

## THE EFFECTIVENESS OF YELLOW CARD (AK-1) MAKING SERVICES THROUGH THE APPLICATION OF EMPLOYMENT INFORMATION SYSTEMS (SISNAKER)

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### ABSTRACT

The topic of this research is about the effectiveness of public services in the employment sector. This research was motivated by the existence of an Employment Information System (SISNAKER) which was created as an online-based platform created to respond to the demands of a changing world that leads to automation and digitization, especially regarding the implementation of a yellow card (AK-1) making services for job seekers. The results of this study indicate that to respond to changes in the service system, the Manpower Office (Disnaker) of Sukabumi City as a local government agency that issues a yellow card (AK-1), always seeks to improve the skills in using the system for operators. With these skills, the implementation of yellow card services (AK-1) through SISNAKER in Sukabumi City becomes easier and more flexible. Besides being used to access the yellow card (AK-1) service, SISNAKER is also integrated with various job vacancies and job training information that can be accessed by job seekers in Sukabumi City.

**Keywords:** *Effectiveness, Yellow card service, SISNAKER, Manpower office*

### A. INTRODUCTION

Starting in the 1990s Public Administration Science introduced a new paradigm called New Public Management (NPM). This paradigm emphasizes changing government behaviour to become more effective and efficient with Adam Smith's The Invisible Hand principle, namely reducing the role of government, opening up the role of the private sector and government focusing more on the broad public interest. Of course, this new paradigm cannot be separated from criticism, including capitalism in the public sector and concerns that it will erode the ideals of public service.

The idea of NPM wants to "liberate" public managers from the constraints of bureaucratic rules and administrative control so that they can carry out their duties freely. In this way, public managers can take advantage of all their potential and competencies to produce maximum products, both goods and services for public services. The main perspective of this NPM view is that citizens or society are seen or treated as consumers who have a reason, thoughts, will, and choices or rational choices, not different from the public-choice approach in the discipline of economics.

In the NPM doctrine, the government is recommended to leave the traditional administrative paradigm that tends to prioritize procedures, and replace it with an orientation on performance or work results. Governments are also encouraged to break away from classic bureaucracy by encouraging organizations and employees to be more flexible and to set organizational goals and targets more clearly to allow measurement of results.

As a country that also wants to improve, Indonesia is trying to apply the NPM paradigm in the administration of its government. On the other hand, in increasingly severe conditions and the complexity of the nation's current challenges in facing the global era, the Indonesian government is required to prioritize innovation and innovative thinking in government institutions, both central and regional. Of course, this demand must be carried out jointly by the government, to continue to provide more effective services by what is recommended by the NPM doctrine. One of the things that stands out from this effort is the provision of services in the field of employment.

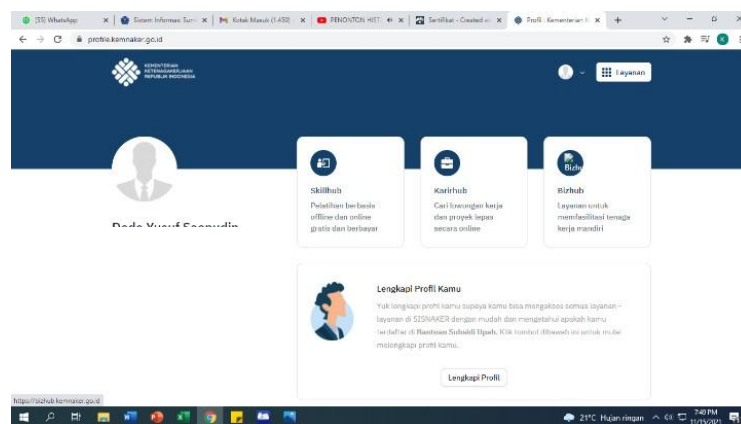
The Ministry of Manpower of the Republic of Indonesia is currently trying to innovate public services that lead to effective service delivery by utilizing technological advances in the current digital era. One form of public service innovation that utilizes advances in information technology is the SISNAKER application or the Employment Information System which is directly managed by the Ministry of Manpower of the Republic of Indonesia.

The Employment Information System (SISNAKER) is an online-based platform to respond to the demands of a changing world that leads to automation and digitization. The existence of SISNAKER as a form of Ministry of Manpower services in providing its services. This is because the core business of the Ministry of Manpower is the service and protection of workers and related stakeholders. In addition, SISNAKER is a digital ecosystem that becomes a platform for all types of public services at the Ministry of Manpower, both centrally and regionally. This SISNAKER allows all existing information systems across ministries or institutions and local governments to work together across organizational boundaries.

The implementation of public services by the government in the field of Manpower through SISNAKER is the implementation of an electronic-based government system (SPBE). Because in its implementation, electronic media is an important thing to use in the implementation of employment services. The implementation of SPBE in Indonesia was ratified through Presidential Regulation of the Republic of Indonesia Number 95 of 2018 which SPBE was

implemented to realize clean, effective, transparent and accountable governance as well as quality and reliable services.

In addition to having implications for the effectiveness and efficiency of services under what is echoed in the NPM doctrine, SISNAKER will also improve the integration of planning, implementation and evaluation as well as controlling the development of Manpower in Indonesia as a single national labour market. SISNAKER has 16 integrated employment services, consisting of 12 employment technical services and 4 support services. All services These are integrated with one domain of the Ministry of Manpower website, [www.kemnaker.go.id](http://www.kemnaker.go.id). The following is an image of the initial page of the Kemennaker.go.id web page:



Source: Kemnaker.go.id, 2021.

**Figure 1 Homepage of the Web Kemennaker. go.id Of**

The 12 technical employment services, one of which is the Inter-Employment Card making service ( AK-1) or often referred to as a yellow card. The yellow card (AK-1) service is intended for people who are looking for work or people who are already working but wish to move or change jobs. The yellow card (AK-1) is proof someone that they have been registered as a job seeker as well as the requirements for job applicants when applying for work, both in government and private agencies. Based on the Regulation of the Minister of Manpower of the Republic of Indonesia Number 39 of 2016 concerning Manpower Placement, it is explained that job seekers who will work within or outside the country must register at the Regency/City Service or in the Subdistrict according to their domicile to get a job seeker proof card or yellow card (AK). -1).

Furthermore, to get the job seeker registration proof card or yellow card (AK-1), job seekers can apply online system by attaching: a photocopy of Identity Card (KTP), photocopy, photocopy of latest education diploma, photocopy of work certificate for those who already have and a photocopy of a certificate of work experience for those who already have. The yellow card (AK-1) service submitted by the online system is carried out through the SISNAKER application.

As described above, SISNAKER is a platform for all types of public services at the Ministry of Manpower, both central and local. One area that uses the SISNAKER application in providing services for making yellow cards (AK-1)

is Sukabumi City. The Sukabumi City Government through the Manpower Office is the implementing agency in the implementation of the SISNAKER application in Sukabumi City.

With the SISNAKER application, it is expected to increase the effectiveness of providing yellow card (AK-1) services in Sukabumi City. The application of SISNAKER application in Sukabumi City has been carried out since January 2020. The application of SISNAKER application has been incorporated into the standard procedure for making yellow card (AK-1) services by the Sukabumi City Manpower Office. Based on these standard service procedures, the stages of filling out the applicant's identity through the SISNAKER application are the stages that must be carried out by yellow card applicants (AK-1). After filling in the identity, the operator will check the name and data of the applicant, and then a yellow card will be printed and signed by the Head of the Work Placement Section. Throughout 2020, 3930 job seekers in Sukabumi City used the SISNAKER application to obtain a yellow card (AK-1) with the following details:

**Table 1 List of Yellow Card Applicants (AK-1) in Sukabumi City  
The year 2020**

| No           | Month     | Gender |     | Total       |
|--------------|-----------|--------|-----|-------------|
|              |           | L      | P   |             |
| 1.           | January   | 162    | 183 | 345         |
| 2.           | February  | 132    | 128 | 260         |
| 3.           | March     | 77     | 78  | 155         |
| 4.           | April     | 21     | 20  | 41          |
| 5.           | May       | 29     | 37  | 66          |
| 6.           | June      | 356    | 392 | 748         |
| 7.           | July      | 288    | 289 | 577         |
| 8.           | August    | 111    | 107 | 218         |
| 9.           | September | 217    | 229 | 446         |
| 10.          | October   | 121    | 115 | 236         |
| 11.          | November  | 135    | 258 | 393         |
| 12.          | December  | 158    | 287 | 445         |
| <b>Total</b> |           |        |     | <b>3930</b> |

Source: Manpower Office of Sukabumi City, 2021

Through the SISNAKER at the Sukabumi City Manpower Service, there are still some obstacles and problems. This can be seen from the procedure for making a yellow card (AK-1) at the stage of filling out the applicant's identity which is still being carried out at the Sukabumi City Manpower Office. The procedure is also used as a step that is included in the Standard Operating Procedure (SOP) for the yellow card manufacturing service (AK-1). This means that the Sukabumi City Manpower Office has not fully implemented the online

yellow card (AK-1) service procedure. That way, there is no difference between the procedure for making a yellow card (AK-1) through SISNAKER and services carried out without the SISNAKER application.

Filling in the applicant's identity through the SISNAKER at the Manpower Office, of course, has taken a lot of time. The implementation of filling in the identity of the applicant according to the standard SOP is set for 5 minutes, but in its implementation it always exceeds the specified time limit, causing the queue of applicants to be disorderly.

With this phenomenon, the researcher is of the view that if the service SOP is seconded to the application, of course, it should be made simple and easier for the applicants to support the effectiveness of the service. This means that the presence of SISNAKER should provide convenience and improve service effectiveness and flexibility for job seekers as service targets, for example by uploading requirements files and inputting applicant data which can be carried out online through an application and can also be accessed by service officers. So that the service process can minimize the queues that are not orderly.

## **B. LITERATURE REVIEW**

### **Service Public**

Is the fulfilment of the wishes and needs of the community by state administrators. According to Lujan Poltak Sinambela, with the development of increasingly advanced science and technology and very tight global competition, organizations that can win potential customers are the only organizations that can provide quality services. (Nurdin et al., 2019)

Public services are activities or series of activities in the context of fulfilling service needs by laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers. (Riani, 2021)

According to Sinambela, (2011) , the term public in English is '*public*' which means general, community, and state. The word *public* has been accepted into Standard Indonesian to become 'Publik' which means general, many people and crowded. From these several definitions, it can be understood that the public is defined as the wider community or the general public.

From the two words above, it can be understood at a glance that public service is an activity to serve many people (the general public). Serving here can relate to the provision of goods or services. To understand more deeply the substance contained in the meaning of 'public service', it can be seen from several definitions put forward by experts as follows: According to AS Moenir (2015) argues that:

"public services are activities carried out by a person or group of people based on factors through certain systems, procedures and methods to fulfil the interests of others according to their rights. The essence of public service is the provision of excellent service to the community which is the embodiment of the obligations of government officials as public servants"

Mahmudi, (2010:128) argues that:

"Public services are all service activities carried out by public service providers as an effort to fulfil public needs and implement regulatory provisions. legislation".

From some of the definitions above, it can be understood that in essence public services are carried out for the benefit of the community, both private and public. Public service providers are certainly carried out by the government as public servants who have the task of providing services by the provisions of the applicable legislation

#### ***New Public Management (NPM)***

*New Public Management* (NPM) is a new paradigm in public sector management. And first developed in 1980, especially in New Zealand, England and America as a result of the emergence of the welfare state crisis. New Public Management is applied not only in countries with a high level of prosperity but also in countries with conditions equivalent to Indonesia. (PUSPAWATI, 2016)

The theorists developed the NPM (New Public Management) Model, as an effort to overcome unrest The various problems faced in the bureaucracy which tend to be bad in providing services to the community are caused, among others, by the work patterns that are still traditional, outdated so that they are unable to accommodate the rapid changes in the environment. The NPM model offers a managerial approach that is adaptive to various changes so that various services to the community will be fulfilled as expected. (Hartati, 2020)

NPM is a public management theory which assumes that private sector management practices are better than public sector management practices. Therefore, to improve the performance of the public sector, it is necessary to adopt several management practices and techniques applied in the private sector. (Sayidah & Mustika, 2015)

New Public Management (NPM) is an alternative paradigm that shifts traditional public administration models into effective public administration, efficient and more accommodating to the market. The application of New Public Management (NPM) can be seen as a form of modernization of public administration and management reform that encourages democracy. (Setiyono, 2019)

#### **Organizational Effectiveness**

Gerald R. Ungson and Richard T. Mowday in Abidin (Ferdiansyah, 2018) affirm that an effective organization can complete a target or goal or produce something that goes beyond the achievements of an organization.

Organizational effectiveness is influenced by 4 (four) factors in organizational culture, namely involvement, adapatasi (Adaptation), Mission (Mision), and consistency (consistency). (Ferdiansyah, 2018) Organizational effectiveness according to Richard M. Steers (Almanar et al., 2019) regarding organizational coaching theory states that the success of organizational coaching will result in organizational success. Organizational effectiveness is the organization's efforts to improve the organization's ability to survive by paying attention to the factors that support the success of these efforts. (Yulianti, 2016)

### C. METHOD

This study uses a qualitative approach while the method used is descriptive. This study uses a qualitative research approach. Qualitative research is basic research that aims to understand the phenomenon of the research problem. What is experienced by the research subject holistically, and by way of description in the form of words and language, in a special natural context and by utilizing various scientific methods (Moleong, 2011:6)

Creswell (2015:181) said: *“Research that is guided by the qualitative paradigm is defined as: “an inquiry process of understanding a social or human problem based on building a complex, holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting.”*

While the type of research that researchers use is descriptive analysis. In this type of research, the researcher tries to explain the current problem solving based on the data. Researchers in this study used a qualitative descriptive type. The data collection techniques were carried out through observation, interviews, and documentation. Informants in this study are officials in charge of the Institutional, Manpower Placement and Transmigration and Section work units. The research location is at the Sukabumi City Manpower Office, which is located at Jalan Ciaul Pasir Number 63, Cikole District, Sukabumi City. Data analysis was carried out by selecting and sorting answers to the data obtained and then collecting for analysis and conclusions drawn. The data analysis used is data triangulation. Test the validity of the data using the stages of *credibility, transferability, dependability, and confirmability*.

### D. EXPLANATION

To measure and find out about the effectiveness of the yellow card (AK-1) service through the SISNAKER application at the Sukabumi City Manpower Service, the researcher uses 3 (three) organizational effectiveness indicators proposed by Duncan, (1973) in his article entitled *Multiple Decision-making Structures in Adapting to Environmental Uncertainty: The Impact on Organizational Effectiveness*. According to his writings, organizational effectiveness can be seen from 3 (three) indicators, namely goal achievement, integration and adaptability.

To find out the extent to which SISNAKER's goals have been achieved, it is necessary to know from the user community how easy and accurate the data is when accessing the yellow card-making service (AK-1) through SISNAKER. The following are the answers from the results of interviews with researchers with job seekers who are users of the yellow card (AK-1) service at the Sukabumi City Manpower Office:

"For those who already understand the use of SISNAKER, the service becomes easy, timely and also on target"

Based on From the results of the interview above, it can be seen that SISNAKER can help and facilitate the seeker to access the yellow card-making service (AK-1). The ease of service has encouraged punctuality and targets the implementation of the yellow card (AK-1) service. So that its implementation is by the service SOP that has been set.

Based on the description above, it can be understood that the existence of SISNAKER aims to make it easier for pancakes to use the yellow card-making service (AK-1). This convenience is not only a matter of access to yellow card services (AK-1) but can also facilitate the seeker community in finding information about vacancies and job pieces of training. One of the efforts of the Sukabumi City Manpower Office to achieve this goal, first is to involve the procedure for filling in self-identity (service users) through SISNAKER in a service SOP which is set as the legal basis for the implementation of technical yellow card (AK-1) services. This effort is also accompanied by efforts to help service users when experiencing difficulties both in registering and filling in their identities. Therefore, another effort was also carried out by the Sukabumi City Manpower Office through socialization so that the public knew about the use and ease of yellow card-making services.

According to Duncan, (1973) integration is defined as a measurement of the level of an organization's ability to conduct socialization, consensus development and communication with various other organizations. In this case, it can be understood how the socialization carried out by the Sukabumi City Manpower Office to the job seekers regarding the use of yellow card (AK-1) services through SISNAKER. In addition, integration can also be seen from the communication built by the Sukabumi City Manpower Office in terms of using the SISNAKER application for job seekers.

Regarding socialization and communication, the following are the answers from the results of interviews between researchers and service providers:

"To disseminate information to the community, we, the Manpower Office of Sukabumi City, do this through social media belonging to the Manpower Office, Regional Government radio, job fair activities, distribution of pamphlets and installation of SISNAKER barcodes. MONALISA car (Mobil Naker Keliling Kota) and to high school or equivalent schools."

Find out about the yellow card service (AK-1) through SISNAKER. In addition, socialization is also carried out through Radio owned by the Regional Government, installation of pamphlets and barcodes at the Job fair and Public Service Mall (MPP) locations which can access information on job vacancies and job training.

Furthermore, socialization was also carried out by using the MONALISA car belonging to the Regional Government of Sukabumi City. The car is used to get around to spread information about employment services for the people of Sukabumi City, especially the yellow card service (AK-1) and job fair information. In addition, the Sukabumi City Manpower Office also has a plan to disseminate information to all high school students (SMA) or equivalent in the Sukabumi City area. The socialization was also carried out to provide information about job vacancies in Sukabumi City.

In addition to socialization, knowing the measurement of integration can also be seen in how communication is built by the Sukabumi City Manpower Office.



“The office always communicates with companies in absorbing workers through job fairs.”

Manpower that is done by collaborating with companies both inside and outside the area of Sukabumi City. As evidence and an act of communication, the Sukabumi City Manpower Office organizes job fairs every year.

According to Duncan, (1973) adaptation is defined as the organization's ability to adapt to environmental changes both arising from within and from outside the organization. In this case, it can be understood what adjustments were made by the Manpower Office in dealing with changes in the implementation of the yellow card (AK-1) service implementation from before and after the SISNAKER application.

About the adaptation of the Manpower Office in dealing with changes in the implementation of the yellow card service (AK-1) leading to a digitalization system, the following are the results of interviews with researchers with yellow card service providers (AK-1) of the Sukabumi City Manpower Office:

“The beginning of the SISNAKER application was by following the Technical Guidance from the Ministry. The technical guidance can encourage employees to understand the use of the SISNAKER application. Furthermore, other efforts were also made by providing technical guidance for SISNAKER operators. This will also be useful when there is a promotion or job transfer.”

Based on the results of the interviews above, it can be seen that the adaptation efforts carried out by the Sukabumi City Manpower Office in dealing with changes in the implementation of yellow card (AK-1) services through SISNAKER are by participating in training and technical guidance organized by the Central Government through the Ministry of Manpower of the Republic of Indonesia. With this participation, SISNAKER employees and operators at the Sukabumi City Manpower Office have an understanding of using SISNAKER which is used as a yellow card (AK-1) service application.

Adaptation efforts are also carried out by carrying out directives to other employees who become operators so that they have the same understanding of using SISNAKER. In addition, SISNAKER operators at the Sukabumi City Manpower Office are also connected in a SISNAKER monitoring group together with operators at the centre. The above efforts, as evidence that the Sukabumi City Manpower Office can adapt to changes in the implementation system for the yellow card (AK-1) service implementation that leads to digitization. These efforts are also able to minimize obstacles and complaints from service users. This is by the results of interviews with researchers with job seekers as service users:

“So far there have been no complaints, the application is quite easy to use. The service is also very accurate and clear by the original identity.”

Based on the results of the interview above, it can be seen that the competencies possessed by employees as a result of technical guidance and also directives from other employees have been able to minimize complaints from people who use yellow card services (AK). -1). In addition, as an effort to prevent

system errors, the Sukabumi City Manpower Office is also always connected to the central operator to minimize system errors.

## E. CONCLUSION

The conclusions that researchers can draw are related to the effectiveness of the yellow card (AK-1) service through the SISNAKER application at the Sukabumi City Manpower Service, which is very effective, this is evidenced by the yellow card service (AK-1) has been right on target, the integration of information between yellow card service (AK-1) with information on local job vacancies, the Manpower Office also establishes communication with companies or suppliers of foreign workers, namely through the Computerized System for Overseas Workers (SISKOTKLN), and the implementation of yellow card services (AK-1) can be done easily and problems that may arise can be minimized.

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