

Improving the Distribution Policy of the Wage Subsidy Assistance Program (*Bantuan Subsidi Upah/BSU*)

Henriko Tobing¹, Muhyiddin^{2*}, Ayu Puspita Sari³, Fika Afiani Ri'fati Rizki⁴, and Syaefuddin Ahrom Al Yubbi⁵

- ¹ Junior Expert Policy Analyst at the Center for Employment Policy Development, Ministry of Manpower
- ² Head of the Center for Employment Policy Development, Ministry of Manpower
- ³ Junior Expert Policy Analyst at the Center for Employment Policy Development, Ministry of Manpower
- ⁴ First Expert Computer Institution at the Center for Employment Policy Development, Ministry of Manpower
- ⁵ PPNPN at the Center for Employment Policy Development, Ministry of Manpower

Korespondensi: *muhyiddin@kemnaker.go.id

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Abstract

The purpose of this study is to evaluate the Wage Subsidy Assistance Program (*Bantuan Subsidi Upah/BSU*) distribution in 2021, which the Government has distributed since August 2021. In contrast to the distribution of BSU in the previous year, this program targets 8.8 million workers with the amount of assistance and criteria slightly different compared to the BSU in 2020. This evaluation becomes important to find out how the process of implementing BSU distribution will be in 2021 and to provide recommendations for improving BSU distribution policies and future policies related to the distribution of similar assistance. Data were obtained from various sources, both primary and secondary. Primary data collection was carried out in five regions, namely the provinces of Banten, West Java, Central Java, Yogyakarta, and East Java, with samples consisting of companies, Labor Offices, Labor Social Security Administering Body (BPJS TK), and Banking operators in the regions. The consideration of the research locus refers to the amount of data on BSU recipients, where Java is the region with the largest number of recipients by region. Secondary data is obtained from various scientific literature and government publication. The qualitative research method using interview guidelines as a data collection tool and root cause analysis matrices as an analytical tool was chosen to get a clear picture of the BSU distribution process in 2021. The findings concluded that the 2021 BSU distribution model was not as good as the 2020 BSU distribution model. There were three main problems within, namely 1) data validity, 2) information services, and 3) bank account opening (*Burekol*). The suggestions for this study are 1) to change the distribution model, which was originally through individual transfers, to be collective (through companies/institutions) and 2) if continue to use the previous model (*Burekol*), cooperation between field agencies (*Disnaker*, regional BPJS TK, and banking branch) is strengthened in an integrated system.

Keywords: Wage Subsidy Assistance (BSU); Root Cause Analysis; Labor Social Security; Welfare to Work (WtW).

I. Introduction

1.1. Background

The current pandemic phenomenon due to the impact of the outbreak of the Covid-19 virus has a moderately severe impact on the Indonesian economy. Indonesia's economic growth in 2020 reached -2.07 while the Indonesia Statistics (BPS) reported inflation during 2020 of 1.68 percent, lower than in 2019 of 2.72 percent. This situation is also marked by an increase in the open unemployment rate, which reached 7.07 percent, whereas, in previous years, it was in the range of 5 percent (BPS, 2021).

To overcome the impact of the pandemic, the government's launch a community protection program, especially for workers affected by Covid-19, through direct cash assistance in the form of the Wage Subsidy Assistance Program (BSU). The BSU program was implemented in 2020, a few months after the outbreak of the covid 19 virus. The BSU program was launched with government regulation Number 23 of 2020. It was revealed to be Permenaker Number 14 of 2020 concerning the 2020 BSU Program and Permenaker Number 16 of 2021 concerning BSU Program 2021.

Referring to the research of the Independent Study Preparation Team, Center for Manpower Research and Development, Ministry of Manpower, by utilising digital data from various existing social media, it was revealed that the biggest problem of this BSU program was at the distribution level (Herwantoko & Nasution, 2020). Based on the above conditions, a policy recommendation is needed to strengthen the implementation of the Wage Subsidy Assistance program, especially at the distribution level.

1.2. Research Purposes

The purpose of this study is to provide policy recommendations for strengthening the implementation of the Wage Subsidy Assistance program. The targets are the availability of an overview of the implementation of the BSU program and the availability of policy recommendations for strengthening the implementation of the BSU program.

1.3. Research Methods

The research method in evaluating the BSU program implementation uses a qualitative approach. The scope of this research is limited to the implementation of the 2021 BSU Program. This study uses two data sources, namely primary and secondary data. Primary data was obtained by surveying the field. In addition, structured interviews were also conducted in this primary data collection. Secondary data was obtained from various literature related to the BSU Program sourced from various documents obtained in the field and various references such as journals, articles, books, exposure materials, and so on.

The research method for implementing the BSU program uses a qualitative approach. The analytical method used in this research is Root Cause Analysis (RCA). RCA is a process of identifying the leading causes of a problem using a structured approach. The scope of this research is limited to the implementation of the 2021 BSU Program.

II. Literature Review

2.1. Wage Subsidies and Job Opportunities

Borland stated that at a macro level, wage subsidies could increase aggregate employment;

according to him, in the framework of static partial balance, the effect of wage subsidies is to increase labour demand so that the impact on total employment opportunities will be positive, which depends on (i) the number of subsidies; and (ii) the relative wage elasticity of labour demand and labour supply (Borland, 2016). In line with Borland, on a more micro level, (Kangasharju, 2007) found that wage subsidies affect employment opportunities in subsidised enterprises.

ILO stated that wage subsidies had a large positive impact on job opportunities during the 2007/2008 global economic crisis; with the limited financial capacity experienced by companies at that time, companies were still able to maintain jobs, retain their skilled workers and quickly recover from the crisis (ILO, 2020). This finding refers to the results of research conducted by (Hijzen & Venn, 2011) (Mesengger & Ghoseh, 2013).

(Bruhn, 2020) found that although the direction is linear, the impact of wage subsidies on employment opportunities is not significant; the next results show that the company's ability to maintain employment is only limited to the period of subsidies, and job opportunities recover faster in companies that perform well than companies that perform poorly. (Betcherman, Daysal, & Pagés, 2010) Studying the effect of the two wage subsidy schemes on employment, income, as well as the number of companies registered in Turkey under normal conditions, it was found that, although limited by the availability of data, the evidence suggests that the dominant effect of subsidies is to increase social security registrations of enterprises and workers rather than increase total job opportunities and economic activities.

(Almeida, Orr, & Robalino, 2014) found that if the aim is only to create jobs, wage subsidies cannot be an effective instrument because of their minor impact on job creation. It may be due to substitution effects and other income. Furthermore, Almeida stated that countries considering adopting wage subsidies must clearly define their goals and expectations; without learning effects, wage subsidies are unlikely to be effective.

Scholars still have different opinions regarding the impact of the wage subsidy program on employment opportunities (job retention). However, this program still has other positive economic impacts in general.

2.2. Practice of Wage Subsidies in Several Countries During The Crisis

Based on the findings (ILO, 2020), generally, in times of crisis or pandemic like now, wage subsidy schemes are given to companies; examples include France, Germany, Switzerland, and England, but some are delivered directly to workers like Thailand. Thailand only provides wage subsidies to companies and workers in the MSME group (informal economy).

In Argentina, companies apply for wage subsidies, but the contributions are paid directly to workers. In Chile or Uruguay, wage subsidies pay directly to temporarily out-of-work or furloughed workers. In the case of Indonesia, direct wage subsidy payments are given to workers with specific criteria such as the number of wages and participation in social security schemes.

During the pandemic, companies in Tunisia are allowed to apply for a wage subsidy scheme if they apply to the social security program before 15 May 2020. Therefore, temporary wage subsidies in Tunisia can also be a way to promote the formalization of workers and increase social security participation. Only companies that apply flexible working hours in the Philippines receive wage subsidy assistance due to the pandemic (ILO, 2020).

Given the large number of companies and workers affected in countries such as Bangladesh and Cambodia, wage subsidies are only given to the specific sector, namely the textile sector and export-oriented textile products, which are the leading sectors in those countries. However, of the many wage subsidy policies, some of the questions that still appear according to

the ILO are related to i) the amount of transfer, ii) who has the most rights to receive, iii) whether for the whole business or only for specific companies, iv) for how long, v) whether directly given to workers or through the company, vi) whether the company pays first and then reimbursed, vii) what are the benefits of subsidies from the aspect of reducing unemployment and economic recovery, viii), ix) what are the problems that arise in the implementation process and x) how is the State's finance ability to pay (ILO, 2020).

2.3. Wage Subsidy Program in Indonesia

The BSU policy was based on the issuance of Government Regulation 23 of 2020 concerning implementing the national economic recovery program. This provision supports state financial policies for handling the 2019 coronavirus disease (Covid-19) pandemic and/or facing threats that endanger the national economy and/or financial system stability. It was amended by Government Regulation Number 43 of 2020 concerning amendments to government regulation number 23 of 2020. As a derivative, the Minister of Manpower Regulation Number 14 of 2020 was issued regarding Guidelines for Providing Government Assistance in the form of Wage Subsidies for workers in handling the impact of the Coronavirus. This regulation regulates the procedure for assisting where among the recipients of subsidies are workers who receive wages below 5,000,000, - and are registered in BPJS Ketenagakerjaan or registered as BPJS Ketenagakerjaan participants.

In 2021, the Government of Indonesia targeted wage subsidies for 8 million workers in Indonesia due to the impact of the COVID-19 pandemic. The following are the difference between the two, as shown in Table 1 below.

Table.1 Difference between BSU 2020 and 2021

No	Parameter	BSU 2020	BSU 2021
1.	legal protection	Minister of Manpower Regulation Number 14 of 2020	Minister of Manpower Regulation Number 16 of 2021
2.	Wages	Below Rp. 3,500,000, -	Below Rp. 3,500,000, - or the highest wage according to the Provincial Minimum Wage/Regency Minimum Wage
3.	Coverage Area	all over Indonesia	Workers working in PPKM areas level 3 and 4
4.	Business Sector	Workers in all business sectors except BUMN employees, Civil Servant, Military/Police	Consumer goods industry, transportation, various industries, property & real estate, trade, and services sectors (except education and health services)
5	Bank account	Have an active bank account	Have a state Bank account, or open an account at state Bank (Burekol)
6.	Amount of Assistance	Rp. 600,000/month for 4 (four) months distributed in two stages	Rp. 500,000/month for 2 (two) months distributed at once

Source: BPJS TK (2021)

These new schemes and criteria appear or refer to a survey conducted by the TNP2K Team in 2020 (Tim Nasional Percepatan Penanggulangan Kemiskinan, 2021). The survey results found that the average basic salary of program beneficiaries is IDR 2.9 million per month.

Meanwhile, the average total income is IDR 3.5 million (plus fixed allowances, variable allowances, overtime, and other allowances). Meanwhile, the proportion of workers in the industrial sector that received the most assistance was the manufacturing, finance, real estate, and corporate services industries, followed by trade, hotels, and restaurants.

III. Result and Discussion

Below are presented the data processing results based on the data collection at the research locus, which were processed and synthesized using the RCA matrix with development as needed.

3.1. Matrik RCA⁺⁺¹

a. Regional Disnaker (Disnaker)

Table 2. Matrix of Problem Identifications and Solutions for Disnaker

No.	Problem identification	Cause of the problem	The root of the problem	Alternative solutions to the root of the problem	Solution
1	Disnaker is unable to respond to complaints from the community.	Disnaker does not have enough information.	Ministry of Manpower does not involve Disnaker in the implementation of BSU.	<ul style="list-style-type: none"> - Optimization of information services - Disnaker is involved in the BSU implementation process 	<ul style="list-style-type: none"> - Optimization of information services - Disnaker is involved in the BSU implementation process

Source: processed data

Disnaker does not understand or be involved in the process of distributing BSU. From the Disnaker side, it is known that Disnaker cannot adequately respond to complaints or questions from companies or workers. This happened because the Disnaker was not involved in the BSU distribution process, but workers and companies submitted complaints and questions to the Disnaker. Some of these complaints and questions, for example, provide information about whether workers received BSU or not, and for those who did not receive BSU, what was the reason for not receiving BSU. Still related to the information aspect, other questions that arise are related to administrative completeness; what administrative completeness is still lacking for workers who have not received BSU where their names are listed in the list of BSU recipients.

¹ RCA means an RCA Matrix with alternative solutions and policy solutions added

b. Firm

Table 3. Matrix of Problem Identifications and Solutions for Firm

No.	Problem identification	Cause of the problem	The root of the problem	Alternative solutions to the root of the problem	Solution
1.	There are workers who have received a new bank account (passbook), but the balance is nil.	Unknown	Lack of information	<ul style="list-style-type: none"> - Strengthening information services - Simplify the login process in the application - Involving the regions in the BSU distribution process mainly related to information services 	Strengthening of information services
2.	There are workers who do not receive BSU.	<ul style="list-style-type: none"> - There is no sufficient information why they do not receive BSU - The company does not know the list of workers who receive BSU except for workers or banks who contact HRD / company personnel regarding a disbursement or the bank account activation process 	<ul style="list-style-type: none"> - Inadequate information service - BSU distribution policy does not involve companies 	<ul style="list-style-type: none"> - Improving speed and comprehensive information services - Involvement of companies in the BSU distribution process - Updating company employee data in the BPJS Tenaga Kerja program 	Improving information services
3.	The existing online and offline information have not been able to provide adequate	Disnaker, Regional BPJS office, and Regional Banking Offices do not have sufficient information	BSU distribution policy directly from the ministry and region only helps if there are problems related to the fulfillment/completeness of labor data	<ul style="list-style-type: none"> - Information services provide more comprehensive information - The Ministry reports to the 	Information services provide fast and comprehensive information

	information regarding BSU problems.	regarding BSU, especially for recipients who have not received BSU	(BPJS) and account activation (Banking)	Disnaker on updated information related to BSU in the region	
4.	After being disbursed from the State Bank (Himbara), the money is collectively put back into the Bank appointed by the Company/payroll account.	Company policy so as not to interfere with company operations	The passbook is not equipped with an ATM or other disbursement application, so the disbursement process must be carried out at the designated bank (the process of withdrawing funds is difficult)	<ul style="list-style-type: none"> - Can use digital services such as cash transfer/mobile banking applications, etc - BSU payments are made collectively through the company 	BSU payments are made collectively through the company
5.	The designated bank is far from the company location and workers' residence, making disbursement difficult and interfering with company operations, and has the potential to create crowds and the long queue.	No automated teller machines (ATMs) or online disbursement applications	Cannot improve the service because it has the potential to incur costs	<ul style="list-style-type: none"> - BSU payments are made collectively through the company - Using digital technology for payment 	BSU payments are made collectively through the company

Source: processed data

In general, the company does not know about the disbursement of BSU funds. Still, when there are complaints from workers and/or the process of activating bank accounts, the parties (employees, banking) meet the company. Some problems from the company's side are that some workers have received an account number (passbook). However, the balance is still nil, this is not yet known, but if drawn in general, the validity/anomaly of the data is suspected to be the source of the problem.

The next problem is related to information services. For example, the Disnaker or BPJS Web or manual applications (face to face) cannot provide adequate information regarding BSU problems, so companies or workers are confused in accessing information.

The next problem is related to the process of withdrawing funds and activating bank accounts which are problematic because they are considered to interfere with the company's operations. In overcoming the problem of withdrawing funds, it is found that one company makes collective withdrawals based on the workers' agreement to then be distributed to the salary accounts of the workers at a bank that cooperated with the company.

c. Workers

Table 4. Matrix of Problem Identifications and Solutions for Workers

No.	Problem identification	Cause of the problem	Root of the problem	Alternative solutions to the root of the problem	Solution
1.	Workers do not know that they are BSU recipients (before the disbursement process)	<ul style="list-style-type: none"> - There is no information from BPJS or companies to workers except for workers who are actively seeking information on their own - Even if there, the Company informs the workers but not officially (limited) because no guarantee will receive it 	<ul style="list-style-type: none"> - Lack of information - The Company is not involved in the BSU distribution process 	<ul style="list-style-type: none"> - Optimizing the presence of Information services - Involvement of the company in the BSU distribution process 	<ul style="list-style-type: none"> - Information services provide more fast and comprehensive information - Involvement of the company in the BSU distribution process
2.	Workers find it difficult to process bank account activation and disbursement.	<ul style="list-style-type: none"> - The bank's location is far away and interferes with the work process. - The company is not involved in coordinating the distribution of 2021 BSU funds to its employees because the company's HRD also does not know the data/list of names of its workers who receive 2021 BSU and those who do not. 	<ul style="list-style-type: none"> - Collective account opening policy - The involvement of the company's role in distributing BSU 2021 funds to workers is very minimal. 	<ul style="list-style-type: none"> - Changing the burekol policy model - Involvement of the company in the distribution process - Communication and coordination between branch banking and company HRD are necessary for activating accounts and disbursing BSU 2021 funds to their employees. 	<ul style="list-style-type: none"> - Changing the burekol policy model - Involvement of the company in the distribution process

3.	Workers who are aware of the 2021 BSU program and feel that they have entered the criteria as BSU recipients but are declared ineligible by the application/website related to the 2021 BSU are not given clear information about the reasons why they do not meet the requirements.	<ul style="list-style-type: none"> - The information submitted in the application/website related to the 2021 BSU is not stated in detail regarding why workers do not meet the requirements as recipients of the 2021 BSU (Sisnaker's Application). - Workers still have very little information regarding the 2021 BSU program. Informasi yang masih sangat minim dimiliki pekerja mengenai program BSU 2021. 	Weak information services	<ul style="list-style-type: none"> - Strengthening information services - To strengthen information services by also increasing the role of relevant institutions in the regions (Disnaker, BPJS TK, Companies, and Banking) 	<ul style="list-style-type: none"> - Fast and comprehensive information service - Involvement of various relevant parties in the regions in the BSU distribution process.
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Source: processed data

Workers do not know whether they are potential BSU recipients (before the disbursement process). The cause of this problem is the absence of adequate information from the Company or BPJS TK to workers; workers only find out after searching for information independently through the official website or receiving notifications via text or friends. Some other obstacles are that workers do not know what administrative requirements are still lacking when obtaining information from the official website of the Ministry of Manpower or BPJS TK. Generally, workers also experience difficulties in the account activation and disbursement process because the process is felt to interfere with work and consider the pandemic.

d. Bank

Table 5. Matrix of Problem Identifications and Solutions for Bank

No.	Problem identification	Cause of the problem	Root of the problem	Alternative solutions to the root of the problem	Solution
1.	Banks apply different requirements in the account activation process and disbursing BSU.	Different banking standards/policies	The policies of each bank are different	Given the same standard in the process of disbursing funds (account activation)	The same standard is set in the account activation process.

2.	There was a waste in the account opening, and after that, the account was inactive.	The bank should do book printing and also account opening.	Policy for opening a bank account for BSU funds	Changing opening account policy	Change the opening account policy (burekol)
	Many companies do not respond to letters from banks regarding the account opening.	The company did not heed the letter.	The company considers this process to interfere with the company's operations.	<ul style="list-style-type: none"> - Collaborating with BPJS TK in the account opening process, considering that the company is under the guidance of BPJS TK - Strive to open accounts collectively through the company without the need for a physical presence 	Collaborating with BPJS TK in the account opening process, considering that the company is under the guidance of BPJS TK
3.	Many accounts have been made a passbook and activated in large numbers, but the balance is still nil.	Unknown	<ul style="list-style-type: none"> - There is missing/incomplete information between government agencies related to this issue. - Lack of follow-up/handling coordination both from internal Bank (branches and central) as well as to government agencies that provide BSU funds 	Branch Banks need to be proactive and quickly conduct investigations related to the case to the parties involved, such as central banks and the related Ministry.	Intensive coordination and communication between agencies involved, both internal banking (central-regional banks), as well as with BPJS TK, and the Ministry of Manpower
	It found that the distribution of BSU 2021 to employee accounts was successfully carried out outside the state bank following the company's payroll bank.	inconsistency in the practice of disbursing 2021 BSU funds to workers' accounts as BSU 2021 recipients with the procedures set by the government, resulting in confusion among workers	In practice, the uncertainty of the procedures carried out by the government in distributing BSU funds is a big question for workers.	Close monitoring/assistance from the government is carried out when implementing the 2021 BSU fund disbursement, whether it has been carried out according to the procedure or not.	Improve government monitoring in the distribution of BSU

Source: processed data

From the banking side, the biggest problem is the account opening process; this is because

there are many anomalous data found or data that do not match the profile, for example, different Population Identification Numbers, different characters in writing names, names of biological mothers and others, so it takes time, which is longer for the Bank in the activation process. Another thing is related to the account opening process where the Bank takes the initiative to pick up the ball, but the response from the company is sometimes less responsive. Account opening standards vary from bank to bank, even within the same bank. For example, BSU recipients who already have a state bank account are asked to open a new account at the same bank; this creates confusion among workers.

Other things also include information services, where banks are also experiencing problems of inability to respond to questions or complaints; this is due to the duties and functions of branch banking which only assist the account opening process.

e. Regional BPJS TK

Table 6. Matrix of Problem Identifications and Solutions for Regional BPJS TK

No.	Problem identification	Cause of the problem	Root of the problem	Alternative solutions to the root of the problem	Solution
1.	It has found that the name and address of the BSU recipient did not match the population Identification Number	population data is less valid	Validity of population data	- Improving data quality/updating with the company - Cooperate with the population department in terms of population registration number data	Improving data quality/updating with the company
2.	Regional BPJS TK cannot provide adequate information when complaints or questions occur.	Regional BPJS TK only has the task and function of assisting in data preparation	Information services that are less comprehensive and responsive	Improved information services	Improved information services

Source: processed data

As with the duties and functions of BPJS TK in preparing data for prospective BSU recipient workers, data validity is a major problem. For example, it found that the name and address of the BSU recipient did not match the Population Identification Number (anomaly data), mistargeted because it did not match the criteria for the BSU recipient. Another problem is that the regional TK BPJS cannot provide adequate information when receiving complaints or questions from workers/employers.

3.2. Bank Account Opening Policy (Burekol)

As stated above, the Burekol policy brings many problems, from data validity to account activation. One of the most crucial is account activation. Opening accounts for BSU recipients who have non-state accounts makes this distribution slow. It should improve several things if this model is still to be used in the future.

There are three institutions/agents that have critical factors in the 2021 BSU distribution process: companies, regional BPJS TK, and branch banking. Regarding data validity, a collaboration between regional BPJS TK and companies is essential in producing data with high validity.

In opening an account, cooperation between branch banks, companies, and BPJS TK is a must, given the actual conditions in the field. The cooperation of the regional BPJS TK as a data provider and the party that fosters the company in the account activation process is vital for banking. On the other hand, the cooperation between companies and banks in facilitating the activation process is also the key to success.

3.3. Discussion of Findings

Based on the data and information above, the problems in the distribution of BSU can be grouped into data validity, information services and bank account opening (burekol).

Regarding data validity, when it comes to computer systems, we know the term garbage in garbage out (GIGO), which states that a database with insufficient data will produce lousy information. It finds that in the data preparation carried out by BPJS TK, the data prepared contains many anomalies and is mistargeted. It finds during the screening process carried out by the Ministry of Manpower, as well as during the account activation process, and disbursement carried out by the Bank and mistargeted, as happened in the case of one of a state-owned company.

Regarding the information aspect, (Attneave, 1959) stated that information is something that can eliminate or reduce uncertainty. For example, in the case of BSU, workers do not know what the requirements are lacking when they receive information that their status is declared to have not met the requirements in the Ministry of Manpower BSU application. Likewise, when asking about this problem to the relevant agencies such as Disnaker, branch Banking and or regional BPJS TK. (Peters & Waterman, 1982) stated that failed policy implementation was caused by several factors, one of which was information. Lack of information quickly results in an inaccurate picture of both the object of the policy and the implementers. It can be found mainly by BSU implementers in banking circles with different standards for implementing the BSU program.

According to (Fendt, 2010), there are three reasons why organizations collaborate, one of which is that organizations cannot complete specific tasks alone without the help of other parties. Following the concept presented by (Ansell, 2014) regarding collaborative governance as an arrangement of governance in which one or more public institutions directly involve non-governmental actors in a collective policy-making process that is formal, consensus-oriented, and consultative to manage public programs well. In the case of BSU 2021, the lack of coordination and collaboration, especially between the center and the regions, creates polemics and problems that cannot be resolved directly by the Manpower Office, regional BPJS TK, and branch banks. The limited authority in the regions and the lack of information from the center makes them unable to quickly and accurately solve the problems that many people complain.

In the BSU disbursement process, the policy of opening a bank account (burekol) is the root cause of the BSU disbursement process. From the banking side, the disbursement process becomes more extended, inconvenient, and costly (including transfer fees, opening account fees And stamp duty fees) in addition to disrupting working hours in the company.

IV. Conclusion and Recommendations

4.1. Conclusion

There are three main problems in the process of distributing the BSU program, first, the data validity; second, less adequate information services; third, problems in opening a new banking account (BUREKOL).

Based on the Ministerial Regulation Number 14 of 2020 and Number 16 of 2021 regarding BSU, the data preparation process becomes the responsibility of BPJS TK; hence it is hoped that the data that enters the Ministry of Manpower is in valid status, but in the reality what did happen is not all. The validity of the data is highly dependent on the initial data input, which is also related to the quality of the data submitted by the Company to BPJS TK. With this cycle, Company has a crucial role in preparing and updating data. The data matching process carried out by the Ministry of Manpower also depends on the data input from BPJS TK and other agencies. In reality, BPJS TK's data found many anomalies. In contrast, the speed of input data obtained from other agencies, for instance, the Family Hope Program (PKH) data from the Ministry of Social Affairs, caused many data to be involved in duplication problems. There are three main problems in the process of distributing the BSU program, first, the data validity; second, less adequate information services; third, problems in opening a new banking account (BUREKOL).

With this cycle, Company has a crucial role in preparing and updating data. Based on the Ministerial Regulation Number 14 of 2020 and Number 16 of 2021 regarding BSU, the data preparation process becomes the responsibility of BPJS TK; hence it is hoped that the data that enters the Ministry of Manpower is in valid status, but in reality, what did happen is not all. The validity of the data is highly dependent on the initial data input, which is also related to the quality of the data submitted by the company to BPJS TK. The data matching process carried out by the Ministry of Manpower also depends on the data input from BPJS TK and other agencies. In reality, BPJS TK's data found many anomalies. In contrast, the speed of input data obtained from other agencies, for instance, the Family Hope Program (PKH) data from the Ministry of Social Affairs, caused many data to be involved in duplication problems.

Another major problem with this process is the lack of responsiveness of information services that are part of the Ministry of Manpower's responsibility. Workers and companies have difficulty getting information regarding the certainty of workers whether they receive the BSU program or not. It is still related to information because this distribution model tends to be a top-down policy; regional institutions/institutions such as the Disnaker, BPJS TK branches, and branch banks do not have sufficient information when some workers or employers ask about the above matters. Provisions related to the banking prudence in conducting the disbursement process cause any data to be returned. Account activation becomes a challenge for the banking sector in opening an account. It is suspected that some of the companies were reluctant to assist in this process because they felt they had not been involved from the start. The burekol process was deemed to interfere with the production process, which refers to banking regulations; the account activation process requires the worker's physical presence.

Almost all respondents stated that the distribution of BSU in 2021 was not as good as in 2020. One of the reasons was the account opening mechanism (burekol). As described above, Burekol is a challenge for banks, companies, and workers.

Based on the information obtained, there are several reasons why this distribution model was changed, including high transfer/clearing costs and reporting problems. In various

countries, the distribution of wage subsidies is mostly channeled through companies (collectively). In the case of Indonesia, because the clearing fee is quite large based on the experience of implementing BSU in 2020, with the collective transfer model, it can reduce; besides that, we will get more valid data and simplify the distribution process. So, in principle, this BSU distribution model starts from the company, ends at the company, and is then handed over to the workers.

4.2. Recommendation

1. Distribution Policy

- a. Changing the BSU distribution system is a transfer to individuals (employees) through company accounts (collectively).
- b. It is changing the policy approach that seems top-down by increasing the role of the Company, regional BPJS TK, Disnaker, and branch banks in the distribution process.

2. Data

- a. Data preparation and data updating start from the company
- b. The need for data integration for data speed and accuracy
- c. Determining mandatory minimum requirements in the participation registration process and/or account opening or similar processes on a national scale.

3. Information Service

Complete and responsive (real-time) information services, not only through online media but also offline, by involving relevant institutions in the regions, namely Disnaker, regional BPJS TK, and branch banks.

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