

Capacity Development Strategy of the Ministry of Manpower's Community Job Training Center Organization: A Case Study of the Incubator Community Job Training Center in Garut Regency

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Abstract

This study aims to analyze the organizational capacity development strategy of the Community Work Training Center (BLK-K) in Garut Regency with an intervention approach at the system, institutional, and individual levels to improve the effectiveness and sustainability of vocational training programs. This study uses a qualitative approach with a case study method. Data collection was carried out through in-depth interviews, FGDs, direct observation, and documentation. The results of the study indicate that at the system level, vocational training policies still need to be adjusted to local needs and strengthened in cross-sector coordination. At the institutional level, the organizational structure of BLK-K needs to be more flexible with a more data-based evaluation system. At the individual level, improving the competence of instructors and teaching staff is still a major challenge, especially in the adoption of technology-based training methods. New findings in this study indicate that the success of BLK-K management depends not only on national policies, but also on local strategies in building collaboration with the private sector and communities.

Keywords: *Organizational Capacity Development, Vocational Training, BLK-K, Policy Strategy, Workforce.*

INTRODUCTION

Improving the quality of human resources (HR) is one of the strategic programs in the 2020-2024 National Medium-Term Development Plan (RPJMN). The development of human resources (HR) greatly influences a country's economy (Syafriana, 2019). The government is trying to create a generation of hard workers, skilled, and masters of science and technology. The main challenges in achieving this goal are the demographic bonus and the industrial revolution 4.0, which require significant changes in workforce skills, namely the low level of public education and inequality in access to vocational education and training (Otibine, 2016). Vocational education has a crucial role in developing entrepreneurial skills among the younger generation and providing them with opportunities to hone their business skills (Rukmana et al., 2023)

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Data from the Central Statistics Agency (BPS) in 2023 shows that the average length of schooling for Indonesian people is only 8.77 years, while more than half of the workforce still has a junior high school education (SMP) or below. In addition, the open unemployment rate in Indonesia is still higher than other ASEAN countries. Although the unemployment rate in Indonesia has decreased, this figure is still relatively high compared to neighboring countries. One strategy implemented to overcome this challenge is the development of Community Job Training Centers (BLK-K), which aims to improve community skills and expand employment opportunities.

As an effort to improve workforce skills and expand employment opportunities, the government initiated the Community Job Training Center (BLK-K) program which focuses on community-based vocational training. Community Job Training Centers are vocational training units located in a community at a non-governmental religious educational institution, which includes Islamic Boarding Schools, Seminaries, *Pasraman/Pesantian*, *Dharmasekka/Pabbajja Samanera*, *Shuyuan*, as well as Non-Governmental Religious Institutions and Confederations of Trade Unions/Labor Unions/Federations (Suryono et al., 2022).

BLK-K was established in response to the limited number of conventional Job Training Centers (BLK) that are unable to reach all regions of Indonesia. With a community-based approach, this program focuses on providing vocational training that is in accordance with local needs. BLK-K aims to provide technical and managerial skills that are in accordance with local needs, while also acting as an entrepreneurial incubator. The implementation of incubation for small and medium enterprises requires various reinforcements in terms of tenant selection, incubation process, and subsequent activities. Collaboration and coordination between academics, business, government and community (ABGC) must be maximized in the development of small and medium enterprises (Wadji, Mangifera, Isa. 2020). However, in its implementation, BLK-K faces various obstacles, such as limited human resources, lack of policy synergy between the government and BLK-K managers, and the suboptimal training program management system. In addition, although BLK-K has the potential to become an entrepreneurial incubator, until 2023 not a single BLK-K has been officially registered in the government incubation system, which indicates the need to increase institutional capacity.

Garut Regency is one of the areas that has great potential in developing BLK-K as a center for job training and entrepreneurial incubation. With the majority of its population working in the agriculture, livestock, and home industry sectors, training institutions are needed that can provide relevant skills based on labor market needs. In the context of the BLK-K Incubator in Garut Regency, organizational capacity development is strategic considering its role in supporting the development of competitive local workforce skills. Organizational capacity refers to work procedures and mechanisms, relationships/networks between organizations, decision-making, and so

on. Capacity indicates the power or ability to do certain things (Frymier, 1987; Brinkerhoff & Morgan, 2010; Lavergne & Saxby, 2001). However, initial observations show that BLK-K in Garut Regency still faces challenges in three main aspects: a management system that is not yet well integrated, a lack of policy synergy between the government and BLK-K managers, and limited human resource competencies at the individual level.

The description above, according to the researcher, shows the symptoms of researchers described in the research background that can be analyzed through capacity building covering three levels of intervention (Grindle, 1997), namely, first System Level, namely intervention in the arrangement of work programs and policies in the local government system so that it can support the achievement of the desired goals. Second, Institutional Level, namely intervention in the arrangement of organizational structures, organizational decision-making processes, work procedures and mechanisms, management instruments, and relationships or networks between one organization and another. Third, Individual Level or apparatus/employee, namely intervention in improving the quality of individual local government apparatus so that they have skills, knowledge, attitudes, ethics, and work motivation so that they are able to organize good governance/corporate governance.

Based on these problems, this study aims to analyze the organizational capacity development strategy of the Ministry of Manpower's Community Work Training Center at the Incubator Community Work Training Center in Garut Regency. This study will explore the factors that influence the effectiveness of BLK-K and formulate strategic steps for developing the capacity of BLK-K organizations that can be applied to improve the role of BLK-K in supporting economic growth and community empowerment. This study is expected to contribute to the development of more effective and sustainable vocational training policies in Indonesia.

METHOD

The research method used in this study is a qualitative approach using a case study method. Research data were collected using various techniques, namely in-depth interviews, focus group discussions (FGD), direct observation, and documentation. Interview, FGD, and observation techniques are intended to obtain data from primary sources, while documentation techniques are used to collect secondary data. The data analysis technique in this study uses the Qualitative Analysis technique, where data analysis techniques in qualitative research are carried out before going into the field, while in the field, and after finishing in the field (Sugiyono, 2014).

RESULTS AND DISCUSSION

System Level

The results of the study indicate that system-level interventions in the management of BLK-K in Garut Regency focus on policy formulation, work program arrangements, and synergy between BLK-K and related agencies, such as the Manpower Office and the Cooperatives and UMKM Office. The local government has made efforts to strengthen competency-based training policies that are relevant to the needs of the labor market. However, the research findings show that cross-sector coordination is still not optimal. Several BLK-K face difficulties in accessing government programs, including limited funding and delays in aid distribution.

In addition, policies regarding the integration of BLK-K with the industrial and UMKM sectors still need to be strengthened. Although several programs have collaborated with local industries, their scope and sustainability are still obstacles. The results of interviews with the Head of the Cooperatives and UMKM Office indicate that a more systematic partnership model is needed between BLK-K and business actors, especially in supporting the entrepreneurial incubator program.

From a regulatory aspect, existing policies tend to focus more on administrative aspects and are less flexible in adapting to regional needs. Based on Grindle's theory (1997), the effectiveness of a policy depends on the extent to which implementation can be adjusted to local conditions. Therefore, the results of this study indicate that policy interventions at the system level must be more responsive to the contextual needs of BLK-K.

In addition, policy evaluation and monitoring are still challenges. Local governments have implemented a periodic evaluation system, but the feedback mechanism from BLK-K to policy makers is still not running optimally. Based on the UNDP (1999) approach, policies that are data-based and actively involve local actors will be more sustainable. Therefore, this study recommends a participatory evaluation mechanism that allows BLK-K to provide direct input for policy improvement.

New findings in this study indicate that the collaborative approach in designing BLK-K policies has not been maximized. In contrast to previous studies that mentioned the importance of private sector involvement in vocational training, this study found that strengthening the role of local governments in cross-sector coordination is also key to the success of the program. Thus, future system intervention strategies must include a stronger partnership model between BLK-K, industry, and local governments.

Institutional Level

Interventions at the institutional level in the management of BLK-K in Garut Regency focused on the organizational structure, decision-making mechanisms, and internal evaluation systems. The results of the study showed that BLK-K had implemented a fairly clear

organizational structure, but still faced obstacles in integration between units. Some BLK-K had a structured task division system, while others still faced challenges in coordination between divisions.

One of the main obstacles found was the lack of stakeholder involvement in the decision-making process at BLK-K. Several BLK-K managers stated that internal policies were still top-down, so instructors and teaching staff often did not have the space to participate in developing training programs. Based on the participation theory of Bovaird and Loffler (2005), the involvement of various actors in decision-making will increase the effectiveness of internal policies. Therefore, there needs to be a more inclusive mechanism in formulating policies at the BLK-K institutional level.

On the other hand, the results of the study also showed that the BLK-K internal evaluation system was still not optimal. Several BLK-K already had clear SOPs in daily operations, but had not implemented a data-based evaluation system. This hampers the ability of BLK-K to measure the effectiveness of the program being run. Based on Kirkpatrick's (1994) training evaluation model, program success must be measured at various levels, from participant satisfaction to long-term impacts in the world of work. Therefore, BLK-K needs to develop a more structured indicator-based monitoring system.

In addition, this study found that the use of technology in BLK-K management is still limited. Several BLK-K have used an information management system to monitor participant attendance and financial reports, but not all BLK-K have an integrated digital system. In line with previous studies showing the importance of technology in improving organizational efficiency (World Bank, 2020), the results of this study emphasize the need to invest in a digitalization system to improve the effectiveness of BLK-K management.

The novelty in this study is the difference in the level of readiness of BLK-K in implementing institutional innovation. BLK-K that have stronger management support tend to be more adaptive to change compared to BLK-K that still rely on formal regulations. Therefore, this study recommends a more flexible approach in the institutional development of BLK-K, by considering the readiness of each BLK-K in adopting institutional innovation.

Individual Level

Interventions at the individual level in this study focused on developing the capacity of teachers, instructors, and BLK-K managers. The results showed that the skills and competencies of individuals involved in BLK-K were very diverse. Some instructors had experience in vocational training, but many still needed capacity building, especially in terms of the use of technology and industry-based teaching methods.

Based on Senge's organizational learning theory (1990), individual capacity development in an organization must be oriented towards continuous learning. However, the results of this study indicate that

capacity building programs for BLK-K instructors are still limited. The training provided by the government focuses more on technical aspects, while the development of soft skills such as leadership and communication has not been a priority.

In addition, the motivation of teachers is also a challenge in managing BLK-K. Several instructors stated that the lack of incentives and clear career paths were factors that hindered their performance. This is in line with research by Hackman & Oldham (1976) which showed that intrinsic and extrinsic factors influence work motivation. Therefore, there needs to be a policy that provides rewards and incentives for teachers who perform well.

In terms of teaching innovation, the results of the study show that several BLK-K have begun to implement a project-based approach in training, but still on a limited scale. This practice-based learning model has proven effective in improving the skills of training participants (Hidayat et al., 2023), so it needs to be expanded to all BLK-K in Garut Regency. The novelty of this study is the discovery of the need to create a more flexible learning ecosystem for instructors and training participants. Several BLK-K that have successfully adopted a blended learning approach, namely a combination of face-to-face and online training, have shown increased training effectiveness. Therefore, interventions at the individual level must not only include improving technical skills, but must also provide space for innovation in teaching methods.

CONCLUSION

This study shows that the strategy for developing the organizational capacity of Community Job Training Centers (BLK-K) in Garut Regency needs to be carried out through three main levels of intervention: system, institution, and individual. At the system level, more flexible and local-based policies are needed, as well as increased coordination between the government, industry sector, and BLK-K in designing training programs that are in accordance with labor market demand. At the institutional level, the organizational structure of BLK-K needs to be strengthened with a more efficient management system, digitalization of administration, and improvement of data-based evaluation mechanisms so that program effectiveness can be better measured. Meanwhile, at the individual level, increasing the capacity of instructors and teaching staff is the key to the success of BLK-K. Continuous training programs, the use of technology-based teaching methods, and providing incentives for teaching staff who perform well need to be the main focus to increase the effectiveness of vocational training programs.

The main findings in this study indicate that the success of BLK-K depends not only on national policies, but also on local strategies in building synergies with various stakeholders. The novelty in this study is that BLK-K capacity development is more effective if carried out with a collaboration-based approach and responsive to local needs. In

addition, this study found that the BLK-K model as an entrepreneurial incubator has not been optimized, so it is necessary to strengthen the role of BLK-K in supporting alumni to develop independent businesses. This study also emphasizes the importance of adopting technology in the management and implementation of vocational training as a strategic step in increasing the competitiveness of the workforce.

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