

Implementation of Labor Recruitment: A Case Study in Pasirranji Village Bekasi Regency

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Date of submission: 16 June 2026 | Date of acceptance: 30 July 2026

ABSTRACT

This study aims to analyze the implementation of labor recruitment in Pasirranji Village, Bekasi Regency. The study was motivated by the ongoing issues in the implementation of labor recruitment, such as transparency of information and coordination among the parties involved. This study employs a qualitative approach using the case study method. Data were collected through observation, interviews, and documentation, and were then analyzed using George C. Edward III's policy implementation theory, which encompasses communication, resources, disposition, and bureaucratic structure. The results indicate that the implementation of labor recruitment has proceeded fairly well, though it is not yet fully optimal. The findings indicate that coordination among stakeholders still needs to be strengthened, particularly in conveying information to the public and implementing more transparent recruitment mechanisms. Additionally, the absence of a joint standard operating procedure (SOP) has led to differing interpretations in the implementation of recruitment. Nevertheless, the Pasirranji Village Government, Karang Taruna, and the Department of Labor have supported the implementation of local labor recruitment. The implications of this study are the need to develop joint SOPs, improve coordination among parties, and enhance information transparency so that the implementation of labor recruitment becomes more effective, accountable, and in accordance with applicable regulations.

Keywords

*Policy Implementation,
Village Government, Labor
Recruitment*

Introduction

Human resources are an important factor in supporting economic growth and national development. Despite having great potential, the quality of the workforce in Indonesia still faces various challenges, especially the low levels of literacy and numeracy and the gap between the competencies of job seekers and the needs of the industry. This condition shows the importance of synergy between the government, the education world, and the private sector in improving the quality of the workforce, as well as realizing an effective recruitment system to effectively bring together the needs of companies with job seeker competencies (Kompensiku, 2024).

Employment development is an important aspect in supporting economic growth and improving people's welfare. Therefore, the implementation of employment policies is needed to realize an effective, transparent recruitment and placement process that provides equal opportunities for every citizen. This is in line with Law Number 13 of 2003 concerning Manpower which emphasizes that every worker has the same rights and opportunities to obtain a job without discrimination. The success of the implementation of the policy is also determined by coordination between agencies, the availability of resources, and services that are able to answer the needs of the world of work and job seekers (Nursyariyah, 2020).

The presence of the law aims to create fair, balanced industrial relations, and provide legal certainty for both parties. In addition, the Manpower Law is also a form of implementation of the mandate of the 1945 Constitution of the Republic of Indonesia, especially Article 27 paragraph (2) and Article 28D paragraph (2), which guarantees that every citizen has the right to obtain a decent job and livelihood and to receive fair treatment in employment relations (Trixie, 2023).

One of them is that Bekasi Regency is the largest industrial area in Indonesia, but high industrial activity does not completely reduce the unemployment rate. The high unemployment rate points to problems in the absorption of local labor, especially because the skilled job seekers do not match the needs of the industry. As a result, companies tend to recruit workers from outside the region who are considered more prepared and competent. The Bekasi Regency Government is considered less than optimal in preparing a skilled workforce, such as training programs and the alignment between education and industrial needs remains weak. Although efforts have been made through job training centers and cooperation with companies, the results have not been maximized. Therefore, improving the quality of human resources and strengthening synergy between the government and industry is the key to reducing the unemployment rate in Bekasi Regency (Admin, 2025).

Table 1. Working Age and Labor Force Population of Bekasi Regency, August 2023-August 2025

Employment Status	Ags 2023	Ags 2024	Ags 2025	Changes Ags 2023-Ags 2024		Changes Ags 2024-Ags 2025	
	People	People	People	People	%	People	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Working Age Population (PUK)	2.451	2.488	2.352	37	1,51	44	1,77
Workforce	1.593	1.620	1.628	27	1,69	8	0,49
Work	1.452	1.477	1.485	25	1,72	8	0,54
Unemployment	141	143	143	2	1,42	0	0,00
Non-Labor Force	858	868	903	10	1,17	35	4,03
	Percent	Percent	Percent	Percent Points		Percent Points	
Labour Force Participation Rate (TPAK)	65,00	65,11	64.33	0,11		-0,78	
Male	87,51	85,51	85.40	-2,00		-0,11	
Women	42,05	44,34	42.93	2,29		-1,41	

Source: Based on BPS data for Bekasi Regency 2025.

The results of the analysis show that employment conditions in Bekasi Regency in August 2025 have experienced quite positive developments, characterized by an increase in the number of productive age population and an increase in the number of labor force followed by an increase in the number of working population. This condition indicates that the job market is still able to absorb additional labor. However, the decline in the Labor Force Participation Rate (TPAK), especially among women, shows that not all working-age populations actively participate in the labor market. This is a concern for local governments to encourage increased labor force participation, especially through policies that are able to expand access and employment opportunities for all community groups, including women.

Although the number of employed people is increasing, the number of unemployed has not decreased significantly. This condition shows that the increase in job opportunities has not been fully able to overcome the unemployment problem in Bekasi Regency, so a more effective implementation of recruitment policies is needed.

Table 2. Percentage of Population Working by Highest Education Completed in Bekasi Regency, August 2023-August 2025

Residents Working According to Highest Education Completed	2023	2024	2025
High School	23,13	24,56	24,94
Vocational High School	26,88	26,73	26,72
Elementary School Down	21,19	21,65	21,95
Diploma I/II/III/University	17,60	13,13	14,10
Junior High School	11,20	13,93	12,29

Source: Based on BPS data for Bekasi Regency 2025.

The results of the analysis show that vocational school graduates will still dominate the workforce in August 2025 despite a slight decline compared to the previous year. On the other hand, the increase in the number of workers with diploma and bachelor's education indicates an improvement in the quality of human resources. However, the increasing labor force at the primary and secondary education levels also indicates that the job market is still dominated by workers with lower secondary education levels. This condition shows the importance of a labor policy that is able to adapt the needs of the industry to the competencies of the available workforce.

The problem of implementing employment policies was also found in research conducted by Anti et al. (2026). The research shows that the implementation of the policy has not been running optimally even though various training and job placement programs have been implemented. The effectiveness of implementation is influenced by communication, resource availability, implementation disposition, and bureaucratic structure, while limited inter-agency coordination, budget, and technology utilization are still obstacles in achieving policy goals. The findings show that the success of employment policies does not only depend on the programs implemented, but also on the quality of implementation and synergy between the actors involved (Anti, 2026).

Bekasi Regency is a strategic area in West Java Province that has developed into a hub for national industrial activity. The presence of numerous industrial estates and thousands of operating companies makes the regency a region of high economic activity with a substantial demand for labor. This potential offers the local government significant opportunities to boost workforce absorption through the provision of effective employment services. However, the large number of operating companies has not yet been fully matched by optimal workforce placement, resulting in a persistent gap between business sector needs and the available labor force (Richi Agung Erwanto, 2022).

In response to these conditions, the Bekasi Regency Government through the Manpower Office has made improvements in employment management. The Acting Head of the Bekasi Regency Manpower Office in 2025, stated that cooperation with BPS was carried out to obtain more precise data on job seekers based on the NIK, both for local communities and immigrants. He underlined that the mismatch of workforce skills with industry demands and lack of access to job vacancy information are still the main problems faced. The implementation of Presidential Regulation Number 57 of 2023 regarding the obligation to report job vacancies is considered to have not gone well because there are no sanctions for companies that violate. Therefore, the Manpower Office designed to provide incentives through Bekasi Regency Regulation Number 5 of 2022 concerning the Levy on the Use of Foreign Workers (TKA) to companies that report job vacancies, as an effort to

increase transparency, labor absorption, and prevent the practice of prostitution (Jaelani, 2025).

Based on Government Regulation of the Republic of Indonesia Number 15 of 2007 concerning Procedures for Obtaining Employment Information and the Preparation and Implementation of Labor Planning, it is determined that this Government Regulation is the legal basis for the establishment of a transparent, structured, and easily accessible employment information system by the public and all *stakeholders* in the field of employment.

Along with the increasing competition in the world of work, especially in Bekasi Regency, job seekers still face various problems in the labor recruitment process. The recruitment process, which should be carried out in a transparent, fair, and in accordance with applicable regulations, is in fact still colored by the practice of illegal levies, loans, and the involvement of parties who take advantage of the high public need for work. This practice is generally in the form of an unofficial fee request as a condition for getting access to work. This condition not only adds to the burden for job seekers, but also has the potential to hinder the realization of a transparent and accountable recruitment system (Zhafira, 2025).

In response to these problems, the Circular Letter of the Minister of Manpower Number M/6/HK.04/V/2025 emphasizes the prohibition of illegal levies and discrimination in the recruitment process, and demands that recruitment be carried out openly and based on competence without the intervention of irresponsible parties.

Based on previous research, the implementation of labor policies generally still focuses on the implementation of policies in the labor office and companies. Meanwhile, studies that specifically discuss the implementation of labor recruitment at the village government level are still very limited. In fact, the village government has an important role in facilitating job opportunities for the community and bridging the needs of the workforce with the business world. In addition, there have not been many studies that have examined the implementation of labor recruitment at the village level using a policy implementation perspective that focuses on aspects of communication, resources, disposition, and bureaucratic structure. Therefore, this study was carried out to fill the gap by examining the implementation of labor recruitment in Pasirranji Village so that it is expected to provide a more comprehensive picture of the implementation of policies at the village level.

Method

Research methods are scientific steps that are applied to collect data which is then processed and analyzed to achieve research objectives (Sugiyono, 2012). The qualitative approach was chosen because it was able to provide a deep understanding of the phenomenon of labor recruitment implementation through analysis of the experiences, views, and interactions of the actors involved. On the

other hand, case studies are used to analyze in detail a particular activity, event, or process within a clear time limit and scope so as to produce a comprehensive understanding of the object being studied (Sahir, 2021).

This study applies a qualitative method with a case study approach that aims to gain an in-depth understanding of the implementation of labor recruitment in Pasirranji Village. The case study approach was chosen because this study focuses on one specific phenomenon, namely the implementation of labor recruitment involving the village government, youth organizations, employment offices, and job seekers in the context of real life. This study does not examine the entire labor recruitment system in Indonesia, but is limited to the implementation of labor recruitment in Pasirranji Village during the implementation of the recruitment program, with research carried out from January to June 2026.

The data sources in this study consist of primary data and secondary data. Primary data was obtained directly through in-depth interviews with informants involved in the implementation of labor recruitment, while secondary data was obtained from various documents, books, scientific journals, reports, archives, and laws and regulations related to the implementation of labor recruitment (Adhi Kusumastuti, 2019). According to Creswell (2018), qualitative research focuses on the meaning of individual life experiences and the complexity of social relationships. Therefore, the data in this study was collected through observation, interviews, and documentation to obtain a comprehensive picture of the implementation of labor recruitment in Pasirranji Village.

Data collection was carried out through observation, interview, and documentation methods. Through field observation, the researcher obtains factual data about real conditions which is then used as supporting material in the process of analysis and discussion of research results. The interviews were conducted with face-to-face discussions with informants, including the Pasirranji Village Government, Youth Organization, the Community, and the Bekasi Regency Manpower Office. In addition, documentation is also used to complement research data through various documents, reports, archives, and other written sources related to research topics (Abubakar, 2021).

Table 3. Identity of Informant

No.	Informant	Quantity
1	Pasirranji Village Government	1
2	Karang Taruna's	1
3	Applicants and non-applicants	4
4	Bekasi Regency Department of Labor	1
Quantity		7

The selection of informants in this study are people who are considered relevant to provide information and truth that have been tested regarding the implementation of labor recruitment in Pasirranji Village. The informants are the

Pasirranji Village Government, the Youth Organization, the Community, and the Bekasi Regency Manpower Office. The research site was located at the Pasirranji Village Office, Central Cikarang District, Bekasi Regency, West Java Province, Postal Code 17813.

Data analysis was carried out using the Miles and Huberman model which consisted of three stages, namely, (1) Data reduction was carried out by selecting, concentrating, simplifying, and organizing data from interviews, observations, and documentation according to the focus of the research. (2) The presentation of data that has been reduced and grouped based on the results of coding is then presented in the form of descriptive narratives, matrices, and tables to make it easier for researchers to see the relationships between categories, compare the opinions of informants. (3) Conclusion Drawing and Verification is obtained through the identification of patterns, similarities, and differences in findings from various data sources. Furthermore, a verification process is carried out by comparing the results of interviews, observations, and documentation (triangulation) so that the conclusions produced have a level of credibility and can be accounted (Abdussamad, 2021).

Result and Discussion

1. Communication

Based on the research findings, it appears that communication between the Pasirranji Village Government, Karang Taruna, and other involved parties has been quite effective. Information regarding labor needs, administrative requirements, schedules, and recruitment stages was first conveyed by the company to the village government, then relayed to the community through Karang Taruna via social media and in-person communication. This situation demonstrates that the village government serves as a liaison between the company and the community, ensuring that recruitment information reaches prospective applicants quickly.

The results of interviews conducted with the Pasirranji Village Government which served as informants regarding the initial stages of communication related to the recruitment process are reinforced by the following statement:

"When there are recruitment activities or labor needs, the company usually coordinates with the village government and also involves the Karang Taruna youth organization." (April 8, 2026).

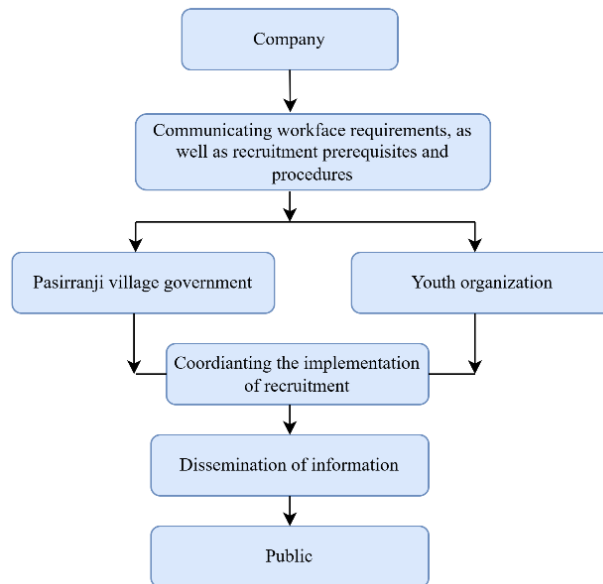
This statement indicates that the company had established initial communication with the village government prior to the recruitment process. The village government then served as a liaison between the company and the community through the Karang Taruna youth organization, ensuring that information regarding the recruitment reached the community promptly.

The information process has not yet reached all stakeholders. The Bekasi Regency Manpower Office stated that:

*"The Manpower Office initially obtained information about the company's recruitment from the village government after the information had already spread widely among the community."
(April 24, 2026).*

To provide a clearer picture of the communication patterns, see the following figure 1:

Figure 1. communication patterns



This situation indicates that coordination was not carried out from the outset because the company focused its communication primarily on the village government as the technical implementer on the ground. As a result, the Department of Labor did not have the opportunity to ensure that the recruitment mechanism complied with regulations before the recruitment process began. Consequently, oversight was only conducted after issues arose within the community, making policy implementation less effective.

In addition, information regarding administrative fees revealed a failure in the clarity of communication. Incomplete information led the community to form their own interpretations regarding the party that set these fees. Consequently, a perception arose that these fees were part of the recruitment policy, even though, according to the company's statement, the recruitment process was free of charge. This discrepancy in perception sparked questions from the community and led to a public hearing with the Department of Labor.

The findings of this study are consistent with the research by Yusuf and As'ari, which shows that poor communication and a lack of transparency in recruitment are among the reasons why the implementation of labor policies has not been optimal. The similarity lies in the importance of communication as a factor determining the effectiveness of policy implementation. However, this study provides more specific findings, namely that communication barriers do not arise in the dissemination of

information to the public, but rather in coordination with the Manpower Office and the clarity of information regarding administrative costs (Muhammad Yusuf, 2025).

In contrast to Setiawan's study, which found that communication problems stemmed from uneven public outreach, this study shows that information has been disseminated quite widely to the public through village governments, Karang Taruna, and social media. The obstacles actually arise in inter-agency coordination and the quality of the information conveyed (Setiawan, 2024).

Based on Edward III's communication indicators, it can be concluded that communication regarding the implementation of workforce recruitment in Pasirranji Village has been fairly effective in terms of providing information to the community. However, communication has not been fully effective because there are still shortcomings regarding the clarity of information on administrative costs and coordination with the Department of Labor from the early stages of the recruitment process. These conditions have led to differences in public perception and reduced the effectiveness of oversight functions in policy implementation.

2. Resource

Based on the research findings, the division of responsibilities in the labor recruitment process in Pasirranji Village is quite clear. The Pasirranji Village Government acts as a facilitator, Karang Taruna assists with information dissemination and initial administrative tasks, while the company retains full authority in determining which applicants are hired. This situation is reinforced by the following statement from an informant from the Pasirranji Village Government:

"In this recruitment process, the village government focuses more on providing support in terms of facilities and ensuring the smooth running of activities, such as preparing the venue and assisting with coordination." (April 8, 2026).

This statement indicates that the village government understands the limits of its authority as a facilitator and does not take over the selection process, which is the company's responsibility. This clear division of tasks reduces the potential for overlapping authority, allowing each party to carry out its role more effectively.

The same findings were also observed regarding the role of Karang Taruna. The chairperson of Karang Taruna stated:

"Karang Taruna plays a significant role because we assist from the beginning to the end of the program from disseminating information, registering participants, and conducting administrative screening, to providing technical support for on-site implementation." (April 8, 2026)

Although involved in the initial administrative process and technical implementation, Karang Taruna does not have the authority to determine participants eligibility. This situation indicates that the utilization of human resources has been aligned with each individual's competencies and functions, allowing the implementation process to proceed in a more organized manner.

In addition, this study shows that the facilities provided by the village government and the Department of Labor also support the recruitment process. The village government provides the venue, manages participant capacity, and handles

administrative services, while the Department of Labor maintains a digital information system and facilities to support labor services. Informants from the village government and the Bekasi Regency Department of Labor stated:

"The village facilities used during yesterday's event could accommodate around 500 participants per day. If the number of participants exceeds capacity, the event is spread over several days to ensure order and comfort." (April 8, 2026)

"The facilities and infrastructure available to the Department of Labor are sufficient to support the process, both in terms of online service applications and venues for job selection. The Department of Labor also collaborates with the Vocational Training Center (BLK) and local government to provide testing venues if the number of participants is large. Additionally, job vacancy information is now disseminated digitally through apps and social media." (April 24, 2026).

This statement indicates that the available facilities are capable of supporting the smooth implementation of the recruitment process. The schedule was divided to avoid overcrowding of participants so that the service process could proceed in an orderly manner. Thus, the availability of facilities not only supports the technical aspects of implementation but also improves the quality of service provided to the community.

This indicates that the community has received information regarding administrative requirements, registration mechanisms, and selection stages through the village government and Karang Taruna. However, this study found that the availability of information has not automatically increased the public's chances of being hired. This is reinforced by a statement from one of the community informants.

"The main challenge is the public's lack of knowledge about the job recruitment process. Many people don't understand job tests, interviews, or how to answer questions from employers." (April 10, 2026).

The challenge in implementation does not lie in a lack of information about job openings, but rather in the public's limited ability to meet companies' requirements. Thus, while information is available as a resource for implementation, its effectiveness is still influenced by the readiness of the human resources targeted by the policy.

This situation indicates that although the village government, Karang Taruna, and the Department of Labor have adequate resources, recruitment efforts have not been fully optimized because the readiness of the community as the target group remains limited. As a result, the local community has not been able to fully take advantage of the job opportunities opened up by companies. This demonstrates that the success of policy implementation depends not only on the readiness of the implementers but also on the quality of human resources.

The results of this study are consistent with the research by Natsir, Widodo, and Sulistyowati, which states that the successful implementation of employment programs is supported by the availability of instructors, facilities, and cooperation with the industrial sector; however, it still faces obstacles in the form of a mismatch between graduates' competencies and the needs of the labor market. This similarity is evident in the present study: the availability of facilities and institutional support

is not fully sufficient to enhance the success of job placement if the public's competencies do not align with corporate needs (Mohammad Natsir, 2025).

This study also presents a distinct finding by demonstrating that implementation barriers do not stem from limitations in administrative resources or facilities, but rather from the quality of the human resources among the target population. This finding expands upon previous research by demonstrating that the success of labor policy implementation is also influenced by job seekers' readiness to meet industry competency requirements.

Based on Edward III's resource indicators, it can be concluded that the implementation of labor recruitment in Pasirranji Village has been supported by adequate human resources, information, facilities, and delegation of authority. However, these resources have not been fully optimized because the quality of the community's human resources as the target group remains a major constraint. This situation has resulted in the suboptimal utilization of job opportunities created by the company; therefore, enhancing the community's competencies through training, orientation, or collaboration with educational institutions is a critical factor in improving the success of workforce recruitment policy implementation.

3. Disposition

Based on the research findings, the attitudes of the officials involved in the implementation of workforce recruitment in Pasirranji Village show a positive trend. This is evident in their shared commitment to maintaining transparency in the recruitment process, performing their duties within their authority, and providing services to the community without interfering in the selection process, which falls under the company's authority.

The Village Government explained:

"The village government is committed to ensuring that the recruitment process is transparent and fair. The village government also consistently reminds everyone that the selection process is conducted directly by the company without any interference from third parties, including recruiters or individuals who attempt to influence the selection results." (April 8, 2026).

This statement indicates that the village government's commitment is not demonstrated through involvement in determining who is hired, but rather through efforts to maintain the integrity of the recruitment process. This stance is important because Pasirranji Village is located near an industrial area, making the potential for brokerage practices or intervention by certain parties relatively high. Under these circumstances, the village government's commitment to affirming that all hiring decisions rest with the company constitutes an implementation of the principle of objectivity that helps maintain public trust in the recruitment process.

This commitment is reinforced by the following statement from Village Government:

"If there are any indications of interference or if certain parties attempt to meddle in the selection process, the village government will immediately coordinate with the company and Karang Taruna so that the issue can be addressed promptly. The village government will also ensure that the

recruitment process continues to proceed in accordance with applicable regulations.” (April 8, 2026).

The findings show that the implementers disposition does not stop at normative commitment, but is manifested through concrete actions in the form of coordination when potential deviations arise. From a policy implementation perspective, these actions demonstrate that the implementers attitudes function as an informal control mechanism that helps maintain consistency in policy implementation. Thus, a positive disposition contributes to the creation of a more credible recruitment process, as any potential interference is immediately addressed through coordination among actors.

In this regard, the Village Government acts solely as a facilitator, while the administrative verification process, testing, and the final selection of accepted participants are carried out entirely by the company based on established competency standards. This division of authority indicates that the established cooperation does not diminish the company’s independence in determining which workers are suitable for hire. This situation serves as an indicator that the recruitment process is not based on social connections but rather on the principle of merit based on applicants competencies.

A positive response was also evident from Karang Taruna, a partner of the village government. Karang Taruna’s stated:

“Karang Taruna’s response was certainly positive, because among the many companies in Pasirranji Village, this company is one of the most open to the surrounding community. In addition, this collaboration has also served as a learning experience for us to identify the human resource shortcomings in our community that still need to be addressed so that we can be better prepared to compete.” (April 8, 2026).

Karang Taruna views recruitment not only as a means of placing workers but also as a tool for evaluating the quality of human resources in Pasirranji Village. In other words, its approach goes beyond merely supporting the implementation of activities; it has evolved into a commitment to community empowerment. The recognition that the quality of human resources still needs to be improved indicates a long-term orientation in policy implementation—namely, not only expanding access to employment but also enhancing the community’s competitiveness so that it can meet the needs of industry.

The success of recruitment efforts is influenced not only by the availability of job opportunities but also by the readiness of the community as job seekers. Thus, the role of Karang Taruna not only contributes to the dissemination of information but also fosters a collective awareness of the importance of enhancing the competencies of the local workforce.

The commitment of the implementers is also demonstrated by Departmen of Labor, which states:

“The Department of Manpower is fully committed to ensuring that the recruitment process is conducted in accordance with the regulations. This commitment is demonstrated through outreach

to companies, monitoring of recruitment activities, guidance, and the issuance of warnings if violations are found during the process.” (April 24, 2026).

These findings indicate that the Labor Office’s role is realized through its guidance and oversight functions. The presence of such oversight serves as a factor that strengthens implementation, as every stage of the recruitment process is subject to regulatory control. Thus, the commitment of those carrying out the process stems not only from the Village Government but is also supported by government agencies authorized to monitor compliance with labor regulations. Nevertheless, the research results also show that the positive disposition of the implementers has not been fully accompanied by strategies to build community capacity. This is reflected in the community’s hope that the collaboration will not end with the recruitment process alone.

One of the applicant informants said:

“We hope programs like this will continue in the future. In addition to creating job openings, we hope companies can also provide training or skills development for the local community so that they are better prepared to enter the workforce and have equal opportunities to be hired.” (April 10, 2026).

The community desires training programs as a form of sustainable empowerment. These findings indicate that recruitment efforts remain focused on providing access to employment, while efforts to improve the quality of human resources have not yet been integrated into the established partnerships. As a result, some community members continue to struggle to meet companies’ competency standards even after being given the opportunity to participate in the selection process.

The findings of this study are consistent with the research by Paramitha and Wijayanto, which showed that the implementation of workforce absorption programs is proceeding fairly well but still faces challenges in the form of a skills gap between the workforce and industry needs, as well as suboptimal coordination among stakeholders. These similarities indicate that the success of labor policy implementation is not solely determined by the commitment of those carrying it out but also requires the support of workforce capacity-building programs to ensure that job placement can proceed optimally (Mutya Moza Paramitha, 2026).

Overall, based on George C. Edward III’s perspective, the disposition of the implementers in the recruitment process carried out by the Pasirranji Village Government can be categorized as good. The commitment, objectivity, sense of responsibility, and willingness of the implementers to carry out their duties within their authority have supported a relatively transparent and accountable recruitment process. However, this study also found that these positive dispositions have not yet fully resulted in optimal implementation because they have not been accompanied by a strategy for the sustainable improvement of community competencies. Therefore, strengthening cooperation through industry-driven training programs should be prioritized so that policy implementation not only opens up access to employment but also enhances the competitiveness of the local workforce.

4. Bureaucratic Structure

The bureaucratic structure for implementing workforce recruitment in Pasirranji Village has generally functioned well. This is evident from the clear division of authority among the Village Government, Karang Taruna, and the Bekasi Regency Manpower Office, ensuring that each actor performs its functions in accordance with its respective authority. However, this study also found that this bureaucratic structure still has weaknesses in terms of formal institutional aspects, particularly the lack of joint standard operating procedures (SOPs), a memorandum of understanding (MoU), and an integrated reporting mechanism. These conditions indicate that the implementation is supported more by collaborative coordination than by a formal bureaucratic system. Village Government explains:

"In carrying out recruitment activities, the village government is responsible for providing support in terms of venue, security, and ensuring the smooth operation of activities at the site. Meanwhile, the company is responsible for the selection process, testing, and the results of employee hiring." (April 8, 2026).

This statement indicates that the bureaucratic structure in place is collaborative in nature, with a clear division of functions. The village government is not granted the authority to determine which applicants are hired, but merely performs public service functions by providing facilities, coordination, and administrative support. Conversely, the company retains full authority over the selection process based on its own competency standards. This division of functions not only clarifies the duties of each actor but also minimizes conflicts of interest, as the party providing services to the community is distinct from the party making recruitment decisions. Thus, the bureaucratic structure serves as a control mechanism that ensures the objectivity of policy implementation.

These findings are supported by Notification Letter No. 1280/DIID/EXT/S-Pemb/X/2024, which explains that the Village Government is only responsible for collecting applicant data, disseminating recruitment information, and forwarding administrative results to the public, while the processes of verification, selection, interviews, and the final determination of recruitment results fall entirely under the Company's authority. The consistency between the documents and the interview results indicates that the division of authority is not only designed administratively but is also consistently applied in the field. This situation strengthens accountability in implementation because each implementer understands the limits of their authority.

However, this study found that this well-functioning bureaucratic structure is not yet fully supported by formal institutional mechanisms. Village Government stated:

"There is no written MoU, but it is usually carried out through consultations between the village government, Karang Taruna, and the company." (April 8, 2026).

This finding is one of the key findings of the study. The absence of an MoU indicates that coordination among actors is built more through working

relationships, communication, and trust than through legally binding documents. Such conditions can indeed ensure smooth implementation as long as relationships among actors remain harmonious. However, a bureaucracy that relies on informal relationships has a low level of sustainability because it is heavily influenced by the individuals involved.

The shortcomings of the bureaucracy are further highlighted by the lack of specific Standard Operating Procedures (SOPs) governing the recruitment process. Department of Labor explains:

"As for specific SOPs regarding the collaboration between Pasirranji Village and the company, none currently exist. However, the Department of Manpower has SOPs related to job placement services, job seeker card (AK1) services, and job vacancy procedures that serve as guidelines for the recruitment process." (April 24, 2026).

This still depends on the internal procedures of each institution. Although this situation has not yet hindered the implementation of activities, the lack of a common SOP means that mechanisms for coordination, reporting, problem-solving, and evaluation do not yet have uniform standards. In other words, the success of implementation is influenced more by the actors' ability to coordinate than by a formally documented bureaucratic system. This indicates that the bureaucratic structure has been functioning operationally but has not yet fully matured as an institutional system. An applicant voiced a similar sentiment, stating:

"In my opinion, the registration and selection processes were quite good and well-organized. However, because there were so many participants, people were sometimes confused or didn't receive clear instructions—especially those participating in a job recruitment process for the first time." (April 10, 2026).

Although the bureaucratic structure has established a division of labor among stakeholders, technical implementation on the ground still faces challenges in terms of service capacity relative to the large number of participants. This situation indicates that the effectiveness of the bureaucratic structure is determined not only by the clarity of authority but also by the organization's ability to translate that division of labor into services that are easily understood by the public.

The findings of this study also differ from those of Agustina Setiawan's research, which identified low corporate compliance as the main obstacle to the implementation of labor policies. In this study, companies have carried out the recruitment process in accordance with the division of authority, while the weaknesses in implementation lie in administrative aspects, such as the lack of common standard operating procedures (SOPs) and suboptimal reporting mechanisms to the Department of Labor (Setiawan, 2024).

Based on George C. Edward III's perspective, the bureaucratic structure underlying the implementation of workforce recruitment in Pasirranji Village can be categorized as functioning quite effectively, as it features a clear division of authority, functional specialization, and inter-institutional coordination that supports the smooth implementation of the program. However, this study also found that this effectiveness still relies on informal coordination and collaborative

relationships among actors, rather than on an institutionalized formal bureaucratic system. Therefore, the development of a Memorandum of Understanding (MoU), joint Standard Operating Procedures (SOPs), and an integrated reporting mechanism must be prioritized so that implementation is not only effective in practice but also ensures legal certainty, accountability, and sustainability. This finding contributes to the research by demonstrating that successful policy implementation can be achieved through collaboration among actors, yet its sustainability still requires strengthening formal bureaucratic structures as the foundation for better governance.

Conclusion

This study shows that the implementation of the labor recruitment policy in Pasirranji Village has generally proceeded quite well; however, its effectiveness remains limited to the operational level and is not yet fully supported by strong institutional governance. Based on George C. Edward III's perspective on policy implementation, successful implementation is determined not only by the fulfillment of the variables of communication, resources, disposition, and bureaucratic structure individually, but also by the integration of these variables in building a sustainable implementation system.

Conceptually, this study demonstrates that communication that has successfully reached the community is not sufficient to guarantee effective implementation if interagency coordination has not been established from the outset of the recruitment process. The availability of resources such as facilities, the delegation of authority, and administrative support has also failed to yield optimal implementation when the competencies of the community as the target group do not align with industry needs. On the other hand, the implementers' disposition as demonstrated through their commitment to transparency and objectivity can enhance the credibility of the recruitment process, but this has not been followed by a strategy for the sustainable empowerment of the community. Meanwhile, a bureaucratic structure that has demonstrated a clear division of tasks still relies on informal coordination because it is not yet supported by Standard Operating Procedures (SOPs), Memorandums of Understanding (MoUs), and integrated reporting mechanisms.

These findings imply that the successful implementation of labor recruitment policies at the village level depends not only on the implementers' ability to carry out their duties but also on strengthening formal collaborative governance. Thus, policy implementation should focus on strengthening inter-institutional coordination, developing joint SOPs, establishing more formal institutional partnerships, and enhancing the competencies of the local workforce so that the

policy's objectives not only open access to employment opportunities but also sustainably improve community competitiveness.

This study has limitations because it was conducted in only one research location Pasirranji Village using a qualitative case study approach. Therefore, the findings of this study cannot yet be generalized to the implementation of labor recruitment policies in other regions with different institutional, social, or industrial characteristics. Furthermore, this study focuses primarily on the policy implementation process from the perspectives of the village government, Karang Taruna, the Department of Labor, and the community; consequently, it has not thoroughly examined the perspective of companies as the primary implementers of the workforce selection process.

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