



**The effectiveness of the pre-employment card program on increasing recipient productivity**

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**Abstract**

This study aimed to determine the effectiveness of the pre-emThis study aimed to evaluate the effectiveness of the pre-employment card program in increasing the productivity of recipients in terms of the use of training assistance and providing incentives in Puluhan Tengah village in 2020. The research uses a qualitative method with a case study approach for understanding the implementation of the pre-employment card program. Structured interviews with random recipients of the pre-employment card program carried out the data collection technique. The data processing in this research uses the ATLAS application, which can help organize, code, and analyze research data more efficiently and structure. The results showed that the pre-employment card training had not impacted participants' productivity, especially in creating new jobs in Puluhan village. The recipients need to be optimized to ensure increased productivity for each recipient can be realized.

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**Abstrak**

Penelitian ini bertujuan untuk mengetahui efektivitas program kartu prakerja dalam meningkatkan produktivitas penerima ditinjau dari penggunaan bantuan pelatihan dan pemberian insentif pada desa Puluhan Tengah tahun 2020. Penelitian menggunakan metode kualitatif dengan pendekatan studi kasus untuk mengetahui secara mendalam pelaksanaan program kartu prakerja. Teknik pengumpulan data dilakukan dengan wawancara terstruktur terhadap penerima program kartu prakerja yang dilakukan secara acak. Pengolahan data pada penelitian ini menggunakan aplikasi ATLAS.ti yang dapat membantu mengorganisasikan, memberikan kode, dan menganalisis data penelitian secara lebih efisien dan terstruktur. Hasil penelitian menunjukkan bahwa pelatihan kartu prakerja belum efektif memberikan dampak pada produktivitas peserta khususnya dalam menciptakan lapangan kerja baru di desa Puluhan. Beberapa penyebab seperti motif penerima bantuan, potensi tindakan pencaloan, dan lamanya penerbitan sertifikat pelatihan. Sehingga bagi penerima, pemanfaatan program ini perlu dioptimalkan agar tujuan dari program ini berupa peningkatan produktifitas bagi tiap penerima dapat terwujud.

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## Introduction

The Covid-19 pandemic has infected countries all over the world, including Indonesia. To prevent the spread of Covid-19, which was very fast and uncontrollable, the Indonesian government implemented a Large-Scale Social Restrictions (PSBB) policy in every region. However, on the other hand, the PSBB policy has supported the community's socio-economic conditions since it was implemented in early March 2020. According to data compiled by the Central Statistics Agency, Indonesia's economy contracted in the second quarter of 2020, experiencing a significant decline, a negative growth of 5.32 % (Setianto & Kurniawan, 2020).

The weakening economic activity in Indonesia was most significant in the tourism and manufacturing sectors. In the manufacturing sector, many business actors with insufficient funds choose to close their businesses and make production cost efficiencies by way of Termination of Employment (PHK) or reducing employees' working hours. This is done because it is not proportional to the decrease in income of business actors. As a result, during the Covid-19 pandemic, the response rate in Indonesia experienced a significant increase compared to previous years.

Based on data from the Central Statistics Agency (BPS) in August 2020, it showed that around 29.12 million workers were negatively affected by the Covid-19 pandemic, with a percentage of 14.28% of the working-age population, totaling 203,970 million people. The reduction in working hours is something that is experienced by the majority of workers in Indonesia; namely, as many as 24.03 million people and 2.56 million people are unemployed. Furthermore, there are 1.77 million people temporarily unemployed and 760 thousand of people not included in the workforce but have stopped working due to Covid-19. Meanwhile, according to the Indonesian Migrant Protection Workers Agency (BP2MI) as many as 100,904 Indonesian migrant workers from 83 countries returned to Indonesia within the last three months since the beginning of 2020. The International Monetary Fund (IMF) calculated the increase of the assistance number in Indonesia in 2020, an increase of 7.5% from 2019, which was only 5.3%.

To address unemployment and employment problems, the Indonesian government issued a social safety net program, namely the pre-employment card program stipulated through Presidential Regulation No. 36 of 2020. This program is a work skills and entrepreneurship development program aimed at job seekers, workers/laborers who have been laid off from employment relations, including workers/laborers who need competency improvement. The pre-employment card program is a training program (human capital) implemented to overcome workers who have been laid off from being unemployed for longer. This program was conceptualized through training costs and new business incentives. Investment in human capital in the form of training can accelerate unemployment for workers affected by layoffs due to the Covid-19 pandemic in Indonesia (F. A. Putri, 2021).

The pre-employment card program is packaged as a product that can benefit users while simultaneously encouraging the private sector's role in developing the economy. With this program, pre-employment card recipients can receive assistance with training costs and incentive money. The total funds provided for this program amounted to Rp. 3,550,000.00 consisting of training costs of Rp. 1,000,000.00 and Rp. 2,550,000.00 in the form of incentive money makes the pre-employment card program considered a semi-social assistance program during the Covid-19 pandemic.

The presence of this pre-employment card program is a breath of fresh air and is warmly welcomed by the community. It can be seen from the enthusiasm of pre-employment card registrants when it was first launched on April 11, 2020. This enthusiasm was seen in the number of registrants, which reached 5,965,048 users with an initial quota of only 164,000 participants throughout Indonesia. Undeniably, the community's enthusiasm for the presence

of this program is a manifestation of the economic crush that is increasingly hitting the community, so they try to find even the slightest profit to maintain their survival (Predianto & Khoirurrosyidin, 2020).

The people of Puluhan Tengah Village, Jakenan District, Pati Regency, Central Java Province, also attended the enthusiasm regarding the pre-employment card registration. Based on a brief interview with one of the residents of Puluhan Tengah village who had received the pre-employment card program, the number of recipients of the pre-employment card in the village of Puluhan Tengah in 2020 was around 15 recipients, most of whom were youths with an age range of 18-37 years.

Nonetheless, the pre-employment card program system, which is run online for applicants, adds to the limited opportunity for potential participants who are not familiar with online platforms (Barany et al., 2020). On the other hand, there are problems with the accessibility of the Pre-Employment Card Program, such as problems related to activating Pre-Employment Card accounts, training content that is heavier on theory than practice, and databases that are unable to accommodate many people simultaneously, resulting in disruptions (Firnanda et al., 2021).

The factors that influence a person's decision to register for a pre-employment card program include the number of hours worked, income, age, training, employment status, internet use, preparation for new businesses, changes in income, working hours, and education level (Panjaitan et al., 2021). In further research, the pre-employment card program is less effective in building human resources, but the pre-employment program plays a significant role in building the quality of human resources (Yana, 2021).

From several previous studies, this study aims to see the effectiveness of implementing the pre-employment card program on recipient productivity. This research wants to explore how recipients of the pre-employment card program can take advantage of the training programs they have attended to increase their productivity, especially in forming new businesses after experiencing layoffs or increasing competency in the work they are currently doing. This research uses a case study of the pre-employment card program in Puluhan Tengah Village, Pati Regency, Central Java Province.

## Literature Review

Welfare state theory or commonly called the welfare state theory was introduced through the ideas of Jeremy Bentham in the early 18th century (1748-1832), which stated that the government had a role and responsibility in ensuring the lives of all people related to the greatest happiness (The most excellent happiness/ welfare, of the most significant number of their citizens) (ELVIANDRI, 2019). So, the welfare state theory is considered the correct answer for a country to promote people's welfare (Sukmana, 2016). The concept of the welfare state is also closely related to social policy, which includes various government strategies to improve every citizen's welfare, primarily through social protection programs, including social security and social safety nets (Effendi & Roselina, 2017). The social policy includes an approach to living standards, increasing social security and access to a decent life. Moreover, the current Covid-19 pandemic harmed various sectors, including the economy, health, education, and social sectors. The impact of Covid-19 on the economic sector has significantly impacted the welfare of the people in Indonesia, namely the emergence of an economic recession, increasing poverty and unemployment rates, and widening social inequality.

To ease the burden on society caused by the Covid-19 pandemic, the government created a program called the National Economic Recovery Program (PEN). The PEN program is a national economic recovery activity carried out by the government to accelerate the handling of the Covid-19 pandemic and to deal with threats that endanger the national economy or financial

system stability and save the national economy. The PEN program comprises six significant clusters: the health cluster, sectoral ministries/agencies, MSMEs, corporate financing, business incentives, and social protection.

One of the clusters in the PEN program to fulfill people's welfare during the pandemic is the social protection program. Social protection programs are integral to a country's development process in alleviating poverty and social inequality (Supriyanto et al., 2014). In this social protection program cluster, there are eight sub-programs, including Family Hope Program (PKH), rice social assistance for recipients of the PKH program, staple food cards, basic food packages for the Jabodetabek area, non-Jabodetabek cash social assistance, BLT village funds, cash social assistance for beneficiaries of non-PKH staple foods, as well as pre-employment card programs.

The implementation of the pre-employment card program is an implementation of article 27, paragraph (2) of the 1945 Constitution, which reads: "Every citizen has the right to work and a decent living for humanity" (Consuello, 2020). Based on Presidential Regulation of the Republic of Indonesia Number 36 the Year 2020, the pre-employment card program is a work competency development program provided by the government aimed at job seekers, workers or laborers affected by the termination of employment and workers who need work competency improvement and micro and small business actors as well as those who need financial support.

In Presidential Decree No. 36 of 2020, it is also stated that the purpose of implementing the pre-employment card program is to develop the competence of the workforce and increase the productivity and competitiveness of the workforce so that it can overcome the problem of the skill gap in the workforce and market needs. One of the impacts caused by the skill gap is low productivity. This increase in human resources is carried out to increase the competence, productivity and competitiveness of the Indonesian workforce and encourage entrepreneurship, especially micro and small businesses (Sri & Margareta, 2020). So it is hoped that increasing skills will encourage people to be more productive and increase their income.

The pre-employment card program is part of the Economic Recovery Program (PEN) for social protection groups that support productivity (Abidin, 2021). There are various types of training offered that pre-employment card holders can choose from to develop their competencies through training. For example, in branding strategy, pre-employment training, eight digital platform partners provide online training to pre-employment card recipients, namely Bukalapak, Skill Academy, Tokopedia, Pintaria, Pijar, Ministry of Manpower, Sekolah.mu and MauBelajarApa (Wijayanti & Humardhiana, 2020).

With this increase in income, it is hoped that the community will become more prosperous and be able to fulfill its basic needs optimally and properly. So that, in the end, it can reduce the growth of unemployment and poverty. The pre-employment card program has the additional task of maintaining people's purchasing power and is one of the social safety net policies to minimize the impact of the Covid-19 pandemic in the economic sector, especially employment.

In the Big Indonesian Dictionary (KBBI), the word effectiveness comes from the primary word practical, which means there is influence, efficacious or efficacious, can bring results, is effective, and begins to apply. Effectiveness is the conformity of output with predetermined objectives (Subagyo & Mubyarto, 2000). Effectiveness shows the relationship between achieving a target that has previously been set concerning quality, quantity, and time. Thus, effectiveness is a critical concept in implementing an activity or program.

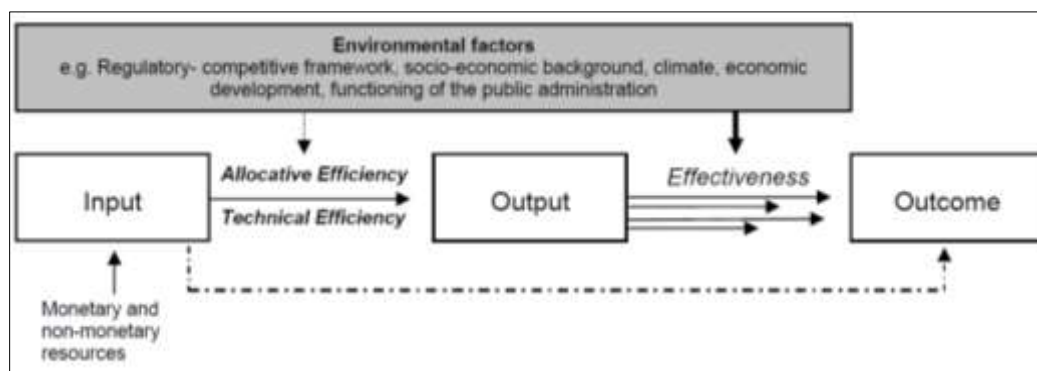


Figure 1. Conceptual Framework of Efficiency and Effectiveness

Based on the picture above (Mandl et al., 2008) outline the Conceptual framework of efficiency and effectiveness as follows. "Effectiveness relates the input or the output to the final objectives to be achieved, i.e. the outcome, and shows the success of the resources used in achieving the objectives set" (p.5). From this understanding, effectiveness describes the relationship between input, output and the objectives to be achieved, namely the outcome and the success of using available resources in achieving predetermined targets.

The effectiveness of unemployment prevention programs can be measured through targeting accuracy, program socialization, respondents' knowledge of program objectives, and program monitoring by officers (Wayan Budiani, 2007). The effectiveness of the pre-employment card program cannot be judged only by the goals and realizations implemented. However, it is also necessary to ascertain whether recipients have the compulsion to obtain the pre-employment card program so that the benefits of this program can benefit individuals, family, friends, and other people (Predianto & Khoirurrosyidin, 2020). Examining the elements of the input and output variables to achieve the desired outcome is an attempt to measure the effectiveness of the pre-employment card.

## Method

The method used in this research is the descriptive qualitative research method. Qualitative research produces descriptive data in the form of written or spoken words from people and observed behavior (Forman et al., 2008). Primary data was taken through interviews with beneficiaries of the pre-employment card program who were determined purposively from the population of beneficiaries of the pre-employment card program in Puluhan Tengah Village, Pati Regency. In addition to primary data, this research also conducts literature studies using digital repositories. It can strengthen the analysis of results and improve the quality of research in the field of state finance (Akhmadi, 2017).

In data processing, this study uses the ATLAS application, which helps organize, code, and analyze research data more efficiently and structured manner (Afriansyah, 2016). This application can read data in various forms, such as video data, audio, images and written data, such as interview transcripts. That way, the ATLAS can help organize the raw data and provide coding for each categorized data.

This research uses case studies on recipients of the pre-employment card program in Puluhan Tengah village regarding the process of channeling and disbursing funds and the effectiveness of the pre-employment card program in increasing the productivity of pre-employment card recipients in Puluhan Tengah village in 2020. The case study approach is one of the techniques in the qualitative method. Collect, coordinate, and analyze data related to a particular case related to the issues of concern in this study. Then the data is compared with one another and still adheres to holistic and contextual principles (Bhaskara, 2017). Case

studies focus on an in-depth descriptive analysis of one or several cases (Meyer, 2016).

## Results

The mechanism for distributing pre-employment cards in 2020 will be carried out in stages in 11 batches. The first stage that the community must follow is the registration stage, with the condition that they are Indonesian citizens who are at least 18 years old and not currently attending formal education. Pre-employment cards are not given to state officials, leaders and members of the DPR, ASN, TNI/POLRI, village heads and village apparatus, directors, commissioners and supervisory boards in BUMN or BUMD. The data needed in the pre-employment card registration process includes: full name, Family Identification Number, date of birth, Family Card number, e-mail, active telephone number, domicile address, last education, work status, and desired training.

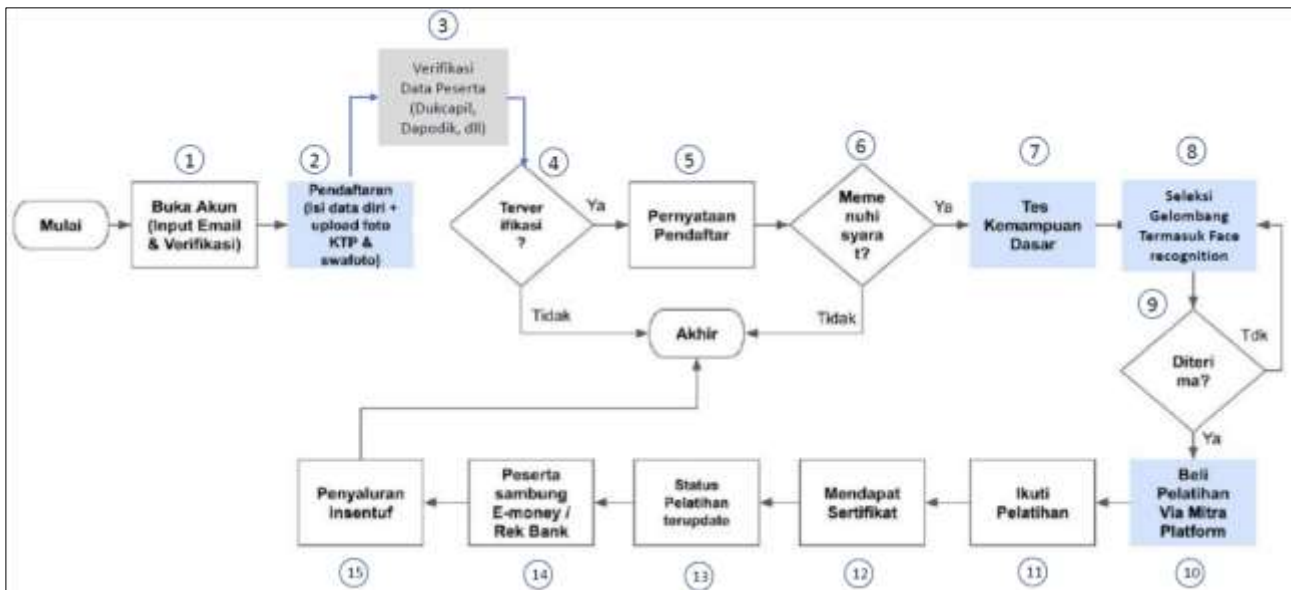


Figure 2. The mechanism for Distribution of the Pre-Employment Card Program

After registering, prospective pre-employment card recipients are selected by the implementing management. The selection is carried out by synchronizing data between data at registration and population data, ASN staffing data, Polri/TNI membership data, primary education data and higher education databases, and social assistance membership data. After being declared to have passed the selection, the prospective pre-employment card recipient will take a basic knowledge and motivation test. Applicants who are declared to have passed the basic knowledge and motivation tests will then be designated as recipients of the pre-employment card and receive a pre-employment card in digital form, which can then be used to select the desired training.

Providing financial assistance to participate in training programs and providing post-training incentives are provided in non-cash form. Social assistance payments to beneficiaries are made by transfer to an account or using electronic money. Some of the advantages of non-cash payments include speeding up the distribution process to beneficiaries and reducing the physical circulation of money to prevent damage, theft, embezzlement and potential acts of corruption. This non-cash payment system is considered more efficient because of its ability to create minimal costs to benefit from a transaction activity (Akhmadi, 2017). The advantages of non-cash distribution are in the accuracy of targeting, and there is no need to queue to get assistance, but the weakness is following bank procedures, including a minimum account balance limit (Subhan et al., 2022).

Table 1. Number of Pre-Employment Card Registrants in 2020

Registry	E-mail Verified	Verified Identified Card	Verified Phone	Receivers
43.87	28.16	19.53	19.41	5.98

Notes: Numbers in millions. This data was retrieved from the 2020 Pre-Employment Card Program Management Report

Based on the table above, it can be seen that during 2020 the number of people interested in taking part in the pre-employment card program was vast, namely 43.87 million people registered on the pre-employment card site. Then the e-mail, NIK & KK, and telephone number verification stages were carried out with the number of participants accepted in the pre-employment card program or SK recipients at that time only 5.98 million people.

Table 2. Use of Pre-Employment Card Recipient Informant Training Balances in Puluhan Tengah Village

Receivers	Training Balance	Training Buy	Remaining Balance
Receiver 1	1,000,000	275,000	725,000
Receiver 2	1,000,000	215,000	785,000
Receiver 3	1,000,000	215,000	785,000
Receiver 4	1,000,000	215,000	785,000
Receiver 5	1,000,000	1,000,000	-
		384,000	616,000

Based on Table 2, the training fee balance given to each pre-employment card recipient is Rp. 1,000,000.00. Meanwhile, the average pre-employment card recipient informant in Puluhan Tengah village only used a training balance of Rp. 384,000.00, and each beneficiary only buy one course on average. Only 1 in 5 users spends training assistance balance. It is deplorable considering that the average remaining training balance that is unused and left unemployed is more than 50%, which is Rp. 616,000.00. Even with the remaining training balance, participants can still use it to buy one to two more trainings according to business needs or improve the skills they are interested.

Pre-employment card recipients can follow many training options in Puluhan Tengah village. The training can also be adjusted to the potential development of the village. Among the pieces of training that can be selected are related to the development of the agricultural sector, such as the training "Smart Farming: Increase your productivity!" by the Pintaria platform, livestock development, and crafts related to processing the used goods. Recipients can also choose training starting from the production stage process, processing technology, and marketing techniques related to the products that will be produced later. With this training, it is hoped that the community can increase the quality and quantity of production in the potential sectors owned by the community in Puluhan Tengah village.

Several pre-employment card recipients in Puluhan Tengah village also admitted that incentive money was their primary goal for participating in this pre-employment card program. It resulted in the training facilities provided being less desirable and ineffective. So that the main objectives of providing training, namely developing skills, work competence or entrepreneurship, and increasing productivity in the context of tackling unemployment during the Covid-19 pandemic, were not achieved.

Table 3. The Type of Training Selected by the Informant

Receivers	Selected type of training	Platform
Receiver 1	Cloth mask-making training	Tokopedia
Receiver 2	Cloth mask-making training	Tokopedia
Receiver 3	Cloth mask-making training	Tokopedia
Receiver 4	Mandarin training for beginners	Skill Akademi
Receiver 5	Online buying and selling training	Tokopedia

Based on the data description above, as many as 3 out of 5 informants who received pre-employment cards in Puluhan Tengah village bought the same training program, namely making masks from cloth. While recipients 4 and 5 chose other training, namely Mandarin language and business training for beginners and online buying and selling training. All purchases of this training were made through the online platforms Tokopedia and Skill Academy.

Regarding the implementation of the training results, it shows that after the training is completed, not all beneficiaries of the pre-employment assistance program have plans to implement the research they have followed. It can be seen from interviews with informants that recipients 1, 2, and 3 do not own or start a mask-making business. Meanwhile, 4 out of 5 pre-employment card recipients who have participated in the training do not plan to attach the training certificates they received from the training programs they participated.

### The Effectiveness of Using Incentives in the Pre-Employment Card Program

Incentives are additional benefits in the form of money for pre-employment card recipients with a particular nominal value. The incentive itself follows Presidential Regulation No. 36 of 2020, given to pre-employment card recipients to reduce the costs of finding work and living expenses as well as evaluating the effectiveness of the pre-employment card program. The incentive money received by pre-employment card recipients is Rp. 600,000.00 is distributed four times each month after completing the initial training and survey filling incentives of Rp. 150,000 for three surveys.

Most of the pre-employment card recipient informants in Puluhan Tengah village used the pre-employment card program incentives for business capital, buying daily necessities, food, internet credit, and transportation. Providing incentive money is a strategic step for the government to respond to the impact of the Covid-19 pandemic to reduce poverty, achieve social welfare and minimize social inequality. With this incentive, pre-employment card recipients in Puluhan Tengah village find it very helpful in fulfilling their daily needs and helping their families, especially during the Covid-19 pandemic with all its limitations.

Table 4. Use of Informant Incentive Money

Receivers	Incentive Used
Receiver 1	Business capital and daily needs
Receiver 2	Groceries and internet pulses
Receiver 3	Business capital, food ingredients, and internet pulses
Receiver 4	Venture capital
Receiver 5	Business capital and transportation



## **Obstacles in Implementing the Pre-Employment Card Program in Puluhan Tengah Village Training Certificate Issuance Time**

One of the obstacles pre-employment card recipients face in Puluhan Tengah village is the issuance of old training certificates from training institutions. In implementing the pre-employment card program, issuing training certificates is one of the conditions for disbursing incentives. The impact of length of time it took for the issuance of training certificates resulted in the late disbursement of incentive money. Even though this incentive is needed by the participants of the pre-employment card program to start a business or attach it to a job application attachment, this condition reduces the motivation of the pre-employment card program participants to take advantage of incentives for business; pragmatically, these incentives are used to meet daily needs.

## **The Difficulty of Finding a Job and Starting a New Business During the Covid-19 Pandemic**

The Covid-19 pandemic has caused many companies to experience a decrease in production and reduced job opportunities (Ningsih & Abdullah, 2021). It happened in Puluhan Tengah Village, where most of the population economically has a livelihood in the agricultural sector. The interviews showed that the training chosen by the informants had nothing to do with the agricultural sector. So, the business ecosystem in Puluhan Tengah Village does not support the implementation of the training results. It causes difficulties in starting a new business or finding a job.

In developing new businesses, some people have almost the same obstacles, namely decreased income caused by decreased sales or muted consumer demand. The difficulty of finding a job and creating a new business during the Covid-19 pandemic can be likened to a lake with few fish (jobs or consumer demand) in which the government has given pre-employment card recipients hooks and bait (pre-employment cards) but to get the fish they have to compete with a vast number of competitors (workforce) (Consuello, 2020).

Of course, so that the pre-employment card training program can run effectively, it can be done with two alternatives, namely:

1. Participants in the pre-employment card training attended training with the theme of the agricultural sector. It will positively impact the participants' knowledge, especially in the processing and marketing agricultural products. It is necessary to ensure that training content related to the processing and marketing agricultural products is available.
2. Pre-employment card training participants continue to take part in training on the theme of the non-agricultural industry sector, which can be implemented in home industries. So that the results of the training can be implemented on a micro basis via the development of household businesses. Even so, the participants in the pre-employment card program are still accompanied by the small business office so that the development of these new businesses can run well

According to the Big Indonesian Dictionary (KBBI) *Pencaloan* comes from the primary word 'broker,' which means a person who becomes an intermediary or provides services to arrange something with the motive of reward in the form of goods or money. In implementing the pre-employment card program in Puluhan Tengah village, brokering was also not spared.

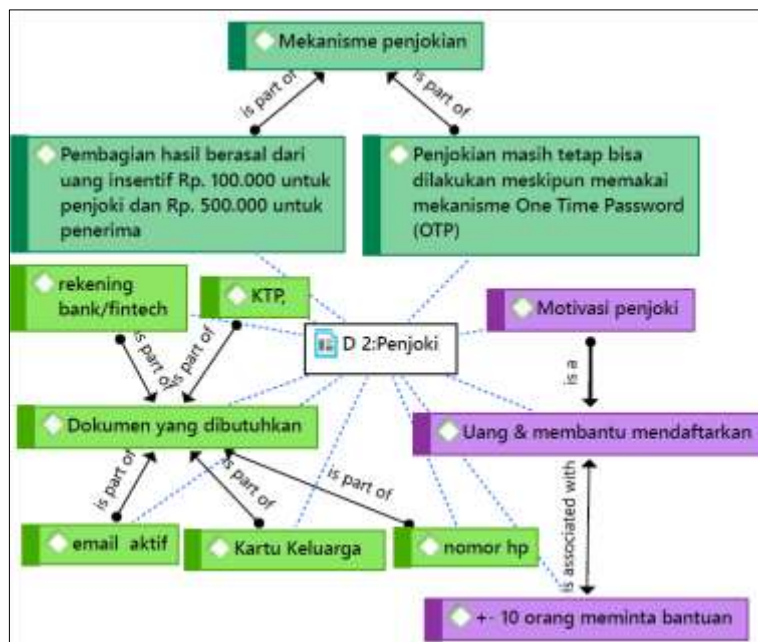


Figure 3. Network Knowledge of Pre-Employment Card Brokerage in Puluhan Tengah Village

Based on Figure 3, the bidding process starts with a request for help from people interested in taking part in the pre-employment card program. Next, brokers or jockeys ask prospective applicants to submit the documents needed in the pre-employment card registration, including ID cards, family cards, active telephone numbers, active e-mails and bank or fintech account numbers. If the prospective applicant does not have an e-mail address, the intermediary broker will create an e-mail based on the personal information that has been previously submitted. The following process is registration by brokers.

Even though there is an OTP (One Time Password) mechanism in the pre-employment card registration process to strengthen the security system, brokering activities can still be carried out. In the registration process, brokers also do not guarantee 100% that those who ask for assistance will qualify to become beneficiaries of pre-employment cards. However, if registered people qualify and become beneficiaries of the pre-employment card, the brokers will choose the training to attend, and some will leave it to the recipients to choose their training. Then the profit sharing mechanism for profits will be carried out in the proportion of Rp. 100,000.00 for scalpers and Rp. 500,000.00 recipients from a job-seeking fee incentive of Rp. 600,000.00, which was distributed four times.

The brokering activity is an action that often occurs, and is a form of moral hazard behavior in implementing good government policies. This moral hazard behavior can also be associated with dishonest actions or behavior related to implementing the pre-employment card program, which can increase the possibility of loss. The disadvantages arising from self-brokering activities include making implementing the pre-employment card program ineffective and inefficient.

Brokering is inseparable from money-oriented motivation from brokers and pre-employment card recipients in Puluhan Tengah village. It has resulted in the community being unable to get the maximum benefit from the pre-employment card program, even more so at the training costs provided. Purchasing training through brokering is also only a formality. So on a large scale, brokering activities can lead to inefficiencies in the government spending budget through this pre-employment card program.

In overcoming the moral hazard related to this brokering activity, the management of

the pre-employment card program implementers has protected the community in implementing the pre-employment card program. Some of the things done include providing education related to the pre-employment card program's implementation and an understanding that the community can independently take part in this pre-employment card program without the help of any party. Additionally, improvements to the security system, which previously used OTP (One Time Password) to minimize brokering actions, can also be added with additional data verification using fingerprints or eye lenses. However, a review is still needed regarding the technical implementation.

Table 5. Background of Pre-Employment Card Recipients in Puluhan Tengah Village

Receivers	Age	Education
Receiver 1	24	Bachelor
Receiver 2	19	Senior High School
Receiver 3	21	Senior High School
Receiver 4	20	Senior High School
Receiver 5	23	Bachelor

However, building public awareness to want to grow and develop is once again prioritized in implementing the pre-employment card program in the future. Based on the data in the table above, the average beneficiary of the pre-employment card program in Puluhan Tengah village is of a productive age for working and developing skills. The educational background of the recipients was also high; two were undergraduate graduates, and the rest had just graduated from high school. It would be a shame if this pre-employment card program could not be utilized optimally, considering that this program is only given once in a lifetime. Therefore, this pre-employment card must be optimized, especially for those still at a productive age for work, so that the benefits of this pre-employment card program can indeed prosper the Indonesian people and encourage the nation's economy to grow again.

## Conclusion

This study concluded that the pre-employment card program during the Covid-19 pandemic turned into semi-social assistance and is one of the social protection programs in carrying out additional tasks to maintain people's purchasing power, which is presented in the form of training (human capital) and capital incentives. In general, implementing the pre-employment card in Puluhan Tengah Village, Pati Regency, is still ineffective in increasing participants' productivity. The training program has not been optimal because of the low interest of the participants. Additionally, the training participants do not plan to implement the results of their training in developing their business or attaching training certificates to find a job. As a result, the main objectives of providing pre-employment training, namely developing skills, work competence or entrepreneurship, and increasing productivity, are not achieved.

On the other hand, there is a tendency that the participants' motivation in participating in the pre-employment card program is to get financial incentives compared to the training results. Several previous studies have shown that training that places more emphasis on theory than practice triggers low-quality training so that the participants' motivation is more pragmatic than things that are more long-term in nature.

Some of the problems encountered in increasing productivity after participating in the pre-employment card program in Puluhan Tengah Village, Pati Regency, include the length of time to issue training certificates from training providers, the difficulty in finding work and developing new businesses during the Covid-19 pandemic, and the potential for brokering greetings on the implementation of the pre-employment card program. Specifically related to

brokering, the party responsible for implementing the pre-employment card program is expected to provide education to the public on their own to be able to take part in this pre-employment card program without the assistance of any party. In addition, the program manager has improved the pre-employment card application security system by adding additional data verification using fingerprints and eye lenses to anticipate brokers.

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