

# IMPLEMENTATION OF EMPLOYMENT SOCIAL SECURITY PROGRAM POLICY FOR INFORMAL SECTOR WORKERS IN GORONTALO CITY

Maryam Boku<sup>1)</sup>, Azis Rachman<sup>2)</sup>, and Frista Iin Wahyuni<sup>3)</sup>

<sup>1,2,3)</sup> Postgraduate Program STIA Bina Taruna Gorontalo

E-mail: maryamboku77@yahoo.com

## ABSTRACT

The purpose of this study is to determine the implementation of the Social Security Employment program policies for informal sector workers in the city of Gorontalo and to find out what factors determine the success of the Social Security Program for Informal workers in the city of Gorontalo.

This type of research used in research is a qualitative approach, data collection techniques in research using in-depth interviews, namely in-depth interviews to obtain the necessary data and carried out openly and direct observation on the research object to see empirical data related to the focus under study. Documentation, namely the collection of data in the form of written documents, photographs and pictures and other objects related to the focus of the research.

The results of the research the implementation of the employment social security program policy in the city of Gorontalo has not been running optimally because there are several indicators in the process of increasing the number of participants consisting of planning, implementation and supervision that have not been implemented as expected.

The factors that determine the success of the employment social security program for informal sector workers in the city of Gorontalo are resources, communication, bureaucratic structure, and disposition, all of which must be considered and as far as possible conditioned to support the success of the policy implementation process, so that the objectives can be achieved.

**Keywords:** policy, employment social security, informal sector workers.

## INTRODUCTION

The ongoing implementation of development today opens and expands job opportunities for all elements of society where the workforce plays an important role as the drivers of development.

In supporting the social security program for all Indonesian people, the Gorontalo city government has issued Mayor Regulation No. 13 of 2019 concerning the Employment Social Security Program for Supporting Regional Activities, Government Employees with work agreements and informal workers in the city of Gorontalo. mayor regulations

regarding the program. Employment social security is very important for workers because it is one of the government programs so that both formal and informal workers in the city of Gorontalo receive protection services for the employment social security program towards the realization of a prosperous, just and prosperous Indonesian society.

This mayoral regulation is intended as a guideline and legal basis for the parties in the implementation of the Employment Social Security program for TPKD and PPPK and Informal Workers. This Mayor Regulation aims to realize protection for

## Implementation of Employment Social Security Program Policy for Informal Sector Workers in Gorontalo City

the TPKD, and PPPK and Informal Workers in the city of Gorontalo. sosial sehingga banyak dari those who have not been protected by the social security of their workforce. This is because there are still many informal workers who do not understand the benefits of the workforce social security program. This is because the educational levels of informal workers vary so that a policy formulation is needed that specifically addresses labor issues more broadly, especially regarding social security for employment for informal workers.

Employment Social Security Administrators BP Jamsostek and facilitated by the agency responsible for manpower affairs, especially the Sector of Industrial Relations and Social Security for Gorontalo City. The following is data from the city's Cooperative and SME Manpower Office.

From the existing data at the Gorontalo City Cooperative and Small-Medium Business Workforce Office, in the last three years with the number of formal workers that the participation of informal workers in the Social security program and labor is still minimal, this can be seen in the progress of 2017 data as much as 5.71% , 2018 as much as 5.81% and in 2019 as much as 7.88%. From these data shows that the participation of Informal Workers in the BPJS Employment program is far from expectations.

The low number of informal workers' participation in Gorontalo City causes work risks to informal workers so that it becomes the full responsibility of the workers themselves. On the other hand, Informal Workers who have taken part in the BPJS Ketenagakerjaan Program should a Work Risk occur, the transfer of risks will become the responsibility of the Social Security Administering Body for Employment BPJS Employment. The lack of participation of Informal workers

in Gorontalo City has resulted in many problems experienced by Informal workers themselves because many are still reluctant to register independently in the Social Security program for employment.

Labor protection program provided to workers in the form of money: as a substitute for lack of income when informal workers experience risks that may occur while doing work.

In this study, researchers will look at the implementation of the employment social security program for informal sector workers in the city of Gorontalo.

Based on the phenomena described above, for this reason the researcher wants to conduct a study entitled Implementation of Social Security Program Policy for Employment Social Security for informal sector workers in the city of Gorontalo.

Based on the description in the background described above, the problem identification in this research is:

1. The number of informal workers working in Gorontalo City who have not participated in the social security program,
2. There are a number of informal workers who are at risk but have not registered in the employment social security program,
3. Lack of education on social security programs for informal workers in the city of Gorontalo,
4. Starting from the background and problem identification, the research focus in this study is as follows:
  - a. How is the implementation of the employment social security program policy for informal sector workers in Gorontalo City. Planning, implementation, and supervision?
  - b. What factors determine the success of the implementation of the policy employment social security

program for informal sector workers in Gorontalo City?

Based on the formulation of the problem, the research objectives are as follows:

1. To determine the implementation of employment social security program policies for informal sector workers in Gorontalo City,
2. To find out what factors determine the success of the implementation of the social security program policy for informal sector workers in Gorontalo City.

The benefits of research are as follows:

1. The theoretical benefits, with the writing of this thesis, it is hoped that it can become a study material for students of Administration science, especially in the concentration of Public Administration as well as a reference for Public Administration literature related to labor problems experienced by laborers/workers in obtaining an employment social security protection program.
2. Practical Benefits, in practical terms, the results of this study are expected to provide input, reference and contribution of thoughts on the implementation of the implementation of the Manpower social security program in Gorontalo City. Public administration is a process in which public resources and personnel are organized and coordinated to formulate, implement, and manage and decisions in the public [5].

Administration in a narrow sense is the activity of writing a note noted in every activity and administration, while in a broad sense, the administration is an activity to achieve a previously set goal [4].

Public administration is a process in which public resources and personnel are organized and coordinated to formulate,

implement, and manage and make decisions in public [1].

From some of these understandings it can be understood that public administration is an administration carried out by a group of people in an organization to achieve a set goal [10]. state administration or public administration is a variety of management activities carried out by the government (executive) starting from planning, organizing, implementing, and implementing development programs involving the legislature and judiciary and the community in order to achieve the vision of the government's mission.

From some of these understandings it can be understood that public administration is an administration carried out by a group of people in an organization to achieve a set goal.

### **Public Policy Implementation**

Public Policy is a specific purpose or set of principles or actions taken by a government in a certain period when a crisis occurs [2]. Public Policy is what the government says and does or doesn't do [3].

Public Policy is a policy built by government agencies and officials [8]. Public Policy is a decision, he defines public policy as a series of interconnected decisions taken by a political actor or a group of actors, pleased with the chosen goal and how to achieve it in a situation. Those decisions are in principle still within the limits of the authority of the actor's power [9].

Public Policy is a series of actions that have little to do with the consequences for those concerned than as a decision in their own right [6]. A policy is a decision made by a government agency or organization that is binding on the parties associated with it [7]. Implementation of policy can simply be interpreted as a process of translating regulations into actions. Meanwhile, the success of a policy implementation can be measured or seen

# Implementation of Employment Social Security Program Policy for Informal Sector Workers in Gorontalo City

from the process and the achievement of the final results, namely: whether the goals to be achieved are achieved or not. Measuring the success of a policy implementation can be seen from the process by questioning whether the program implementation is in accordance with what has been determined, namely looking at the action program of individual projects and secondly whether the program objectives are achieved.

Public policy, which is understood to be a policy made by government agencies and political actors aimed at solving public problems, is crucial [10]. State efforts in the implementation of public services is an effort of the state to prosper its people based on the Constitution of 1945 which is the basis of every policy. Public policy is intended to meet all the basic needs of Indonesian society. In order to create a prosperous society, prosperous fair as mandated by the constitution of 1945.

## Location and Time of Research

This research was conducted in Gorontalo City. The location of this research was chosen because it was in accordance with the problems raised, namely the lack of social security for informal workers in Gorontalo City. The research time was from August 2020 to September 2020.

## Focus and Sub Focus of Research

The research focuses are:

1. Implementation of a sub-focus policy social security program of employment for informal sector workers in Kotaz Gorontalo, with the contents of the policy covering the following:
  - a. Planning,
  - b. Implementation,
  - c. Supervision.
2. The implementation of the policy social security program for employment for informal sector workers in Gorontalo City with sub focus:
  - a. Resources,

- b. Communication,
- c. Bureaucratic Structure,
- d. Disposition.

## Primary Data

Primary data for this study are data obtained directly from the object of research and processed by the researcher. The informants in this study were: Head of the Cooperative & SME Manpower Office, Head of the HI & Social Security Division of the Gorontalo City Cooperative & UKM Manpower Office, Head of the branch of BPJS Ketenagakerjaan. Gorontalo Head of Marketing Division of BPJS Ketenagakerjaan, BPJS Ketenagakerjaan employees, Online Grab driver manager's/Gorontalo motorbikes, Gorontalo Gojek managers, online and conventional bentor drivers as people as informal workers who use social security for employment in Gorontalo City.

## Secondary Data

Secondary data for this research comes from related data that comes from previous research data and from agencies related to the variables.

## Data collection technique

Techniques collection of data, both primary and secondary data, are as follows:

1. In-depth interviews are in-depth interviews to obtain the required data and are carried out openly open ended, where researchers ask key respondents about the facts of an event and their opinions about the events that exist,
2. Observation, namely direct observation on the object of research to see empirical data related to the focus under study,
3. Documentation, namely the collection of data in the form of written documents, photos and pictures and objects-Other objects related to the research focus.

## Data Analysis Techniques

Data analysis is the process of systematically searching for and compiling data obtained from interviews, field notes, and other materials, so that they can be easily understood and the findings can be shared with others [11]. Data analysis is done by organizing the data, decomposing it into units, synthesizing it, arranging it into patterns, choosing which ones are important and what will be studied and making conclusions that can be shared with others.

### **Data Validity Testing**

Data testing is carried out by extension of participation, persistence, observation, triangulation and peer checking of data credibility tests or:

1. Participation Extension, The instrument in this study is the researcher himself, researchers in qualitative research play a very important role in data collection. Qualitative research takes a long time to test whether or not the information received is conveyed by distortions originating from the researcher himself or the informant.
2. Persistence of Observation, Accuracy of observation and persistence is meant to find elements and characteristics in very important and relevant situations as well as problems/issues that are being sought
3. Triangulation, The triangulation technique used in this research is the validity of the data, which uses something other than the data. The data is for checking or comparison purposes. There are four types of triangulation in examination techniques by taking advantage of the use, sources, investigator methods, and theories in this study using triangulation techniques and utilizing sources and investigator. The best triangulation techniques will be obtained through different tools and can be achieved by researchers by:

- a. Observation data are compared with interview data,
  - b. What people say in public and in private,
  - c. What are people saying about the research situation with what is said over time,
  - d. The opinion of people who are highly educated, middle school and government certainly will not be the same as people who are not educated, this situation will be compared to get the expected results.
  - e. The results of the interview will be compared with the contents of the relevant documents.
4. By means of peer checking discussions:
    - a. So that researchers can maintain the results of the research conducted,
    - b. In order to obtain the suitability of the data with the actual data to be used in hypothesis testing in a qualitative study, data sources from informants obtained by the researcher are processed to obtain accurate research results.

## **RESEARCH RESULTS**

### **Policy Implementation**

Every policy made has specific aims and objectives for the common good for the government and society, solving existing problems. The success of a policy can be seen from the implementation of the policy. The implementation of the employment social security program for informal sector workers is an implementation of the government program, namely the National Social Security. The implementation of the program can be seen from several indicators, namely:

### **Planning**

The social security program for workers administered by the Manpower Social Security Administration is basically made by the Government in order to provide

## Implementation of Employment Social Security Program Policy for Informal Sector Workers in Gorontalo City

protection for both formal workers and informal workers. This protection is not only protection at work but can also improve the welfare of workers and their families. To support this central government program, the regional government as an extension of the central government issued Regional Regulation no. 1 of 2017 concerning manpower and Mayor Regulation No. 13 of 2019 concerning the employment social security program for TPKD, P3K and informal sector workers in the city of Gorontalo.

The Department of Manpower, Cooperatives and Small and Medium Enterprises (UKM) of Gorontalo City is an agency in charge of manpower which is the leading sector of the implementation of the social security program through the Industrial Relations Sector and Jamsostek plans an employment social security program to become a priority program in the region as the basis for the Regional Planning Agency to plan a social security program for informal workers. in the city of Gorontalo.

This is as the results of interviews with researchers with the Head of Industrial Relations and Social Security for workers explained that: The results of this interview are strengthened by the results of interviews with researchers with the Head of BPJS Ketenagakerjaan Cab. Gorontalo, the city of Gorontalo, stated that: The results of observations by researchers in the field show that although the related agencies have conducted socialization related to this program, there are still many informal workers who have not used the program, yet if you see so many real benefits.

### **Implementation**

In accordance with the social security program that is being followed. However, from the results of interviews conducted by the author to BPJS Ketenagakerjaan, BPJS Ketenagakerjaan stated that many did not participate in the BPJS

Ketenagakerjaan program and were late in paying contributions.

This agrees with the results of an interview with the Head of the Gorontalo City Cooperative and UKM Manpower Office. In the BPJS Ketenagakerjaan programs, namely work accident insurance, old age security, pension security, and death security. especially in the field of marketing, socializing the importance and benefits of each BPJS Ketenagakerjaan program by means of socialization, after which they are coached and then fill out a labor registration form after which they pay dues to a bank that has collaborated with BPJS Ketenagakerjaan, since then they have become participants. BPJS Ketenagakerjaan (BI interview results 7 September 2020)

This is in line with the results of the researcher's interview with the head of the BPJS Ketenagakerjaan Marketing Division for the participation of non-wage workers or informal sector workers who stated that: 362,802 workers working in the informal sector in the province of Gorontalo and for the participation data of non-wage workers for Gorontalo Province, and for the city of Gorontalo in 2020, 21,400 Informal workers will participate in the BPJS Employment through the Gorontalo City Manpower Office, we always communicate so that all workers in the city of Gorontalo are protected in the Employment Social Security Program. (AG.14 September 2020)

The same thing was conveyed by one of the BPJS employees who said that: The absence of informal workers in the implementation of the BPJS employment program is because many informal workers do not understand well about the benefits of this guarantee program even though we always socialize the benefits if informal workers are registered in but there are still workers who do not want to register be-

cause we are always together with the local government to continue to socialize and collaborate (KM. 17 September 2020)

The results of the interviews are in accordance with the observations of researchers in the field where informal workers do not participate in the implementation of the BPJS program because, on the part of the workers themselves, workers have objections to the payment of old age savings (JHT) and pension security (JP) contributions. Generally, informal workers think that this contribution is too heavy for informal workers, plus informal workers must provide their business capital every day for their business operations.

In addition, there are reasons for informal workers to postpone participation due to the lack of information about the participation procedures they get, they think that to become a BPJS Ketenagakerjaan participant is considered complicated, they assess that being a BPJS Ketenagakerjaan participant is as complicated as BPJS Kesehatan and the costs change as it is. They heard a lot, was wrong so that it caused the low participation of the community in the national health insurance program, so that it had an impact on BPJS participation in labor, strengthening regulations or policies was very important. If we look again at the implementation of the BPJS program for informal workers in the city of Gorontalo, which is still very far from the general expectation. Informal workers understand that there are so many benefits obtained by participating in the BPJS manpower program. The data collected by the following researchers are the benefits of the participation of informal workers as follows:

Supervision related to the BPJS employment program can be seen from the government's commitment. Manpower increase and expansion of the number of participants through regulations that support the expansion of membership and

benefits provided. Workers improve their welfare. In order to get an additional benefit program from the wage subsidy assistance. especially during the Covid 19 Pandemic, Informal sector workers experienced many economic downturns. (KM. 14 September 2020)

The same thing was conveyed by one of the informal workers who explained that: The government supervision system related to the implementation of the BPJS employment program for informal sector workers is considered to be non-existent compared to workers in the Formal sector for this through a comprehensive Jamsostek policy for all informal workers and the age level for participants does not need to be limited because of the life expectancy of Indonesians. and informal workers up to 70 years of age but to become participants in Informal workers is limited to only 60 years of age, even though many Informal workers over the age of 60 are still productive doing their work, but because of their limited age, many Informal workers over 60 years of age do not get employment social security. This will affect the social security benefits of employment obtained by Informal workers. (AR. 16 September 2020)

Work Accident and Death Security Program Article 4 paragraphs 1 and 2 Every non-state official Employer is required to register himself and his employees as participants in the JKK and JKM programs with BPJS Ketenagakerjaan in accordance with the provisions of legislation. Paragraph 2 Every person who works is required to register himself as part of the JKK and JKM program with BPJS Ketenagakerjaan in accordance with the provisions of the Laws and Regulations and for membership is regulated in Article 5 paragraph 1 Participants of the JKK and JKM programs consist of Participants who receive wages and Participants who do not receive Wages or Informal sector workforce. Even though a provision has been

## Implementation of Employment Social Security Program Policy for Informal Sector Workers in Gorontalo City

issued regarding the obligation for every worker to become a social security participant, there are still obstacles faced by BPJS officers in disseminating this BPJS program to informal workers.

### **Factors that determine the success of the policy**

Resource factors are factors that are considered to be able to determine the success of the Employment social security program policies, namely:

1. Human Resources,
2. Resource Budget.

Human Resources are needed in the success of the social security program because in order to socialize and educate the working community of the Informal sector, reliable human resources are needed. The aims and objectives of the socialization are to provide information and understanding of the benefits of social security 6 labor programs for informal sector workers<sup>8</sup> in Gorontalo city.

Budget resources will greatly determine the success of the employment social security program policy in the city of Gorontalo, because in accordance with the Decree No. 13 of 2019 concerning the Employment Security Program for Supporting Workers for Regional Activities, Government Employees with Work Agreements and Informal Sector Workers in Gorontalo City, the contribution will be budgeted through the Regional Budget. The partiality of the city government for vulnerable Informal workers will be given subsidized BPJS Ketenagakerjaan contributions for Informal workers who are part of the poor community based on integrated social welfare data this is encourage Productivity of Informal workers themselves.

This is as from the results of an interview with the Head of the Cooperative and UKM Manpower Office who explained that: Resources are an important part of policy implementation. Resource factors

also play an important role in policy implementation. If the policy implementers who are responsible for implementing the policy lack the resources to do a job, then the job is not successful

From such conditions, the amount of resources is a factor that determines the increase in the number of informal workers to participate in the program. (KM. 15 September 2020)

The results of the researchers' observations indicate that it is necessary to carry out continuous coaching that is carefully structured and based on scientific methods, and is guided by the skills

## **DISCUSSION**

### **Planning**

Law Number 24 of 2011 concerning Social Security Administering Bodies explains that Everyone, including foreigners who work for at least 6 (six) months in Indonesia, is obliged to become a participant in the social security program. This underlies that all workers, both formal and informal, are required to participate in BPJS Ketenagakerjaan. While things that happen in society, especially informal participation continues to be in the spotlight, so that as an organization engaged in the social security sector, it is necessary to conduct an external survey, which is involved in the community to know clearly what is actually needed by the informal worker community.

Socialization for Informal sector workers in 2020 is budgeted through the DPA of the Gorontalo City Cooperative and SME Manpower Office. To become a BPJS Ketenagakerjaan participant, workers must be at least 18 years old or who already have an identity card (KTP) and are currently working. Informal workers can immediately register to become participants and can take part in the BPJS Ketenagakerjaan program gradually by having work accident



insurance (JKK) and death security (JKM) programs or JKK, JKM & Old Age Security (JHT) registration can be done.

### **Implementation**

In addition, there are reasons for informal workers to postpone participation because the membership procedure is considered to be still complicated, there are indications of discrimination in services, health service procedures, especially referrals, are still complicated, the number and quality of health facilities that are considered inadequate, and other procedural considerations. Public demand for health insurance becomes very limited when it is not supported by the availability of adequate health facilities and infrastructure. Procedures from the community for the national health insurance program, resulting in minimal BPJS Ketenagakerjaan membership

### **Supervision**

In realizing protection, maintenance and improvement of welfare for workers, the BPJS Ketenagakerjaan program should be carried out well, of course, with supervision that is carried out well. One of the factors for the low number of informal workers who participate in the manpower program is due to the lack of socialization regarding the rules that oblige every informal worker to participate in the social security program of BPJS Ketenagakerjaan so that informal workers do not know the rules that every company that employs employees has an obligation. registering employees with BPJS Ketenagakerjaan in order to provide protection and welfare for employees. For this reason, the labor inspection staff oversees the problems faced. Employment Social Security Administrators (BPJSKK) have a strong political will to encourage an increase in the number of participants through the implications of this research, illustrating that:

1. The implementation of labor social security program policies for informal sector workers in the city of Gorontalo will be successful if the aspects of planning, implementation and supervision are carried out optimally. The impact of the implementation of this policy is that there is a guarantee for informal sector workers, so that government efforts are needed to support its implementation and can be maximized to help informal sector workers, especially in improving their welfare.
2. By taking into account the factors that determine the successful implementation of the employment social security program policy for informal sector workers, namely communication, resources, disposition, bureaucratic structure, it is hoped that the policy implementation process will be optimal and achieve its

### **Research Limitations**

Based on the direct experience of researchers in this research process, there are several limitations that researchers have experienced that can be input for further researchers, This research was conducted during the Covid Pandemic 19 and was only aimed at informal sector workers, so there were many obstacles that researchers encountered in the field.

The research was only conducted in the city of Gorontalo, and the results can be applied to other locations which have the same characteristics as the research location, In collecting data, the researchers conducted interviews with informal workers, with a persuasive approach in order to obtain actual data, because there were workers who already understood and there were workers who did not understand the employment social security program.

Based on the conclusions of the research results and some of the findings

## Implementation of Employment Social Security Program Policy for Informal Sector Workers in Gorontalo City

in this study, it is necessary to put forward some suggestions as follows:

1. To optimize the process of implementing the employment social security program policy for informal sector workers in the city of Gorontalo, all parties or related stakeholders should be able to play their role properly so that they can support the process of achieving the objectives of the policy.
2. As far as possible, the government and BPJS Ketenagakerjaan should pay attention to the factors that support the success of the policy implementation process of the employment social security program for informal sector workers in the city of Gorontalo, so that this policy is more optimal.
3. For further researchers, they can carry out a more in-depth study of the policy implementation process of the social security program for workers in the informal sector from different aspects so that they can produce recommendations that can be useful for improving the implementation of this program's policy in the future.

### REFERENCES

- [1] Arifin Tahir, M. Si, 2014, Kebijakan Publik & Transparansi Penyelenggaraan Pemerintah Daerah, Bandung, Alfabeta.
- [2] Ekowati Lilik, Mas Roro. 2010. Perencanaan, Implementasi dan Evaluasi Kebijakan atau Program. Surakarta: PustakaCakra
- [3] Islamy, Irfan M. 2010. Prinsip-Prinsip Perumusan Kebijakan Negara. Cetakan ke-16. Jakarta: Bumi Aksara
- [4] Kartawidjaja Darajat, 2018. Kebijakan Publik. Analisis Implementasi Kebijakan Keselamatan dan Kesehatan Kerja (K3). Alfabeta: Bandung
- [5] Keban, Yeremias T, 2014. Six Strategic Dimensions of Public Administration, Concepts, Theories and Issues, Yogyakarta: Gavamedia,
- [6] Nawawi Ismail, 2010. Publik Policy. Surabaya: ITS Press
- [7] Nugroho, Riant. 2014. Publik Policy. Jakarta: PT. Elex Media Komputindo
- [8] Tangkilisan, HeselNogi S. 2003 Implementasi Kebijakan Publik: Transformasi Pemikiran George Edwards. Yogyakarta: Lukan Offset & Yayasan Pembaharuan Administrasi Publik Indonesia.
- [9] Wahab Solichin Abdul, 2014. Analisis Kebijakan. Jakarta: Bumi Aksara
- [10] Subarsono AG. 2012. Public Policy Analysis (Concept, theory, and Application). Yogyakarta: Pustaka Pelajar,
- [11] Sugiyono. 2010. Understanding Qualitative Research. Bandung: Alfabeta.