

CHAPTER I

INTRODUCTION

1.1 Background

After China, India, and the United States, Indonesia has the world fourth biggest population. In the development process, the phrases population and development are inextricably linked. The increase in population corresponded to the increasing growth rate of the labor force, which is also increasing, but not in tandem with the development of suitable jobs. As a result, there is an imbalance between the number of available jobs and the number of available positions. Inevitably, these conditions make it difficult for fresh manpower applicants to find jobs, both in the formal and informal sectors, due to the intense rivalry.

Human resources play a critical role in accomplishing development goals in the implementation of national development policies. As a result, manpower development, as one of the elements of human resource development, is aimed at improving the quality of development and participation, as well as protecting human rights and interests, in accordance with the dignity and integrity of humanity. This is in conformity with Article 27 paragraph (2) of the 1945 Constitution, which states, "Every citizen has the right to a decent job and a decent livelihood for humanity." This means that every Indonesian citizen has a job that is appropriate for their abilities, and they are expected to make enough income to live.

The outbreak of the COVID-19 virus emerging in the city of Wuhan, China, impacted the world in the start of 2020. With the COVID-19 pandemic, it has been discovered that the pandemic has a wide range of consequences, mostly in the Indonesian economy. One of the consequences is a decrease in people's purchasing power. The loss in people's purchasing power is related to a decrease in demand for products and services, which means a reduction in community activities, particularly among informal employees. Furthermore, given the increasing spread of the COVID-19 virus in Indonesia to far, the unemployment rate is constantly on the rise even higher, as seen by the number of people laid off.

Lay off also occur a lot due to decreased purchasing power of the community due to restrictions on the movement of society. In addition, the policies issued by the government also affect the income received by entrepreneurs. With the policies of the central government, namely Large-Scale Social Restrictions and Work From Home (WFH) make the economy and

welfare of workers decrease drastically. This is influenced by productivity, finances or company performance, making it difficult for companies to give employer obligations to workers including wages. Therefore, by looking at the number of many companies that lay off workers, minister Ida Fauziah appealed to companies in making decisions to always consider their workers in overcoming the COVID-19 pandemic (Fikriyah, 2020).

Table 1 Impact of COVID-19 on Labor force in Indonesia

Component	Gender		Area of residence		Total people
	Male (million people)	Female (million people)	Urban (million people)	Rural (million people)	
Unemployment due to COVID-19	1,66	0,90	1,94	0,62	2,56
Not in the labor force due to COVID-19	0,24	0,52	0,53	0,23	0,76
Temporary lay off due to COVID-19	1,09	0,68	1,27	0,50	1,77
Labor force who experience reduced working hours due to COVID-19	14,76	9,27	16,82	7,21	24,03
Total	17,75	11,37	20,56	8,56	29,12
Working age population	101,96	102,2	115,85	88,15	203,97
Percentage of working age population	17,41	11,15	17,75	9,71	14,28

Source: Central Statistics Agency of Indonesia, 2021

Indonesian population is expected to reach 270.20 million people in 2020, according to forecasts from the Central Statistics Agency (BPS). As per the Central Statistics Agency (BPS), the number of persons working in August 2020 was 138.22 million, up 2.36 million from

August 2019. The open unemployment rate (TPT) in August 2020 was 7.07 percent, up 1.84 percentage points from August 2019 in satisfying the needs of every Indonesian looking for work. There were 128.45 million individuals working in August 2019, down 0.31 million persons from August 2019. This is the impact that was caused by the COVID-19 outbreak that occurred in Indonesia.

Table 2 Impact of COVID-19 on labor force in Yogyakarta City

Component	Gender		Area of residence		Total people
	Man (million people)	Woman (million people)	Urban (million people)	Rural (million people)	
Unemployment due to COVID-19	21,64	3,72	10,73	28,65	32,37
Not in the labor force because of COVID-19	8,90	13,92	16,15	6,67	22,83
Temporary lay off due to COVID-19	21,22	15,36	32,71	3,87	36,57
Labor force who experience reduced working hours due to COVID-19	236,35	212,00	382,51	65,84	448,35
Total	288,11	252,01	460,02	80,10	540,12
Working age population	1.534,64	1.598,12	2.311,20	821,56	3.132,75
Percentage of working age population	18,77	15,77	19,90	9,75	17,24

Source: Central Statistics Agency of Yogyakarta City, 2021.

According to the data above, COVID-19 affected 540.12 thousand people in Yogyakarta, with 32.37 thousand unemployed persons, 22.83 thousand people not in the labor

force, 36.57 thousand people losing their jobs, and 448.35 thousand inhabitants seeing a reduction in working hours.

The COVID-19 pandemic, which has lasted more than a year, has affected at least 7,778 workers in Yogyakarta. In 2020, 41 occurrences of job losses (layoffs) were reported, with 275 workers affected. Meanwhile, an additional 25 people will be laid off in 2021, bringing the total number of workers laid off during the pandemic to 300. The Yogyakarta City which relies on tourism as a driver of the economy, as well as the workers, are feeling the effects. Due to a 10% occupancy rate, the hospitality industry, which employs roughly 1,200 people, could lose up to half of its workforce. This situation is both a problem for businesses and employees. Incoming income does not cover the company's expenses that continue to run while it is open for business. As a result of the drag business, worker housing becomes a viable option.

Tourism, transportation, and services are all heavily impacted by the COVID-19 pandemic. The majority of the tourist, transportation, and service sectors are informal industries that have a considerable impact on income. Employers are making employment layoffs in order to save even more money, in addition, due to government regulations that restrict community movement in order to combat the spread of COVID-19, the micro, small, and medium enterprises (MSMEs) have seen a drop in income and even insolvency. Yogyakarta's economy is supported by a number of industries, one of which being tourism. Government measures that restrict people's ability to travel or gather have a significant impact. In the absence of people who travel, the number of tourists who visit Yogyakarta will decrease, reducing the money obtained by business actors.

The government is responsible for ensuring that every citizen has a quality employment. People who are having difficulty finding jobs as a result of COVID-19 should seek assistance. Informal sector workers, private entrepreneurs, and MSMEs must also be given special attention, because the private sector relies solely on the income received, and if the income received is insufficient, the business may go bankrupt. Its goal is to make their daily lives conducive to a flourishing society. The government must be involved in ensuring the welfare of its population. The right of every citizen to a decent employment is guaranteed by the Indonesian Constitution, specifically Article 27 paragraph 2 of the Constitution of the Republic of Indonesia, which states: "Every citizen is entitled to a decent job and a living for humanity." As a result, the government is in charge of dealing with issues concerning worker welfare.

The government has an obligation to tackle the welfare problems of current workers under Law No. 13 of 2003 on Employment. In Article 4 of this law explains:

1. The purpose of employment development is to have an effectively empowered and utilized workforce.
2. Employment opportunities and the provision of equitable workers are required for national and regional development to be accomplished.
3. Welfare is shown in the form of worker and consumer protection.
4. The working family's and individual welfare must be improved.

Despite the fact that Employment Law No. 13 of 2003 has been amended by Law No. 11 of 2020, the government's commitment to Employment in addressing worker welfare issues remains a priority. This law was created with the goal of enhancing people's welfare, with article 3 of Law No. 11 of 2020 explaining various topics, including:

1. In order to absorb workers, there must be empowerment, the creation and improvement of easy employment, and the protection of MSMEs, cooperatives, industry, and national trade.
2. Fair and proper treatment in employment relations, receiving rewards, and finding work is a right that every citizen must be guaranteed.

The Yogyakarta City government remains committed to dealing with the COVID-19 pandemic and the community's economic recovery. The fiscal policy for 2021 demonstrates this commitment, however, the management of health in order to achieve economic recovery should continue to be prioritized as the foundation of the community's prosperity aim. Yogyakarta's key competitive advantages are in the domains of culture, education, tourism, and the creative economy. In Yogyakarta, the education and tourist sectors are important supporters of innovative economic development. Yogyakarta City's economic development is inextricably linked to the sector, the economy suffered a severe drop as a result of the COVID-19 pandemic which impacted the education and tourist sectors.

Table 3 Total Unemployment (Person) and Open Unemployment Rate (Percent) in Yogyakarta City Before and After COVID-19 Pandemic

Year	Total Unemployment	Open Unemployment Rate
2019	12.212	4.95

2020	22.624	9.16
2021	23.923	9.13

Source: Central Statistics Agency of Yogyakarta City, 2021.

Based on these data, it shows that the COVID-19 pandemic has had a very significant impact on workers Yogyakarta City, with an increase in the number of unemployed before the pandemic hit only 12,212 people and after the pandemic hit to 23,923 in 2021. The open unemployment rate has also experienced an increase, before the pandemic hit it was only 4.95% and after the pandemic hit it became 9.13%.

The COVID-19 pandemic certainly had a huge impact on the economy in the Yogyakarta City. The Yogyakarta City is known for its tourism so it makes people visit to travel, then the increase in the spread of the Coronavirus which makes the government implement a policy of restrictions on outdoor activities. This has an impact on decreasing tourist visits to Yogyakarta. The drastic decline in tourist arrivals has had a huge impact on the economy of Yogyakarta city, this is because most of the population works in the informal sector in the tourism industry which is very dependent on the number of tourist visits.

In terms of informal employees, Yogyakarta's population are noted for their great creativity, as evidenced by the city's large number of craftsmen, musicians, film people, art, and culinary diversity. A key component of the creative economy is the existence of human resource capital and creativity. The creative economy and tourism are two sectors that have an impact on one another and can work together if properly managed. As a result, Yogyakarta's creative economy is well-suited for growth. However, there are several challenges in the development of the creative economy, including increasing collaboration and integration of programs and activities from agencies involved in the creative economy, the needs of tourists are so dynamic and diverse that it is necessary to be able to capture new opportunities and innovate on a continuous basis, and new ways and technologies are required.

The fate of these informal workers is frequently determined by their employer or the location in which their organization operates. In the informal sector, job relationships are frequently founded only on the principles of trust and mutuality. Informal sector employees run the danger of not receiving legal employment protections such as minimum wage, severance pay, overtime pay, retirement benefits, health insurance, and so on. Formal employees might simply talk or file a lawsuit over it in the middle of their firm or employer.

Informal workers often live in fear of losing their jobs or falling into poverty since they do not have access to legal employment security.

In light of the aforementioned conditions of informal sector workers, policies that protect informal sector workers are required in order to achieve welfare and legal certainty. "The State builds a social security system for all people and empowers weak and incapable groups in accordance with human dignity," according to Article 34 No. 2 of the Constitution of the Republic of Indonesia.

The arrangement of workers referred to in this Law is only workers who work by receiving pay or incentives, according to Law No. 13 of 2003 on Employment, which specifies that workers are everyone who works by receiving wages or rewards in other ways. Individuals, employers, legal entities, or other entities that employ labor by paying salaries or other types of compensation are defined as "employers" under the Act. This indicates that the worker works for other people's employers and is paid for his efforts.

Based on article 88 paragraph (3) of Law 13 of 2003, Wage Policy includes:

1. Minimum wage;
2. Wage structure and scale;
3. Overtime pay;
4. Wages do not enter work and/or do not do work for certain reasons;
5. Form and manner of payment of wages;
6. Things that can be taken into account with wages; and
7. Wages as the basis for the calculation or payment of other rights and obligations.

The principle of wage policy as contained in the laws and regulations of Law 13 of 2003 are as follows:

1. The Government establishes the wage policy as one of the efforts to realize the right of workers to earn income that meets a decent livelihood for humanity.
2. Every worker is entitled to equal treatment in the application of the wage system without discrimination.
3. Every worker is entitled to equal wages for equal work value.

The Yogyakarta City Manpower and Transmigration Department is in charge of expanding job possibilities and ensuring worker welfare. The government is responsible for

increasing job possibilities, but the public is also encouraged to work to meet the need for these positions. Countermeasures by connected parties, in this case the Yogyakarta City Manpower and Transmigration Department, are required to improve the welfare of employees in the city of Yogyakarta. This is done in order to fulfill the constitutional duty that the government must offer respectable jobs for all citizens.

The Yogyakarta City Manpower and Transmigration Department as a representative of the government has a role in tackling the problem of unemployment mandated by legislation. Concrete steps must be taken by the Department in tackling the problem of unemployment which according to statistical data has increased. This makes the author interested in writing a thesis with the title “**Local Government Strategy to Improve Welfare of Informal Worker Amid COVID-19 Pandemic (Case Study: Yogyakarta City Manpower and Transmigration Department)**”.

1.2 Problem Formulation

According to the description of the problem limitations above, the formulation of the problem in this research are as follows:

1. What is the strategy of Yogyakarta City Manpower and Transmigration Department to improve welfare of informal workers in 2021?
2. What are the factors that influence Yogyakarta City Manpower and Transmigration Department to improve welfare of informal workers in 2021?

1.3 The Purpose and Benefit of Research

1. Research Objectives

This research has several purposes including:

- a. To conduct an analysis of the strategy of Yogyakarta City Manpower and Transmigration Department to the welfare of informal workers in 2021.
- b. To conduct an analysis of factors that influence the strategy of the Yogyakarta City Manpower and Transmigration Department to improve the welfare of informal workers in 2021.

2. Benefits of Research

This research has several benefits including:

- a. This research is expected to make a positive contribution to the development of public policy science, especially on policies and programs to improve worker welfare in 2021.

- b. This research is expected to provide positive input as a consideration related to the implementation of workers welfare policies and programs in 2021.

1.4 Literature Review

Table 4 Previous Research

No	Name/Year	Title	Gap Literature Review	Result
1	Opa Andespa (2019)	Communication strategies of the Manpower and Transmigration Department in overcoming unemployment in Indragiri downstream district	The difference between this research and research conducted by researchers is that this study only addresses unemployment in Indragiri Hilir district, while the research conducted by researchers focuses on the welfare of informal workers.	The result of this research is in overcoming unemployment, the Department of Manpower and Transmigration has a communication strategy that informs job training by utilizing Task Force (UPT) as a communicator in conveying information in the form of invitations to foster the participation of unemployed people. The Department of Manpower and Transmigration of Indragiri Hilir Regency established cooperation both formal and nonformal with government institutions and private institutions. The Ministry of Manpower and Transmigration uses mass media consisting of print media, namely brochures, banners, circulars.
2	Reva Fadhilah (2020)	Evaluation of the employment department's strategy in reducing	The difference between this research and research conducted by researchers is that this	This result of this study is in the role of the Palembang Manpower and Transmigration Department in protecting workers who

No	Name/Year	Title	Gap Literature Review	Result
		the unemployment rate in Palembang city	research only evaluates the agency's strategy, while the research conducted by researchers focuses on the strategy.	experienced layoffs due to COVID-19 has made an appeal to companies in Palembang City so as not to increase and the number of workers who are housed due to COVID-19.
3	Khikmatul Fikriyah (2020)	Role of Mediator in The Resolution of Industrial Relations Disputes in The COVID-19 Pandemic With Case Studies at the Gresik District Manpower Department	The difference between this research and research conducted by researchers is that here it examines how important mediators are in settling industrial relations, while the research conducted by researchers focuses on strategy.	The result of this research that mediators play their role in resolving industrial relations disputes can be done appropriately and in accordance with the provisions of the law. There are additional rules regarding the role of mediators, namely the Minister of Manpower Regulation Number M/3/HK.04/III/2020. The rules make a settlement regarding industrial relations in the time of pandemics.
4	Hani Tria Prihatin, Inka Nusamuda Pratama, M.Ulfatul Akbar Jafar (2019)	Analysis of the Role of the West Lombok District Manpower Department in Reducing the Unemployment Rate in West Lombok Regency of West Nusa Tenggara	The difference between this research and research conducted by researchers is that this study it analyzes the role of the government in reducing unemployment, while the research conducted by researchers focuses	This study has the results of research that the West Lombok Regency Manpower and Transmigration Department has been implemented. Those are roles include reducing the unemployment rate, providing skills and training and facilitating job access by awarding yellow cards for job seekers. The department also became a medium

No	Name/Year	Title	Gap Literature Review	Result
			on strategies to increase worker welfare.	of distribution of job information as a form of connecting job seekers and job recipients.
5	Daniel Rimbang Simbolo (2020)	The role of the Manpower and Transmigration Department of Yogyakarta Special Region Province in tackling unemployment in Yogyakarta Special Region Province	The difference between this research and research conducted by researchers is that this research focuses on tackling unemployment, while the research conducted by researchers focuses on strategies to increase workers' welfare.	The result of this research is the implementation of the Role of the DIY Provincial Manpower and Transmigration Department in tackling unemployment in DIY Province which has been implemented in accordance with Article 5 letter H of the Yogyakarta Special Region Governor Regulation No. 62 of 2018, namely conducting training, placement, and providing information to job seekers. The obstacles faced by the Yogyakarta Manpower and Transmigration Department are, namely the limitations of infrastructure facilities and the limitations of human resources owned.
6	Azwar, Emeraldy Chatra, and Zuldesni (2019)	Welfare State Policy as a Poverty Reduction Strategy in The West Sumatra District and Cities	The difference between this research and research conducted by researchers is that this research focuses on poverty alleviation strategies and community welfare,	The result in this research, the government's strategy model applied by the government in responding to the social problems of workers in districts and cities in West Sumatra reflects the government strategy given to workers. There is a strong

No	Name/Year	Title	Gap Literature Review	Result
			while the research conducted by researchers focuses on strategies for increasing worker welfare.	relationship between government strategy and the form of social policy made by the government.
7	Catherine M Vu, Elizabeth K. Anthony and Michael J. Austin (2018)	Strategies for Engaging Adults in Welfare to Work Activities	The difference between this research and research conducted by researchers is that this research focuses on well-being at work, while the research conducted by researchers focuses on strategies to improve worker welfare.	In this study the main findings include an effective combination of Manpower force attachment approaches and human resource development, program models, and strategies that focus on participants and organizations.
8	Mikyong Lee, Marko Majer, and Boyoung Kim (2019)	The Social Welfare Service Delivery System to Reinforce Sustainable Social Participation	The difference between this research and research conducted by researchers is that this research focuses on social welfare service delivery systems, while the research conducted by researchers focuses on strategies to improve worker welfare.	In this study, the government's strategy for the welfare of workers over the age of 50 years is to increase recreational activities, hobbies, and self development. This is very significant influence in the welfare of workers.
9	Nickson Lumwagi Agusioma, Simon	The Influence of Staff Welfare on Employee Performance at	The difference between this research and research conducted by researchers is that this	In this study, worker welfare was strongly influenced by several factors such as employee appreciation and satisfaction.

No	Name/Year	Title	Gap Literature Review	Result
	Nyakwara, and Evans Mwiti (2019)	Public Service Commission in Kenya	research focuses on how the influence of staff welfare on employee performance, while the research conducted by researchers focuses on strategies to increase worker welfare.	Increasing the productivity of workers to produce good performance is greatly affected by the welfare of workers, so it can be said that everything has a connection.
10	Sanna Malinen, Tracy Hatton, Katharina Naswall, and Joana Kuntz (2018)	Strategies to enhance employee welfare and organisational performance in a postcrisis environment: a case study	The difference between this research and research conducted by researchers is that this research focuses on how to improve the welfare of employees and organizational performance in a post-crisis environment, while the research conducted by researchers focuses on strategies to improve worker welfare.	This study details how organizational actions are being taken to improve staff resilience and welfare, and their performance, including: recognition, increased autonomy, process flexibility, and a focus on welfare. This lesson is presented to guide the organization's strategy for crisis recovery. These strategies can strengthen an organization's adaptive capacity and improve performance after a long-term disaster.
11	Ayu Pingkan Nayuni, and Bachtiar Dwi Kurniawan (2020)	Government Innovation and Jumputan Batik Business Actors in Development of Creative Industries during the Covid-19	The difference between this research and research conducted by researchers is that this research focuses on government innovation and business actors in	Based on the research that has been done, the innovations carried out by the Kopukmnakertrans Office are following with current conditions of the Covid-19 pandemic by holding exhibitions and training. And innovations are

No	Name/Year	Title	Gap Literature Review	Result
		Pandemic (Case Study Kampung Tahunan Yogyakarta)	developing creative industries during the Covid-19 Pandemic, while the research conducted by researchers focuses on strategies to improve worker welfare.	made Jumputan batik business actors have done very well. The obstacles to doing innovations include: a reduced workforce, reduced production activities due to the Covid-19 pandemic, and capital constraints from the government.
12	Pangky Arbindarta Kusuma, Dyah Mutiarin, and Janianton Damanik (2021)	Recovery Strategy for the Impact of the Covid-19 Outbreak in the Tourism Sector in the Special Region of Yogyakarta	The difference between this research and research conducted by researchers is that this research focuses on recovery strategies in the tourism sector in the Special Region of Yogyakarta, while the research conducted by researchers focuses on strategies for increasing worker welfare.	The results showed that tourist growth during the pandemic was negative, as was the growth rate of hotel occupancy is also negative. The tourism industry players suffered huge losses and many workers were laid off without pay until they experienced termination of employment. The recovery of the tourism sector requires long stages and will be carried out in stages. Local governments and tourism actors in DIY need to build SMART Tourism for sustainable tourism after the Covid-19 pandemic.

1.5 Theoretical Framework

1.5.1 Local Government Strategy

a. Definition of Local Government Strategy

Strategy understanding according to the Great Dictionary of Indonesian (1994), is a tactic of war, science of war tactics, a good place according to war tactics, or it can also

be interpreted as a careful plan of activities to achieve specific targets. Strategy is a way to achieve long-term goals (Alexander Sindoro, 2006). Meanwhile the oxford pocket dictionary (in Michael Armstrong, 2003), strategy means the art of war, especially in terms of planning the movement of troops, ships, etc. to achieve a favorable position, plan of action or policy in business, politics and others.

According to Salusu (2003), strategy is the art of using an organization's skills and resources for its goals through its effective relationship with the environment under the most favorable conditions. Alfred D. Chandler Jr. (in Michael Armstrong, 2003) , formulated a strategy as a long-term determination of a company and the application of a series of actions and allocation of resources necessary to achieve that goal.

Faulkner and Johnson (in Michael Armstrong, 2003), reveal that strategy takes great care of the long-term direction and scope of the organization. Strategy also critically pays close attention to the position of the organization itself by paying attention to the environment and specifically paying attention to its competitors. Strategy takes great care of the procurement of competitive advantage, which is ideally sustainable all the time, not with technical maneuverability, but by using an overall long-term perspective.

From some understanding of the above strategy it can be concluded that the strategy is a strategy or plan that is prepared with regard to the internal and external environment of the organization and implemented with consequent actions in order to achieve organizational goals.

b. Local Government Strategies in Program to Improve Welfare of Informal Worker

Employment social welfare security has an important meaning in improving the welfare of workers, especially in the face of the Corona Virus Disease 2019 (COVID-19) pandemic that has had a significant impact on the economic and employment sectors. Therefore, employers in both the government and private sectors, must prepare workers for the crisis. The government's program in the welfare of workers, among others:

- a) By including them as members of the Social Security Organizing Agency (BPJS) Employment.
- b) The provision of safe, livable and affordable cheap homes is an effort by the government to provide protection to workers and low-income community groups.

- c) Increase in the competence of workers and informal sector workers so that workers have a career level from the bottom so that when there is an increase in wages, then the wage adjusts the increase in working period competence.
- d) Policies related to the provision of religious Holiday Allowance (THR) of workers that must be given in full.

Suharto (2014), explained that in the context of social work, empowerment can be done through three approaches, namely micro, mezzo, and macro.

1. Micro, which is empowerment carried out on clients individually through counseling guidance, stress management, and crisis intervention. Its main purpose is to guide or train clients in carrying out their life tasks. This model is often referred to as a task-centered approach.
2. Mezzo, is the empowerment of a group of clients. Empowerment is done by using groups as a medium of intervention. Education and training, group dynamics, are usually used as strategies in increasing awareness, knowledge, skills and attitudes of clients in order to have the ability to solve problems they face.
3. Macro, which is an approach also referred to as a large-system strategy, because the target of change is directed at the broader environmental system. Policy formulation, social planning, campaigning, social action, community organizing, and conflict management are some of the strategies in this approach. Large systems strategies view clients as people who have the competence to understand their own situations, and to choose and determine the right strategies to act.

i. Worker Quality Improvement Program

Efforts in realizing the improvement of the quality and quality of this workforce are carried out by providing skills for job seekers, namely competent workers in their fields, and competency-based workforce training (Candra et al., 2017). Here are the government efforts to improve the quality of workers:

- a. Establishing a training institution such as the Work Training Center.
- b. Promoting current community programs, such as Family Welfare Empowerment (PKK), to increase worker's and the community's capabilities and skills.
- c. Holding training that is free, so as not to burden its participants with the same goal, namely improving the quality and competitiveness of workers.

ii. Worker Productivity Improvement Program

Training is a process that includes a series of actions in efforts to carried out deliberately in the form of providing assistance to the workforce carried out by coaching professionals in units of time that aim to improve the work capabilities of participants in certain fields of work to increase effectiveness and productivity in an organization (Hapsari, 2016). Here are the efforts made by the government in improving worker productivity:

- a. Providing a good and comfortable working environment for workers.
- b. Training for workers.
- c. Honing the creativity of workers to innovate.
- d. Imposing a reward and punishment system on workers.

iii. Factors that Influence Informal Worker

According to Sumarsono (2009), manpower demand is influenced by several factors, namely:

1. Limited employment

The large number of informal sector workers in Indonesia relative to the formal sector is due to a lack of employment opportunities and a low level of education. In Indonesia, low employment is caused by a lack of education and a lack of skill congruence between job searchers and the qualifications demanded by employers. They are eventually absorbed into informal work.

Another factor that contributes to the growth of the informal sector is the widening divide between the upper and lower middle classes. When more and more members of the lower middle class are unable to access the products available on the market, market demand can grow in the informal sector. As a result, the existence of the informal sector in Indonesia can actually alleviate labor problems, as it can accommodate persons who are unable to find job in the formal sector.

2. Wage rates from informal sectors

Informal laborers, on the whole, have a low level of education and earn low wages. Farm laborers, for example, are frequently paid according to a local collective bargaining agreement or at the employer's discretion. The worker nominal wage is the average daily wage received by the worker in exchange for the services of the labor performed. The purchasing power of the income earned by workers is described by their actual wages. The difference between nominal wages

and household consumption indexes is known as real wages. Because most informal workers do not belong to a union, they are unaware of their rights, such as the minimum wage, living wage, and social guarantee.

Changes in wage levels can affect the high income that will be received by informal workers, while factors that affect:

- a. The increase in the value of investment, this is because the more or the amount of investment value that comes in will increase the amount of income received.
- b. The increase in the minimum wage, the minimum wage is the amount or value received by workers so that the amount of minimum wage set affects the income to be received.
- c. Working hours, working hours are the length of time earned by workers in a certain period, the length of time or duration of work affects workers' wages because most workers are paid based on working hours.

3. Other Factors

The flow of urbanization and the flow of worker migration, urbanization and migration of workers are activities to move people to areas where there are still many jobs. This affects the demand for labor due to the increasing supply of labor due to the flow of urbanization and migration of workers.

c. Characteristics of Strategy

Strategy is also a number of decisions and actions aimed at achieving goals and adapting an organization's resources to the opportunities and challenges faced in its industrial environment. Thus, the main characteristics of the strategy are:

- a. Goal-directed actions, which show "what" the organization wants and "how".
- b. Considering all internal forces.
- c. Paying attention to opportunities and challenges.

d. Factors that Influence Government to Implement the Policy of Program

This research basically aimed to find out what factors affect the strategy of the Department of Manpower and Transmigration in addressing the welfare problems of workers in Yogyakarta. After the author conducted a series of observation activities, the author explained about what factors can affect the Strategy of the Department of Manpower and Transmigration in solving the welfare problems of workers in the city of Yogyakarta.

The factors that affect the Strategy of the Department of Manpower and Transmigration are as follows:

i. Human Resource Management

Human resources or employees of the Manpower and Transmigration Department are an important element for a service to maximize performance and productivity related in this regard, because the element of human resources in this case is the employees to help carry out their duties and functions.

It does not matter how clear and consistent the implementation of Manpower and Transmigration Department strategy in addressing the problem of unemployment in Yogyakarta, if the Yogyakarta City Manpower and Transmigration Department responsible for implementing strategies in addressing the welfare problems of workers in Yogyakarta lacks resources in performing its duties. This component of resources includes the number of staff, the expertise of implementers, relevant and sufficient communication to carry out job searches to the company and the discovery of related sources in the implementation of the program, the existence of authority that ensures that the program can be directed to as expected, and the existence of supporting facilities that can be used to carry out program activities such as funds, facilities and infrastructure.

Inadequate human resources (amount of ability funds) resulted in the unfulceability of strategies to overcome the problem of unemployment in Yogyakarta perfectly because they could not conduct proper supervision. If the number of staff/ employees implementing the dissemination of job information and job searches are limited, then the thing to do is to improve the ability of implementers to conduct programs. Therefore, there needs to be good resource management in order to improve performance in activities to overcome the welfare of workers in Yogyakarta. There are two forms of information, namely information on how to complete policies / programs and for implementers must know what actions to take and information about supporting compliance with laws and regulations.

Human resource management must treat employees in accordance with applicable norms will provide a sense of justice to the people involved. Humane treatment will provide a strong motivation to employees to advance the company. The sense of belonging to the company is also increased so that with strong motivation will be able to increase the work productivity of its employees. Treatment is also provided in terms of welfare by providing

compensation, a career and a professional work environment. The definition of management can be presented as follows:

- 1) According to George & Leslie (1988), management is the achievement of goals that have been set before using the help of others.
- 2) According to Follet (2005), management is the art of completing work through others.
- 3) According to Stoner (2006), management is the process of planning, organizing, directing and controlling the efforts of members of the organization and the use of other resources in the organization to achieve the goals that have been set.

ii. Communication

The implementation of strategies in addressing the problem of unemployment in Yogyakarta will be effective if the measures and objectives of the policy are understood by individuals who are responsible for achieving policy goals. Clarity of policy size and objectives thus needs to be communicated appropriately with the implementers. Consistency or uniformity of the basic size of the objectives needs to be communicated so that the implementation of the activity knows exactly the size or purpose of the policy.

Communication is one of the elements that are very necessary to be known by employees in finding and getting job openings to advertise, closely communicating and also by utilizing existing social networks or technology will make it easier to get job openings that will be advertised or exhibited. Communication is very important in the search for job openings because with it will be easy to get the information needed, and a lot of communication increases the chances of getting a job vacancy (Pearce & Robinson, 2008).

iii. Facilities and Infrastructure

In general, facilities and infrastructure are tools to support the success of an effort process carried out in public service, because if these two things are not available then all activities carried out will not achieve the expected results in accordance with the plan. Lack of facilities and infrastructure will hamper the strategy that has been planned.

Facilities and infrastructure that are not yet available are spaces or containers of creative industries that accommodate the people of Yogyakarta which in fact are very close to the creative industry. In addition, the computer is one of the components of facilities and infrastructure in carrying out the process of making yellow cards whose urgency is very dominant in trying to overcome the problem of unemployment in Yogyakarta by knowing how many are registering as job seekers.

3. Welfare of Informal Worker

2.1 Definition Welfare of Informal Worker

Welfare is a number of satisfactions obtained by a person from the results of consuming income received. However, the level of welfare itself is something that is relative because it depends on the amount of satisfaction obtained from the results of consuming the income. According to Sunarti & Khomsan (2012), welfare is a social, material, and spiritual order of life and livelihood that is overcome with a sense of salvation, decency and inner-born peace that allows every citizen to make efforts to fulfill physical, spiritual and social needs that are as good as possible for themselves, the household and society.

Welfare is a measuring point for society which means that it has been in a prosperous condition. The understanding of peace itself is a human condition in which the people are in a state of prosperity, in a healthy state, and peaceful, so to achieve that condition the person requires an effort in the ability he has. Economists see welfare as indicative of an individual's income (flow of income) and the purchasing power of society. Based on this understanding, the concept of welfare has a narrow understanding because by only seeing income as an indicator of economic prosperity means welfare is seen as opposed to the condition of poverty" (Dwi, 2008 referred to by Widyastuti, 2012).

According to the Central Statistics Agency (2009), welfare covers very broad areas of life and all aspects cannot be measured. Welfare in the concept of the modern world is a condition where a person can meet basic needs, be it the need for food, clothes, shelter, clean drinking water and the opportunity to continue education and have adequate work that can support the quality of life as well as having a social status that leads to the same social status limited to other citizens.

The increasingly universal welfare of society is characterized by the increasing quality of decent and dignified life, with the main attention to the fulfilling basic needs,

such as food, boards, clothing, health, education and employment supported by adequate physical and socio-cultural economic infrastructure. Improving the quality of life is more focused on efforts to alleviation of the poor so that it can simultaneously improve the welfare of society as a whole, as well as the existence of a healthy climate of effort and activity for other community groups. The welfare of a just society, for which there is no discrimination of any kind, whether between individuals, gender, or region.

a. Indicator Welfare of Informal Worker

The concept of welfare according to Nasikun (2016), can be formulated as the equivalent of the concept of human dignity that can be seen from four indicators, namely security, freedom, and identity. Meanwhile, according to the Central Statistics Agency (BPS). explained that to see the level of welfare there are several indicators that can be used as a measure, namely:

- a) The level of family income, namely in a family can meet household needs both basic needs and non-basic needs. This family income can be generated by the head of the family only or not.
- b) The level of family education, which is where in a family can at least overcome the obligation of learning set by the government, which is nine years of compulsory study or more.
- c) The level of family health, namely families that have been able to meet the basic needs, social psychology and development of their families.

According to the Central Statistics Agency in Natalia (2016), per capita income, health and education levels, and the availability of individual or family resources are often used to measure the level of economic welfare they have. The economy of a prosperous society is indicated by a high per capita income, while the economy of a less affluent society is indicated by a low per capita income. Aspects that affect the welfare of individuals and society include:

- a) Food is a daily food that is essential for the growth of physical and spiritual health in shaping every intelligent, healthy and strong individual and family. Therefore, a prosperous family is a family that is able to meet and provide quality food needs.

- b) Clothing, is one of the basic needs and completeness of life for each individual and family, so there is a need for the fulfillment of clothing in sufficient and healthy quantities.
- c) Housing, is a place of shelter and shelter and can provide a sense of peaceful, safe and happy life. Therefore, it is necessary to strive for housing that meets regular health, and the environment to improve the sense of happiness, peace and quality of life.
- d) Education, to form a whole human being based on five principles (Pancasila), then absolutely every individual and family tastes education as the basis of welfare. At least every individual and family pursues a nine year primary education which is the lowest standard of a prosperous family.
- e) Health, is an absolute requirement for the happiness of life, therefore it needs to be lived how to maintain health both personal and family. Therefore, a prosperous family is a family that is able to meet health needs and be independent.
- f) The Worker Card is intended to improve the welfare of workers by easing the burden of transportation, food, and education costs for workers children.

Some of the general parameters in terms of informal worker welfare include:

1. Ability to Meet Basic Needs, namely the improvement of capabilities and equitable distribution of basic needs such as; food, housing, health and life protection.
2. Increasing standard of living, namely increasing living standards, incomes, education and attention to cultural and human values.
3. Widespread economies of scale and social scale, namely the widespread economies of scale and the availability of social choices of individuals and nations.

b. Factors that Influence Welfare of Informal Worker

According to the Central Statistics Agency (BPS) to measure the level of welfare can be seen from six indicators, among others: population, health, education, employment, fertility, housing and spending. Indicators that affect welfare according to National Population and Family Planning Department (BKKBN) are seen on the basis of several separate indicators, namely:

- 1) The greater the income earned, the greater the ability to finance all expenses and activities that will be carried out. The more income earned, the more it will increase the standard of household living.

- 2) Education is very positively influential also on the promotion of economic growth because there will be tenacious, skilled and educated workers so that it is useful for economic development because of the lack of human resources that need not be doubted. In this education there are three types of indicators used for civility which include, the level of education of household members, the availability of educational services, and the use of educational services.
- 3) The quality of health is getting better. To improve the health and standard of living of households there are four types of indicators used, which include nutritional status, disease status, availability of poverty services, and the use of these health services.

4. Informal Worker

According to the Central Statistics Agency (2012), informal workers are those whose employment status is self-employed, trying to be assisted by non-permanent workers / unpaid workers, free workers on farms, free workers in non-farms, and family workers / unpaid.

Workers in the informal sector usually lack formal education, are generally untrained and lack access to capital, consequently worker productivity and income tend to be lower in this sector than in the formal sector. In addition, workers do not enjoy the protections provided by the modern formal sector in terms of job security, decent work security and pension funds. The workers entering this sector are mostly migrants from the periphery or outside the area who are unable to get a job in the formal sector. Their motivation is usually to earn enough income to survive, relying on existing local resources to create existing jobs (Todaro & Smith, 2011).

Some types of jobs included in the informal sector, one of which is a street vendor, such as rice stalls, cigarette sellers, sellers of newspapers and magazines, small food and beverage sellers, and others. They can be found on the edges of the streets in the city centers that are crowded with visitors. They provide goods for the lower middle economy at the price reached by the government. However, it is not uncommon for those from the upper economic classes as well invading the informal sector (Todaro & Smith, 2011).

1.6 Conceptual Definition

1.6.1 Government strategy is as a plan prepared by the government to improve the welfare of informal workers. This plan can include goals, policies, and actions in order to achieve the goals to be achieved such as set of action measures aimed informal worker in particular wages.

1.6.2 Informal Welfare is a state-led social policy intended to guarantee the protection and fulfillment of needs and wants that can directly or indirectly boost informal workers productivity and provide a safe and comfortable working environment, such as providing access to education, health, finance, transportation, and decent housing.

1.7 Operational Definition

Strategy of Local Government in Improving Welfare of Informal Worker amid of COVID-19 Pandemic is as follows:

Table 5 Operational Definition

No.	Variabel	Indicator	Parameter
1	Government Strategy	Manpower Quality Improvement Program	<ol style="list-style-type: none"> 1. Establishing a training institution such as the Work Training Center (BLK). 2. Promote programs in the community such as Family Welfare Empowermen (PKK) to improve the skills of workers and communities. 3. Holding training that is free, so as not to burden its participants with the same goal, namely improving the quality and competitiveness of workers.
		Worker Productivity Improvement Program	<ol style="list-style-type: none"> 1. Providing a good and comfortable working environment for workers. 2. Training for workers. <ol style="list-style-type: none"> a. Sharpening the creativity of workers to innovate. b. Imposing a reward and punishment system on workers.

2	Welfare of Informal Worker	1. Basic Needs Fulfillment Ability	Increased capabilities and equitable distribution of basic needs such as; food, housing, health and life protection.
		2. Rising Living Standards	Increasing living standards, incomes, education and attention to cultural and human values.
		3. Expanding Economic and Social Scale	The widespread economies of scale and availability of social choices of individuals and nations.
3	Factors Influencing Informal Worker Quality	Informal Workforce Quality	Performance measurement in terms of identifying worker quality
		Internal Factors	The efforts undertaken in terms of policies are aimed at increasing the quality of informal worker. The department is in charge of the issue of employment.
		External Factors	Relationship with other ministries, agencies, and associated job training institutes in order to support worker quality and welfare.

1.8 Research Method

1.8.1 Type of Research

This research uses a descriptive type of qualitative research. According to Bogdab and Taylor (1975) (in Moleong, 2002), qualitative research procedures are research procedures that produce descriptive data in the form of written or oral words from people or behavior that can be observed and should be viewed holistically without isolating the individual or organization into variables or hypotheses. Meanwhile, according to Suryabrata (2010), descriptive research is research that is intended to make a dramatization (description) of situations or events. Descriptive research aims to

provide systematic, factual and accurate sensing of the facts and properties of a particular population or area.

Thus, descriptive qualitative research is very appropriately chosen as a method in this study. This method is very helpful in providing a complete picture systematically, accurately and factually in answering how the strategy of the Yogyakarta City Manpower and Transmigration Department in Improving Worker Welfare.

1.8.2 Research Location

This research was conducted at the Yogyakarta City Manpower and Transmigration Department. This location was chosen as an object because the department represents the Yogyakarta City government in handling informal worker welfare.

1.8.3 Data Analysis Unit

The data analysis unit in this study is an institution, in this case the Yogyakarta City Manpower and Transmigration Department.

1.8.4 Type of Research Data

- a. Secondary data, is data that has been arranged in the form of documents (Suryabrata, 1998). This secondary data will complement the primary data and will make it easier for researchers to do the analysis.
- b. Primary data, i.e. data collected by researchers from his first source in this case is the respondent (Suryabrata, 1998). The primary data in this study are all the units of analysis that are used as research object. Primary data sources are data sources that directly provide data to researchers as data collectors. The information was obtained directly from the analysis unit to find out the service's strategy in improving worker welfare in 2021. Here's a list of sources in this study:

Table 6 List of Research Sources

No.	Sources	Data Collection Techniques
------------	----------------	-----------------------------------

1	Head of Manpower and Transmigration Department	Interview
2	Head of Manpower Protection and Placement, Employment Opportunity Expansion, and Transmigration	Interview
3	Head of Standardization and Development Training	Interview
4	Head of Industrial Relations and Labor Social Security	Interview
5	Head of Employment Staffing, Safety, and Occupational Health	Interview
6	Informal Sector Workers	Interview
7	Informal Sector Entrepreneurs	Interview

1.8.5 Data Collection Techniques

The data collection techniques in this study are as follows:

a. Interview

According to Black, J. A., & Champion (2001), interview is a conversation that encourages getting verbal answers to verbal questions asked. In this investigation, the researcher used unstructured interview methods to get in-depth data and information about strategies to improve the welfare of workers in times of pandemics. This interview method was chosen because there are very few directions for interviewees about the questions asked, so that researcher is free to track various aspects and directions to get complete and in-depth information (Bungin, 2006).

b. Observation

Observation is the process of observing in detail events, behaviors, circumstances, events and actions that manage from time to time in the midst of society. Observation activities are not only about the facts involved, but also of

those heard. Even a number of atmospheres that can be felt (caught by the senses) (Bungin, 2006).

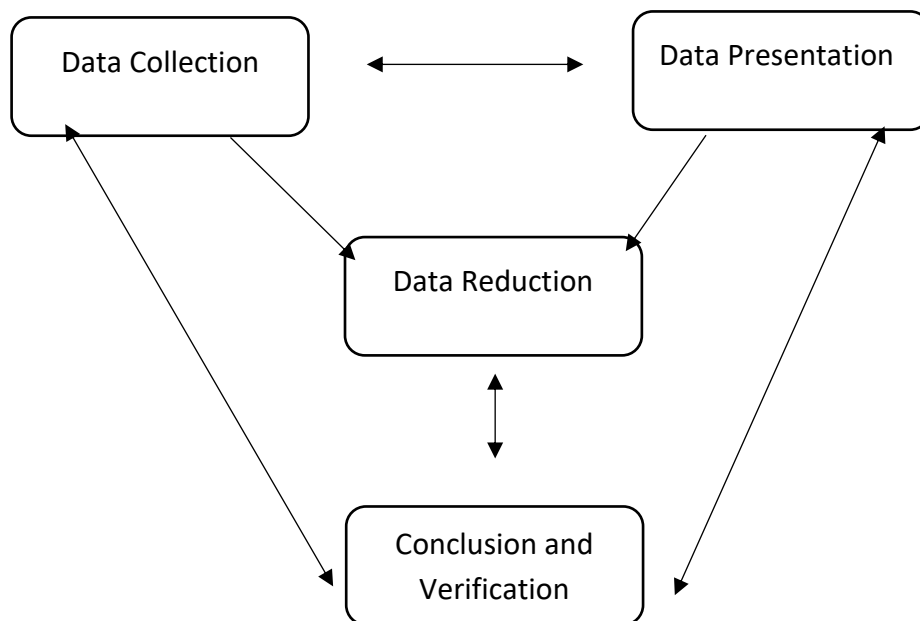
c. Documentation

Documentation is an activity to find data in the form of documents and archives relevant to this research. The documents in this study come from the research object, namely the Yogyakarta City Manpower and Transmigration Department.

1.8.6 Data Analysis Techniques

The qualitative data analysis process takes place during and after data collection. The process of analysis proceeds from the initial stage to the final stage of the study results, but the analysis process does not become rigid by these chronological limitations. The analysis components are interactively interconnected during and after data collection (Salim, 2010).

Figure 1 Interactive Model Data Analysis Component



Source: Adopted by Matthew B. Miles and A. Michael Huberman (1992) (Salim, 2006)

These qualitative analysis processes can be explained as follows:

1. Data collection, which is the process of collecting various data both primary data from research objects and secondary data in the form of documents or publications that can complete the data to facilitate analysis.

2. Data reduction, which is a form of analysis that sharpens, corrects, directs, discards unnecessary and organizes data in such a way that final conclusions can be drawn and verification.
3. Presentation of data, which is a description of a collection of information that allows for the withdrawal of plans and action.
4. Drawing conclusions and verification, from the beginning of data collection, researchers look for the meaning of each symptom it acquires in the field, noting the regularity or pattern of explanations and configurations that may exist, causality flows and propositions. As long as the research is ongoing, any established conclusions will be continuously verify until a valid and solid conclusion is obtained.