Dynamic Governance in an Effort to Reduce Unemployment Rate in Karawang Regency 2019-2023

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Abstract: This research is motivated by the problems occurring in Karawang Regency, namely the increasing unemployment rate due to the high Regency/City Minimum Wage (UMK), the shift in investment from labor-intensive to capital-intensive, the Covid-19 pandemic, inadequate labor absorption, and competition between indigenous communities. Karawang Regency and immigrants. Dynamic Governance of the Karawang Regency Government is something that can be seen to determine the ability of the Karawang Regency Government to deal with the dynamics that occur in the unemployment problem. The aim of this research is to determine the dynamic governance of the Karawang Regency Government in reducing unemployment in 2019-2023. In this research, the author used descriptive qualitative methods. Data collection was carried out by interviews, observation and documentation. Determination of informants was determined using purposive techniques. The research results show that the Karawang Regency Government's dynamic governance in reducing unemployment can be seen from three aspects of dynamic governance. These three aspects are culture with elements of markets, namely a fair market, long term, namely long-term plans, relevance, namely policies that are in accordance with wishes, growth, namely growth, and stability, namely stability. The second aspect of capabilities with a thinking ahead element is thinking ahead about problems that occur, thinking again, namely carrying out a review or rethinking existing policies and programs, and thinking across, namely thinking across boundaries by adopting various methods from existing references. Lastly, the change aspect is the result of the culture aspect and the capability aspect. In this case, the Karawang Regency Government has implemented dynamic governance by reducing the unemployment rate with various programs and policies in Karawang Regency, which in 2019-2022 experienced fluctuations. Based on the research results, it can be concluded that the Karawang Regency Government's handling of reducing unemployment has produced positive results. So that adaptive policies can be created. The researcher's suggestion is that the Karawang Regency Government can collaborate with the surrounding Regional Government to discuss the problem of unemployment so that relationships can be established and create programs that can be worked on together or new policies. The government must also know its duties as the executor of existing policies. Don't forget to maintain consistency in carrying out tasks, principals and functions.

INTRODUCTION

One of the problems faced by the government is unemployment. Unemployment is an important issue for the government, either the central government or the local government. There are two adverse effects of unemployment on the country. First, it affects the country's economy if the unemployment rate in a country is relatively high. Second, the impact of unemployment on the individuals and communities who experience it. Unemployment can eliminate livelihoods, eliminate skills, and cause socio-political instability (Muhdar, 2015). In society, unemployment is a person who does not work at all, is looking for work, works less than two days a week, or someone who is trying to get a decent job (Gregory, 2018).

The number of labor force in Karawang Regency in 2019 decreased when compared to 2018 from 1,128,724 people to 1,121,195 people, while the number of job seekers placed increased where in 2019 it reached 36,380, as listed in the table below:

Table 1. Karawang Regency Employment Data 2017-2020

Indicator	Year			
	2017	2018	2019	2020
Number of Labor Force (Psyche)	1.117.545	1.128.724	1.121.195	1.162.633
Open Unemployment Rate (%)	9,55	9,05	9,61	11,52
Placed Job Seekers (Person)	29.440	31.125	36.380	36.380

Source: Karawang Regency Medium-Term Development Plan (RPJMD) 2021-2026

There is also data regarding employment in Karawang Regency in 2021-2022, namely:

**Table 2. Karawang Regency Employment Data 2020-2022**

Characteristics	Year		
	2020	2021	2022
Open Unemployment Rate	11,52	11,83	9,87
Male	11,39	11,62	10,65
Female	11,78	12,25	8,33

Source: Karawang Regency Central Bureau of Statistics (BPS)

In the table, it can be seen that the open unemployment rate in 2018 decreased by 0.5% from 2017, but in 2020 it experienced a significant increase by reaching a figure above one digit, namely 11.52%. This is due to the Covid-19 pandemic so that there are rampant layoffs of labor-intensive industrial employees and employees who are laid off during the pandemic. The Karawang Regency Government can reduce the unemployment rate in 2017-2018, but for 2019-2020 the unemployment rate jumped to the highest figure of 11.83%, then for 2020-2022 there were fluctuations in the unemployment rate.

This research deals with the concept of Dynamic Governance (Neo & Chen, 2007). Dynamic governance is the ability of a government to continuously adjust its public policies and programs, and change the way they are formulated and implemented, so that the long-term interests of the nation can be achieved. Dynamic governance is essential for sustainable economic and social development in an uncertain and fast-changing environment, and in an increasingly demanding and sophisticated society where people are better educated and more exposed to globalization.

The concept of Dynamic Governance focuses on the aspects of capability and culture. Capability and culture will move resources towards adaptive policy changes. The following is a model of Dynamic Governance:
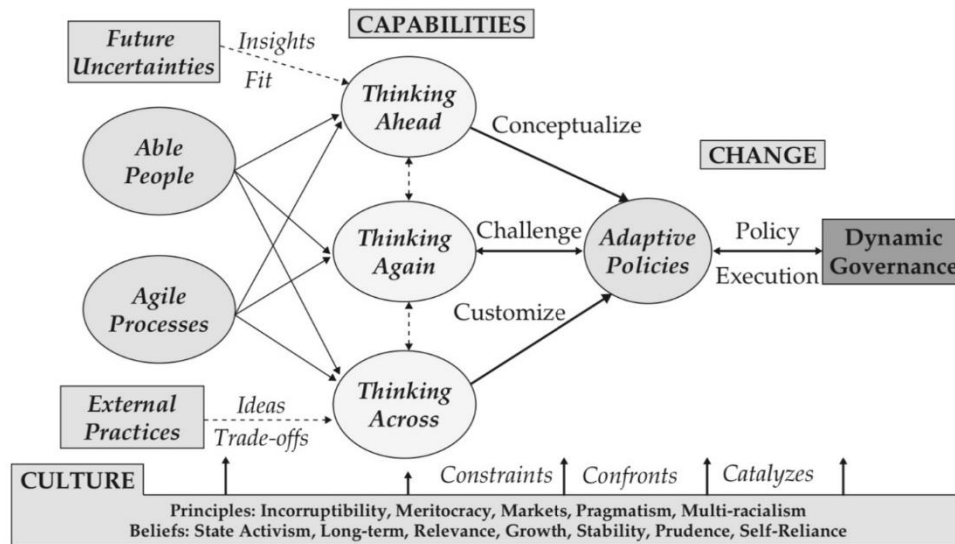
Source: (Neo & Chen, 2007)
Picture 1. Model Dynamic Governance

Adaptive policies will produce a number of innovations in governance, and become an important instrument in the process of dynamizing change. Achieving adaptive policies requires dynamic capabilities, which include the ability to think ahead, think again and think across. Thinking ahead shows the capacity to think in formulating future conditions that may have an impact on domestic conditions. Thinking again will reflect the ability and openness to reflect on previous policies, then evaluated and refined to maximize the achievement of goals. Meanwhile, thinking across is the ability and open-mindedness in learning the experiences, ideas and concepts of other actors. Thinking across seeks to absorb learning from other countries or actors and then readjust it to domestic conditions (Kasim, 2015).

Culture has several elements, namely integrity, incorruptibility, meritocracy, markets, pragmatism, and multi-racialism. In addition, there are other elements, namely state activism (state activity), long term (long-term plans and goals), relevance (policies in accordance with the will of the people), growth (growth), stability (stability), prudence (wise), and self-reliance (independent) (Neo & Chen, 2007).

In terms of capability, there are three elements of capability in dynamic governance. First, thinking ahead is the ability to identify environmental factors affecting the implementation of future development, understand their impact on the socio-economy of the community, identify investment options that allow the community to take advantage of new opportunities and avoid potential threats that can hinder the progress of society. This forward thinking will encourage government institutions to assess and review current policies and strategies, update targets and objectives, and draft new policies to prepare for the future.

Second, thinking again (thinking back/reviewing) is the ability to review various policies, strategies, and programs in progress. Whether the results achieved by policies, strategies and programs have met the expectations of many parties or need to be redesigned to get better quality results. Conducting reviews starting from the conditions faced now until the enactment of policies, strategies and programs, by comparing what is achieved with what is desired. The review is carried out on things that have happened, including the use of data, new information, predetermined measures/standards, legacy problems from a policy or program, and feedback received. The review is intended to look at the feasibility and suitability of current policies, strategies, and programs with current and future conditions.

Third, thinking across borders is the ability to adopt other thoughts, opinions, ideas outside the mindset that has traditionally been attached and become the basis for doing something. By learning from the experiences and thoughts of others in managing a country or government, fresh ideas and thoughts will be obtained in making innovations for improving policies, strategies, and programs for improving the welfare of the community. Thinking across can also be said as a way of benchmarking to best practices from other countries or governments. Learning from others is not just a technical operation, but more important than that is about why others can solve the same problem in a different way, how they design a policy or program according to the characteristics of local community progress, and others that are innovative and creative.

Change according to (Neo & Chen, 2007) is a basis for the concept of dynamic governance. That is because in order to adjust a way taken by the government to move the wheels of governance with the dynamics or changes in the environment, various changes are needed. These changes can be in the form of an aspect, a plan, or its implementation. In this case, change is the resultant of capabilities supported by culture to be a consequence of the dynamics of governance that continues to be carried out on the culture that affects dynamic capabilities.

Dynamic Governance according to (Neo & Chen, 2007) has 3 (three) aspects that must be fulfilled. The first aspect is culture, which includes markets (market-oriented in an equitable manner), long-term (long-term plans and goals), growth, and stability. Based on the discussion of unemployment issues in Karawang Regency, if it is related to the concept of dynamic governance proposed by (Neo & Chen, 2007) in the cultural aspect, there are several problems that can be related to the principles in the cultural aspect.

First, the market principle is oriented towards the market in an equitable manner. Job seekers in Karawang Regency must compete with workers from outside the Karawang Regency area. Competition also occurs not only with humans, but with the transition from labor-intensive to capital-intensive, the people of Karawang Regency are also now competing with robots.

Secondly, in the long-term principle, namely long-term plans and goals, the Karawang Regency Government has long-term plans and goals (long term) that have been included in the vision in the 2021-2026 Regional Medium-Term Development Plan (RPJMD), namely "Realizing Karawang Independent, Dignified, and Prosperous" with a mission related to the issue of reducing unemployment, namely "The Realization of Quality and Competitive Human Resources". What needs to be questioned is whether this goal is in accordance with what is needed by the people of Karawang Regency or not.

Third, in the principle of relevance, namely policies that are in accordance with the will of the community, considering that companies in Karawang Regency are starting to switch to being capital intensive, in addition to the heavy competition of Karawang Regency communities with robots and job seekers from outside the Karawang Regency area, companies as private parties will review recruiting workers given the high Regency / City Minimum Wage (UMK) in Karawang Regency.

Fourth, in the principle of growth, the policy regarding the increase in the Regency/ City Minimum Wage (UMK) in Karawang Regency from year to year increases according to Figure 1.4. The increase in the Regency / City Minimum Wage (UMK) makes a burden on companies so that, as previously explained, layoffs occur in Karawang, which results in an increase in the unemployment rate in Karawang Regency.

Fifth, in the principle of stability, the number of companies in Karawang Regency in 2018 was 1,752 companies, but in 2022 it decreased where only 900 companies remained in Karawang Regency. This occurred due to a reduction in the company's workforce, one of which was caused by an increase in the Regency / City Minimum Wage (UMK) in Karawang Regency, causing layoffs of thousands of workers in the largest Industrial Estate

in Karawang Regency. This can also be seen by the fluctuations in the unemployment rate through the data presented in table 1.

The second aspect proposed (Neo & Chen, 2007) is capabilities or capabilities that have three characteristics, namely thinking ahead, thinking again, and thinking across borders. The three characteristics previously described must of course be supported by able people and must be done with a good or correct process (agile process). Based on the above, researchers can relate issues regarding the unemployment rate in Karawang Regency, including the following:

First, in terms of thinking ahead, the Karawang Regency Government in an effort to reduce the unemployment rate is considered not effective enough in accordance with the situation and conditions that occur with existing programs such as workforce planning programs, work training programs and workforce productivity, workforce placement programs, and industrial relations programs.

Secondly, in terms of thinking again, there has been no evaluation of various pre-existing policies such as vocational training centers, labor market information systems, training and work handling in companies, development of labor regulations, improvement and expansion of employment, training and apprenticeship of workers in the workforce Companies, and other programs that already exist but have not seen the development and evaluation results until now.

Third, in terms of thinking across or thinking across borders, Karawang Regency has not seen any programs or policies adopted from outside the Karawang Regency area, be it abroad, provinces, regencies/cities or other regions that have succeeded in reducing the unemployment rate with their programs or policies, resulting in a lack of new innovations in programs or policies in dealing with situations that occur in unemployment problems.

Based on these three characteristics, it has not been seen that the role of the government has the ability (able people) and implement with a good and correct process (agile process) in reducing the unemployment rate in Karawang Regency, especially in 2019-2023.

The third aspect proposed by (Neo & Chen, 2007) is change. Change is the resultant of the capabilities aspect supported by culture. Based on what has been described previously, the Karawang Regency Government has not implemented the capabilities aspect as well as culture, so that a change has not been achieved, the output of which is an adaptive policy in dealing with unemployment problems.

Based on the concept of dynamic governance and the unemployment issue that occurs, researchers are interested in examining the concept of dynamic governance, then linking it to the unemployment issue that occurred in Karawang Regency in 2019-2023. The use of the dynamic governance concept is interesting because readers can find out what dynamics occur in government, especially regarding unemployment issues in Karawang Regency. Therefore, researchers will discuss the efforts and plans made by the government in dealing with various existing dynamics, one of which is in dealing with the issue of unemployment in Karawang Regency in 2019-2023.

Based on the explanation above, researchers put forward several previous studies that serve as references and become the state of the art. The following are previous studies that can be the state of the art in this study, including the following:

First, unemployment in Indonesia is one of the things that must be reduced and create jobs in order to accelerate and increase the country's economic growth. Some of the unemployment problems in Indonesia include the absorption of labor that is not in accordance with industry needs, the lack of industrial relations between each related actor, and the lack of protection and supervision of labor in Indonesia (Suhandi, Wiguna, & Quraysin, 2021).

Second, industrial growth in Karawang Regency is one of the attractions for migrants to look for work in Karawang Regency. Not only that, the increase in the population entering working age has increased the number of unemployed people in Karawang Regency. In this study, the investment given to industries in Karawang Regency did not have a significant effect on reducing the open unemployment rate in Karawang Regency (Rahmawati & Nurwati, 2021).

Third, the trust and commitment between actors in the implementation of national apprenticeship in Karawang Regency is considered weak, which has an impact on rejection from trade union elements. The rejection is because apprenticeship is a medium for the exploitation of cheap labor and has many loopholes for violation of commitments in its implementation. Not only that, it can also lead to actors who can reap their own benefits (Prastio, Suwaryo, & Yuningsih, 2019).

The difference between the research that will be conducted by researchers compared to previous studies is that researchers will discuss the dynamic governance that occurred in Karawang Regency in 2019-2023 in an effort to reduce unemployment. The theoretical study used by researchers to discuss the dynamics that occur is the concept of dynamic governance proposed by (Neo & Chen, 2007). The content of this research will certainly describe the dynamics that occur in overcoming unemployment by the Karawang Regency Government in 2019-2023.

METHOD

The method used is descriptive qualitative method. Qualitative research begins with assumptions and the use of interpretive / theoretical frameworks that shape or influence the study of research problems related to the meanings imposed by individuals or groups on a social or human problem. (Creswell, 2013).

Based on the type of qualitative data, there are 4 (four) ways to collect data including interviews, observation, and documentation (Creswell, 2013). Determination of informants is determined by purposive technique (Sugiyono, 2013). The validation technique used is source triangulation. Source triangulation aims to test the credibility of data by checking data that has been obtained based on several sources. (Sugiyono, 2013). In analyzing the data, the techniques used are data reduction, data presentation, and data verification (Sugiyono, 2013).

RESULTS AND DISCUSSION

In the markets element, the Karawang Regency Government has demonstrated an understanding that a healthy job market is an important key to economic growth and unemployment reduction. This market development-oriented government initiative is reflected through various services and policies that focus on building an adaptive and innovative work ecosystem. In order to delve deeper into the dynamics of the labor market in Karawang Regency and how government policies contribute to economic growth and unemployment reduction, the findings of this study highlight the crucial role of culture in policy formation and implementation. The study reveals how government initiatives, grounded in a deep understanding of cultural values, create an adaptive and innovative work ecosystem, demonstrating a responsive and sustainable approach to labor market development.

The Karawang Regency Government also has a Regional Regulation No. 1/2011 on Employment that favors the Karawang Regency community because it requires 60% absorption while only 40% for immigrants. This regulation, if considered unilaterally, only benefits the people of Karawang Regency but ignores the immigrants who come, so this regulation was canceled due to contradictions with existing regulations because it was seen as discriminating and committing injustice. In addition, the policies and programs taken certainly come from the wishes of the community according to the conditions that occurred at

that time. Here, the Karawang Regency Government needs to understand that the government is positioned as an executor, not just a facilitator.

In the long term element, the Karawang Regency Government has long-term activities such as the existence of the Karawang Regency Medium-Term Development Plan (RPJMD) 2021-2026. This is certainly in accordance with the problems that occur in Karawang Regency, one of which is in reducing the increasing unemployment rate. The 2021-2026 Regional Medium-Term Development Plan (RPJMD) of Karawang Regency creates programs targeted at the people of Karawang Regency with the aim of reducing unemployment.

The long-term strategy implemented by the local government focuses on sustainable development, taking into account not only current economic growth but also future social and ecological well-being. In an exploration of the long-term strategy implemented by the Karawang Regency government, this research reveals how the vision of sustainable development is at the center of the government's initiatives. The strategy not only targets short-term economic growth but also ensures social welfare and environmental sustainability for future generations. This approach reflects a deep understanding of the government's responsibility in ensuring a better quality of life for its citizens, in line with the principles of sustainable development.

In the relevance element, it demonstrates the importance of visionary leadership and the ability to respond quickly and effectively to global and local dynamics. Through collaboration between the government, private sector, and the community, Karawang seeks to not only address current challenges but also set up a strong foundation for future growth and prosperity. The policies that have been implemented and continue to be developed are a reflection of Karawang's commitment to inclusive and sustainable development, capable of deftly responding to demographic changes, industry trends, and labor market shifts.

In the growth element, the Karawang Regency Government has implemented a series of strategic policies that focus on creating employment opportunities as well as the creation of new jobs development and support of small and medium-sized enterprises (SMEs). This initiative aims to make SMEs the engine of local economic growth, while ensuring a more equitable distribution of economic benefits across society.

The stability element demonstrates a deep understanding of the importance of creating an ecosystem conducive to growth and adaptation. Through policies that support innovation, intersectoral collaboration, and infrastructure upgrades, Karawang seeks to ensure that its economy is not only stable but also resilient and able to respond quickly to future challenges and opportunities. These measures reflect the local government's long-term vision of building a strong foundation for inclusive and sustainable economic growth.

In the thinking ahead element, the orientation of the people of Karawang Regency is towards working in companies or factories. The problem faced is that the absorption of labor is not optimal. Therefore, the Karawang Regency Government provides a solution by providing training to support working in companies, so that the existing workforce can be absorbed. The training can also be started from middle school.

In the thinking again element, the Karawang Regency Government tries to review existing policies and programs such as the Karawang Regency Regional Regulation No. 1 of 2011 concerning Employment regarding the minimum and maximum limits for 60%-40% for Karawang Regency People and immigrants who come to Karawang Regency. This is still being championed by the Karawang Regency People's Representative Council (DPRD) despite its contradiction with higher regulations. The Karawang Regency Government is also reviewing the programs in the 2021-2026 Regional Medium-Term Development Plan (RPJMD) of Karawang Regency such as training programs for the community and also focusing on Small and Medium Industries (SMI).

In the thinking across element, the Karawang Regency Government provides openness to the public to provide criticism and suggestions so that they can help solutions to reduce unemployment in Karawang Regency. Not only that, the Karawang Regency Government also involves cooperation in the field of research and innovation by involving academics, students, the business world, community groups, and the media. The government also cooperates with the Karawang Indonesian Employers Association (APINDO) in this regard. However, there has been no further action such as comparative studies with other organizations or agencies.

The expected changes in the future are expected to be adaptive policies. Adaptive policies must also be able to withstand the times. The changes that will be brought by the Karawang Regency Government based on the research results include the following.

First, with the development of Small and Medium Industries (SMEs). This is due to the high wages that companies must pay to employees given the high Regency/City Minimum Wage (UMK). The government and other parties such as the Indonesian Employers Association (APINDO) provide assistance such as training for the development of Small and Medium Industries (SMI) in Karawang Regency and look for who will buy their products or services.

Second, there is a link and match between the world of education and the world of work in both informal and formal jobs. In addition to the existence of internships in companies for debriefing before becoming permanent employees, the Karawang Regency Government in the future seeks to organize a link and match between the world of education and the world of work, so that before students graduate from school they already have the provisions to work either in the informal sector or the formal sector.

Third, there is an increase in the competence of the labor force for the community. One of the problems of unemployment in Karawang Regency is that absorption is not maximized. On this basis, it is necessary to increase the competence of the workforce so that companies can look at the workforce in Kabupaten Karawang because they have qualified abilities and can also compete with job seekers from outside Kabupaten Karawang.

Fourth, strengthening the informal sector. Informal sectors such as being a driver, street vendor, barber, and other jobs need to be one of the focuses of attention. Not only that, strengthening the informal sector is also expected to help the circulation of money in the lower middle class because their income tends to be daily.

Fifth, the development of creative industries. The development of creative industries in Karawang Regency can help reduce the unemployment rate and also hope to improve the name of Karawang Regency with the culture that exists in Karawang Regency.

CONCLUSION

The Karawang Regency Government in reducing unemployment in Karawang Regency has implemented dynamic governance, especially in reducing unemployment. The challenge in dealing with this unemployment problem is how the Karawang Regency Government can empower job seekers and maximize the absorption of labor to companies. In this case, of course, the government cannot be separated from related actors to solve related problems. Not limited to that, the Karawang Regency Government is not optimal in absorbing labor, the high Regency / City Minimum Wage (UMK), the shift in investment from a labor-intensive system to a capital-intensive one, the Covid-19 pandemic, and the intense competition between indigenous people and immigrants are the causes of the increasing unemployment rate in Karawang Regency.

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