through several stages, namely data collection, data condensation, data presentation, and conclusion drawing or verification. The results show that the implementation of PBK has met the three indicators of program evaluation, namely equity, responsiveness, and accuracy. However, the effectiveness indicator has not been fully achieved because the absorption is still not maximized. In addition, the efficiency and adequacy indicators are also not optimal due to limited infrastructure and training curriculum that is not fully in line with current industry needs

INTRODUCTION

Indonesia is a country of 17,504 islands and the fourth most populous country in the world. It is known that Indonesia's population is equivalent to 3.51% of the total world population. The Directorate General of Dukcapil compiled population data as of June 30, 2024 of 282,477,584 people. This number increased by 1.74 million people compared to Semester II 2024. Of that number, 142,569,663 people are male residents, and 139,907,921 women (Disdukcapil.Bangkabarat, 2024). From the increase in population density every year, human resources (HR) are also increasing.

National development is a collective effort that involves all components of the nation to realize the welfare of society. Not only focusing on physical aspects, national development also covers various fields of life such as economic, social, cultural and political. The legal basis is contained in Law (Undang-Undang (UU) Nomor 25 Tahun 2004) which emphasizes that national development is a joint effort to achieve the country's goals as stated in the constitution. The success of development is highly dependent on the quality of human resources (HR), which is the main asset in driving a country's progress. Effective human resource management is the key to achieving community welfare and increasing national productivity.

Based on official data released by (BPS RI, 2023), the majority of Indonesia's population is dominated by the millennial generation and generation Z. for the 25-29 age group there are 22,495.6 thousand people, the 20-24 age group is 22,360.9 thousand people, and for the 15-19 age group there are 22,134.4 thousand people. this generation is a productive age which is expected to be an opportunity to accelerate economic development. As said by (Rahmattullah, 2015) that the population age group 0-14 years is considered an economically unproductive group, the population group at the age of 15-64 years is categorized as a productive age group and the population group at the age of 65 years and above is considered a population group that is no longer productive. Generation Z is a generation born in the range of 1997-2000s. Generation Z is an easy generation that is familiar with many technologies. In this case, of course, the productive age class of generation Z and the millennial generation will accelerate Indonesia's entry into the industrial revolution 4.0.

The percentage of the productive age population in Indonesia is increasing, where on June 30, 2024, around. 69.68% of the total population of Indonesia is of productive age, while in 2022 the number reached 190,969 people. This phenomenon is called demographic bonus, which is a rare condition when the number of productive age population is greater than the non-productive age population, which can have a significant positive impact on economic growth, where every 1% increase in the number of productive age population increases economic growth by 0.052%. The demographic bonus also increases the workforce and labor force, however, high population growth is often considered an obstacle to development, as Mulyadi's opinion in (Azulaidin & Si, 2021) states that high population growth in developing countries such as Indonesia is often an obstacle to development. An increase in the number of productive people increases the labor force that needs jobs, but if economic growth is unable to keep

up with this increase, an imbalance occurs which causes difficulty getting a job or increased unemployment, including in the productive age group which should be the main driver of development. This is in line with (Nasrullah et al., 2023) which states that without adequate economic growth, the imbalance between the increase in the labor force and the availability of jobs will cause an increase in the unemployment rate, so the population and the labor force participation rate (TPAK) are important factors in determining the unemployment rate.

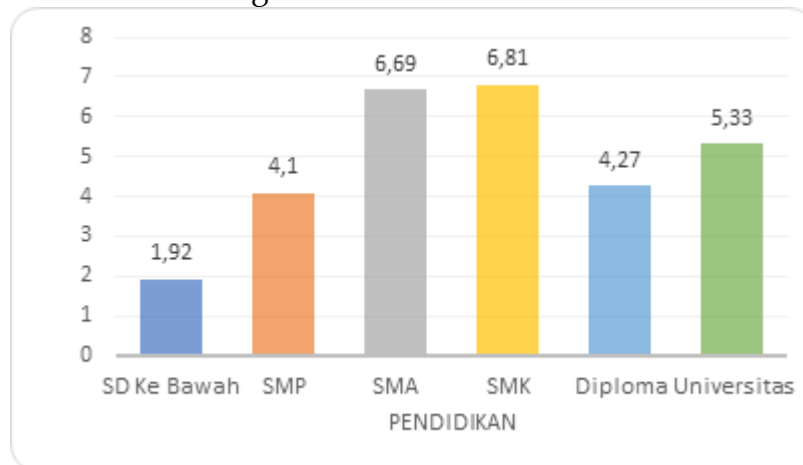
Unemployment is a major challenge for economic development in Indonesia because it impacts poverty, inequality and other social problems. Based on BPS data (2024), the Working Age Population (PUK) in August 2024 reached 215.37 million people, with 152.11 million in the labor force and the remaining 63.26 million not in the labor force. The Labor Force Participation Rate (TPAK) increased by 1.15 percentage points compared to August 2023. BPS also said that the composition of the labor force in August 2024 consisted of 144.64 million working people and 7.47 million unemployed people. When compared to August 2023, the number of labor force and working population increased by 4.40 million people and 4.79 million people respectively. In addition, the Open Unemployment Rate (TPT) in August 2024 was 4.91 percent, a decrease of 0.41 percentage points compared to August 2023.

TPT in Indonesia has decreased since 2021. In 2024, the decline occurred by 0.41 percent where in 2023 the national TPT rate was 5.32 percent. However, based on data from the International Monetary Fund (IMF) quoted from (Savitri, 2024) on the official news detik.com, the unemployment rate in Indonesia is at an alarming level. Based on data from the IMF as of April 2024, Indonesia's unemployment rate ranks first at the ASEAN level, where the unemployment rate in Indonesia reached 5.2%. Meanwhile, in ASEAN, the lowest unemployment rate was recorded by Thailand, which only reached 1.1% as of last April. The Labor Force is the economically active population aged 15 years and above, such as the working population, or those who have a job but are temporarily unemployed and unemployed. Open unemployment includes people who are not working and are looking for , or preparing a new business, or feel it is impossible to find work (hopeless), or have been accepted for work but have not yet started working. (Satu Data Kemnaker, 2024)

Based on data from the Central Statistics Agency (BPS, 2024) released on November 5, 2024, East Java's TPT in August 2024 was at 4.19 percent or 1.02 million and decreased by 0.69 percentage points compared to the TPT in August 2023, which was 4.88 percent or 1.17 million. East Java Province shows a positive trend in reducing the unemployment rate in 2024. East Java experienced a significant decline compared to previous years. Quoted from the official news from Detik Jatim, PJ governor of East Java Adhy explained, that on a year-on-year basis, East Java managed to reduce TPT more than the national average. It was recorded that the national TPT in August 2024 was 4.91 percent or only 0.41 percentage points lower than in August 2023 (Dahlia, 2024). However, although the While unemployment in general is declining, there is a gap in the group of SMK graduates. Based on data from the Central Bureau of Statistics (BPS, 2024),

the unemployment rate for SMK graduates in East Java is still the highest compared to other education groups, such as elementary, junior high, and high school graduates. (BPS, 2024)

In East Java Province, SMK graduates are the highest contributor to TPT compared to other education levels. Based on data from the National Labor Force Survey (Sakernas) by BPS, the labor force in East Java in August 2024 consisted of 23.36 million employed people and 1.02 million unemployed people. Looking at the level of education completed in August 2024, the TPT of SMK graduates showed the highest rate, namely 6.81 percent, followed by the TPT of high school graduates at 6.69 percent, and the TPT of DIV/S1/ S2/ S3 graduates at 5.33 percent. As shown in the diagram below.



Source: BPS Republic of Indonesia (2024) in the National Labor Force Survey (Sakernas), 2024 (processed)

Figure 1. Open Unemployment Rate Data Based on Education in East Java (2024)

SMK is still the highest contributor to the unemployment rate over the past three years. This is ironic considering that SMKs are designed to create job-ready graduates with specific skills that are in line with industry needs. As research conducted by (Novitasari & Hertati, 2022) where he stated that SMK graduates in Sidoarjo Regency were the highest contributor to the open unemployment rate. The high unemployment of SMK graduates indicates a mismatch between the competencies of graduates and the needs of the labor market. (Dede Ridwan & Vina Dwiyanti, 2024)

The East Java Provincial Government carries out various programs to overcome unemployment rates, including through holding Job Fairs in various regions and Competency Based Training Programs (PBK) at Job Training Centers (BLK) managed by the Manpower and Transmigration Service (Disnakertrans). The Competency Based Training Program (PBK), which refers to (Regulation of the Minister of Manpower Number 8 of 2014 concerning Guidelines for Implementing Competency Based Training, 2014), focuses on mastering work abilities including knowledge, skills and attitudes according to work standards through off the job training methods in training institutions and on the job training in the workplace. Based on Minister of Manpower Regulation Number 8 of 2017, BLK functions as a job training place for participants to master certain

competencies, both to enter the job market and increase productivity and welfare. Implementation of this program involves the active role of the government, community and various stakeholders to ensure that the public receives information related to employment and supports cooperation between the parties involved in achieving common goals in accordance with their respective responsibilities.

There is previous research that became reference material for researchers, namely that of (Rifai & Azijah, 2022) entitled "Evaluation of the Competency-Based Workforce Training Program by the Bekasi City Manpower Office in 2021". In this research, there are research results showing that competency-based training programs are not optimal due to a lack of teaching or instructor resources. Further research from (Muhammad Jaelani & Sutono, 2023) entitled "implementation of competency-based training at the Job Training Center (BLK) of the Gresik Regency Manpower Service in an Effort to Reduce Unemployment". Where the results of this research state that the training program at the Gresik Regency Manpower Office still has problems related to advice and infrastructure.

With the background explained above, researchers are interested in conducting studies or research related to the evaluation of Competency Based Training programs. The aim of this research is to describe the evaluation of the Competency Based Training program at the East Java Province Manpower and Transmigration Service as an effort to reduce unemployment.

LITERATURE REVIEW

Policy Evaluation

The definition of evaluation according to experts continues to develop as according to (Warman et al., 2023) Evaluation is an important step that is carried out systematically using a scientific approach to assess, describe, and analyze the implementation of an activity. This process considers various factors that influence success or failure, both in ongoing and completed activities. The goal is to obtain and provide objective and valid information about the achievement of a particular program or policy. According to (Prabowo et al., 2022) policy evaluation is an analytical process carried out during the implementation of activities or after activities are completed, with the aim of assess whether the activity can be fully continued or requires adjustments for the next agenda of activities.

William N. Dunn in (Juventia & Rahmawati, 2022) explains that there are several indicators in policy evaluation, namely:

1. **Effectiveness**, which is the achievement of results in accordance with predetermined goals.
2. **Efficiency**, which is an effort made by optimally utilizing resources to achieve goals.
3. **Adequacy**, which is the level of goal achievement that is considered adequate in solving the problem.
4. **Equitable**, that is, the efforts made can be distributed fairly and on target.
5. **Responsiveness**, namely the extent to which the policy is able to meet the needs of the community, which can be seen from its impact when the policy is implemented.

6. **Accuracy**, which is success in achieving the desired goals so that the policy provides significant benefits and value.

Training

According to Andrew F. Sikula in (Firdani Taufik et al., 2021) defines training as, "Training is a short term educational process utilizing systematic and organized procedure by which non managerial personnel learn technical knowledge and skill for a definite purpose". Based on (Peraturan Menteri Ketenagakerjaan Nomor 8 Tahun 2014), Job training is the overall activity to provide, obtain, improve, and develop work competencies, productivity, discipline, attitudes, and work ethic at the level of certain skills and expertise in accordance with the levels and qualifications of positions or jobs. Then Competency-Based Training abbreviated as PBK is job training that abbreviated as PBK is job training that focuses on mastering work abilities that include knowledge, skills, and attitudes in accordance with established standards and workplace requirements.

Unemployment

According to Indayani in (Teguh et al., 2021) unemployment is an individual who is included in the labor force group but does not yet have a job. The labor force includes individuals aged 15 to 65 years who are eligible and interested in working, but face certain obstacles that cause difficulties in obtaining employment. According to Prasetyo and Rakhmadian in (Juventia & Rahmawati, 2022), there are three types of unemployment, namely: (a) Hidden unemployment, which is labor that cannot work optimally due to various certain factors. (b) Underemployment, which is workers who are not fully employed due to limited employment opportunities, where they work less than 35 hours per week. (c) Open unemployment, namely unemployed individuals who do not have a job at all despite their best efforts to find a job. Overcoming unemployment is one of the important objectives in supporting sustainable development, so policies that encourage productive activities, the creation of employment opportunities, and the opening of new jobs are needed.

METHODOLOGY

This research uses qualitative research methods. According to Sugiyono in (Prasanti, 2018), qualitative research methods is a research used to examine objects the natural one where the researcher is as a key instrument, technique Data collection is carried out randomly combined, data analysis is of a nature inductive, and qualitative research results emphasizes meaning rather than generalization. This reseatch aims to provide an in-depth and comprehensive description related to the study of the evaluation of the Competency-Based Training Program of the and Transmigration Office of East Java Province. In this research, there are two data sources, namely primary data sources and secondary data sources. Data collection techniques in (Sugiyono, 2013) are: participant observation, in-depth interviews and documentation. In the collection effort, purposive sampling was used. The sample of informants to explore this research data consisted of 2 core informants, namely the East Java Province Manpower and Transmigration Service, represented by the Head of the Program Preparation Sub-Division and the Head of the Training and Productivity Division. then head

of the UPT Job Training Center for the cities of Surabaya, Pasuruan and Mojokerto. As well as several informants from alumni participating in competency-based training. Obtaining data in various ways is called triangulation. Data collection in this study was carried out by means of interviews, observations, documentation, and literature studies. Researchers used qualitative data analysis, namely data collection, data condensation, data presentation, and drawing verification/conclusions using the Hubberman, Miles, and Saldana interactive model (Miles et al., 2019) as a data analysis method.

RESULT AND DISCUSSION

The training and labor productivity program through the implementation of Competency-Based Training (PBK) is one of the programs listed in the strategic plan document of the East Java Provincial Manpower and Transmigration Office in accordance with the goals and objectives to improve labor utilization, equal employment opportunities, labor protection and worker welfare as an effort to reduce unemployment in East Java. Evaluation is used to determine the level of success of a program or policy that has been implemented. The evaluation will see how far the policy has succeeded in accordance with the initial objectives of a policy. To see and know the level of success of the implementation of competency-based training programs, researchers conducted research by applying evaluation theory according to William N. Dunn, which has six criteria as described below:

Effectiveness

The effectiveness of the Competency-Based Training Program can be seen from the suitability between concepts and facts in the field so that program objectives can be achieved properly. The focus of this effectiveness includes the achievement of program objectives and program monitoring. In the aspect of achieving objectives, there are two main indicators, namely the competence of trainees and the absorption process. Based on According to interviews and observations, the curriculum used in this program is in accordance with the Indonesian National Competency Standards (SKKNI) set by the Minister of Manpower (MoM) and used to design job training. In addition, trainees also take competency tests to measure the extent of the skills, knowledge and work attitudes they have acquired according to their training fields. However, based on data from the East Java Provincial Manpower and Transmigration Office in 2024, only 28% of trainee alumni (3,302 out of 11,780 people) were successfully placed. This imbalance can be caused by several factors, including the availability of jobs that are not comparable to graduates, the relevance of training to current industry needs that are not fully aligned, the quality of training and certification that affects competitiveness, and the interest and readiness of participants to work or become entrepreneurs. In addition, it is possible that the placement data does not include all alumni who have succeeded in becoming independent outside the BLK channel. Based on the findings of researchers in the field through interviews, there are several BLKs that have vocational research tailored to the work sector in the surrounding environment. For example, at BLK Wonojati and

Sumenep, the majority of the population works as entrepreneurs, such as in agriculture, plantations and bread-making.

Although this program has improved the competence of participants, absorption remains a challenge. The main challenge is the lack of job vacancies in East Java, which causes the need for labor to be disproportionate to the number of job seekers. Although the Competency-Based Training Program has not been able to significantly reduce unemployment, several UPT BLKs have partnered with companies for training alumni placement programs. Although this effort has not been maximized, the cooperation shows great potential to support a more structured labor supply in the future. Based on these findings, it can be concluded that the program has worked well in improving participants' competencies, but still needs improvement in the aspect of absorption.

Efficiency

Efficiency concerns "how much effort is required to achieve the desired results of the Job Fair Program". According to Dunn cited by (Juventia & Rahmawati, 2022) Efficiency concerns the extent of effort required to produce a certain level of effectiveness. Efficiency can be seen from human resources and also the facilities and infrastructure to support this program.

The efficiency of competency-based training programs at Vocational Training Centers (BLK) is strongly influenced by the quality of facilities and infrastructure available. However, until now, this efficiency has not reached an optimal level. This can be seen from the various obstacles faced by a number of BLKs, such as the BLK Mojokerto, Surabaya, and several other BLKs that are mostly located in industrial areas. The main obstacle found is the condition of training support tools that seem outdated (old school) and less relevant to the latest company production needs. In the context of industrial estates, the role of BLK is very important to produce a competent workforce in accordance with market demands. However, the limitations of these training tools are a significant obstacle. For example, companies in industrial estates need workers who are able to operate modern machines, while many BLKs still use old equipment whose technology is no longer used in the industrial world.

Addition, budgetary issues are also a major constraining factor improving the efficiency of training programs. The process of procuring new items, such as modern equipment for training, cannot be done quickly. This is due to lengthy bureaucratic procedures as well as the need to adjust to production trends that change every year. Even so, in terms of human resources, the implementation of this competency-based training program has gone well. As the findings in the field show, each vocational training program has instructors who are competent in their fields. Therefore, it can be concluded that the human resources aspect is optimal, but the efficiency of this program is still constrained by the facilities and infrastructure aspect.

Adequacy

Indicators of the adequacy of the Competency-Based Training Program can be seen from the relevance of the training curriculum to current industry needs and the availability of training programs. Based on observations that researchers found in the field, the Competency-Based Training Program (CBT) at the Vocational Training Center (BLK) is considered adequate in terms of the availability of training programs. Based on official data from the Disnakertrans of East Java Province, each BLK has a capacity of up to 1,000 participants per year, which indicates that the training quota is sufficient for the needs of the community.

The second indicator of adequacy is the relevance of the training curriculum to current industry needs. Based on observations that researchers found in the field, the curriculum for competency-based training programs at work training centers refers to the Indonesian National Work Competency Standards (SKKNI). The vocations offered for this training program are also very diverse at each Job Training Center. The vocations in each BLK are of course not the same. This is adapted to the majority of residents in the surrounding area. Like BLK Mojokerto, Pasuruan, Surabaya, where the majority of the population works in industry, the vocational training program places a lot of emphasis on industry. Meanwhile, for rural areas such as BLK Wonojati, Sumenep, Ponorogo, etc., the majority of training is non-institutional. Even though this training program has several vocations available and the training curriculum refers to the Indonesian National Work Competency Standards (SKKNI), its relevance to current industry needs is still a challenge. Especially BLK in industrial areas, often have difficulty adapting the curriculum to technological developments and changes in the very dynamic job market. This condition shows that although the availability of training is adequate, the alignment of training materials with the demands of modern industry is still not optimal. It can be stated that the adequacy indicators for the availability of Competency Based training programs at Job Training Centers are sufficient. However, if we look at it in terms of relevance to current industrial needs, it is still not sufficient because industrial needs are currently growing rapidly.

Equitable

Equity evaluation indicators in competency-based training programs at Job Training Centers (BLK) show real efforts to ensure that all community groups, regardless of educational background, have equal access to training. BLK provides opportunities for participants from various levels of education, from elementary school graduates to undergraduates, to develop skills according to their needs. This step reflects BLK's commitment to reaching people from various social and economic layers. Apart from that, access to information related to training programs has been made more inclusive through the use of the official BLK website which makes it easier for the public to obtain training information independently. Initiatives such as establishing good relations with several Vocational High Schools (SMK) are also strategic steps to attract potential training participants from an early age and strengthen links between the world of education and job training.

In terms of costs, BLK has implemented policies that really support equal access. This competency-based training program is free of charge, so that people from economically weak groups can take part in training without financial obstacles. Not only that, training participants are also provided with various facilities such as stationery, learning modules and pocket money as support during the training. This policy not only reduces the burden on participants but also encourages wider participation from people who may not have previously had the opportunity to access similar training. With this combination of policies, BLK has demonstrated its important role in creating equitable access to job training, so that it is able to contribute to improving community skills in an equitable and inclusive manner.

Responsiveness

Seen in this focus, it is known that basically competency-based training programs have been able to meet the needs of some communities in terms of developing skills and increasing productivity. The community can feel the benefits and be helped enough to improve their work skills through the Competency Based Training program so that the workforce can be absorbed.

Responsiveness evaluation indicators in the Competency Based Training (PBK) program show that this program has succeeded in providing real benefits for the community. Based on field findings conducted by researchers, training participants felt helped in developing skills that were relevant to the needs of the world of work, thereby increasing their opportunities to become more productive. This program provides concrete provisions for the community to improve work competency, especially in facing increasingly tight competition in the labor market. This success shows that the Competency Based Training (PBK) program has been responsive to the community's need to acquire skills that can increase their competitiveness in the world of work.

Although these results have not been able to reduce unemployment in East Java significantly, the community can still be helped. Therefore, the Competency Based Training program can still be one way to gradually overcome the unemployment rate in East Java. This shows that training programs need to be further optimized, both in terms of aligning the curriculum with industry needs and expanding program coverage to wider community groups. However, the Competency Based Training (PBK) program still has great potential as a strategic solution in gradually overcoming unemployment. By strengthening program implementation, increasing collaboration with the industrial sector, as well as ongoing policy support, the Competency Based Training (PBK) program can be an effective instrument for reducing unemployment in East Java in the future.

Accuracy

The accuracy of the Competency Based Training (PBK) program can be assessed by looking at the extent to which the results achieved are in accordance with the objectives and provide real benefits for society. Based on the results obtained, the Competency Based Training (PBK) program has had a positive impact on participants by helping them develop skills that are relevant to the needs of the world of work. This program is also able to absorb labor although it is not yet significant in reducing the unemployment rate in East Java as a whole.

In addition, the Competency Based Training Program simplifies the link and match process between job seekers and employers by improving specific and applicable skills.

Based on this, the element of accuracy in the Competency Based Training (PBK) program can be said to have been fulfilled. This program has become a relevant way to support gradual employment. However, so that the benefits are more optimal, the Competency Based Training (PBK) program requires various improvements, such as adjusting the curriculum to current industry needs, facilities and infrastructure, as well as a more targeted placement program. With these improvements, it is hoped that the Competency Based Training program can provide greater benefits for society while contributing more effectively to reducing unemployment.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of the research that has been carried out and the description above, it can be concluded that the program evaluation of the Competency-Based Training program at the Manpower and Transmigration Office of Java Province is still not optimal in its implementation. This is seen through six evaluation criteria, namely : (a) Effectiveness, the Competency-Based Training Program has not been effective in achieving the goal of reducing unemployment in East Java. This imbalance can be caused by several factors, including the availability of jobs that are not comparable to graduates, the relevance of training to current industry needs that are not fully aligned. (b) Efficiency, this indicator has been said to be good in terms of human resources but is still lacking when viewed from the facilities and infrastructure. (c) Adequacy, the adequacy indicator for the availability of Competency-Based Training programs at the Vocational Training Center is sufficient. However, when viewed in terms of its relevance to current industry needs, it is still insufficient because the needs of the industry are currently very rapidly growing needs. (d) Equity, the Competency-Based Training program can be said to be evenly distributed because this program reaches all levels of society. (e) Responsiveness, the evaluation criteria for responsiveness are quite good, through the Training Program the community is greatly helped in developing skills and increasing productivity in the world of the labor market. (f) Accuracy, the Training Program is appropriate, the community is helped in developing skills that are relevant to the needs of the world of work.

There are recommendations that can be given by researchers related to competency-based training programs as a means of improvement in the future. To increase the effectiveness of competency-based training programs and minimize miss matches with dynamic labor market needs, several important suggestions need to be considered. First, periodic and in-depth evaluation of the training curriculum is crucial. This evaluation should involve representation from industry, professional associations, and experts in related fields to ensure curriculum alignment with technological developments, industry trends, and specific skill needs. Second, the implementation of an effective alumni monitoring system is necessary. This monitoring aims to track the whereabouts and employment status of alumni after completing the training. Data The data

collected can provide valuable information on the absorption rate of graduates in the workforce, the relevance of the training to the jobs obtained, and the identification of areas for improvement in the training program. This monitoring can be done through online surveys, interviews, or collaboration with companies that employ alumni. Third, fulfilling and maintaining adequate and up-to-date training facilities and infrastructure is an important investment for program sustainability. Facilities and equipment that are relevant to industry standards will ensure that trainees gain optimal practical experience and are ready to face challenges in the world of work. This investment must be balanced with routine maintenance and periodic upgrades to remain relevant with technological developments. Finally, strengthening post-training job placement programs is critical. BLK needs to collaborate more closely with companies, either through Memorandum of Understanding (MoU) or internship programs, to facilitate job placement for graduates. This program can include career guidance, soft skills training, and job matching to increase alumni's chances of getting jobs that suit their competencies. By implementing these suggestions comprehensively, competency-based training programs can be more effective in producing a workforce that is competent, relevant to industry needs, and contributing to the reduction of unemployment.

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