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Research Article

Collaborative Governance In Reducing Unemployment Rates In Pekanbaru City

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Abstract: *Unemployment remains a persistent public policy challenge in Pekanbaru City, Indonesia, despite various government-led employment initiatives. This study examines collaborative governance in addressing unemployment, focusing on collaborative processes, stakeholder roles, and institutional barriers. A descriptive qualitative approach was employed, with data collected through semi-structured interviews, field observations, and document analysis. Informants were purposively selected from government agencies, private companies, employment intermediaries, educational and vocational training institutions, and job seekers. The analysis was guided by Ansell and Gash's (2008) framework, encompassing starting conditions, institutional design, facilitative leadership, and collaborative processes. The findings indicate that collaboration has been implemented through job fairs, job-matching services, labor market information dissemination, vocational training, and apprenticeship programs. However, these initiatives remain insufficiently integrated due to competency mismatches, fragmented labor market information systems, inconsistent inter-organizational coordination, and inadequate recruitment monitoring and follow-up. Consequently, collaborative governance remains predominantly program-oriented rather than institutionally integrated. This study contributes to collaborative governance scholarship by highlighting the importance of institutional coordination, information integration, and stakeholder accountability in local employment governance. It recommends strengthening cross-sectoral coordination, integrating labor market information systems, and establishing systematic monitoring and evaluation to improve job placement effectiveness and support sustainable employment outcomes.*

Keywords: Collaborative Governance; Unemployment; Stakeholder Collaboration; Employment Policy; Pekanbaru City.

1. Introduction

Unemployment is a regional development issue because it affects people's access to employment and well-being. When the growth of the labor force is not balanced with job opportunities, a portion of the working-age population risks remaining unabsorbed. This problem is also influenced by the alignment of competencies, access to information about job openings, and the quality of placement services. Addressing it requires the involvement of the government, companies, education and training institutions, and job seekers.

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The Open Unemployment Rate (TPT) represents the percentage of the labor force that is unemployed. Reducing the TPT is a key focus of labor development in Riau Province; therefore, changes in this indicator should be used to assess labor market conditions and identify the need for policy improvements.

In Pekanbaru, the data used in this study indicate that the Open Unemployment Rate (TPT) rose from 4.63 percent in 2024 to 5.25 percent in 2025 an increase of 0.62 percentage points. Pekanbaru ranked third-highest in terms of TPT in Riau province in 2024, and fourth-highest in 2025. This shift in ranking does not negate the underlying issue of the rising TPT. As a hub for both government administration and economic activity, Pekanbaru possesses a cross-sectoral labor market that warrants careful examination in conjunction with the implementation of employment programs.

Table 1. Details of the Open Unemployment Rate in Riau Province, 2024–2025

Ranking	Regency/City	TPT 2024	Ranking	Regency/City	TPT 2025
1	Bengkalis	5,88%	1	Kepulauan Meranti	5,43%
2	Dumai	4,66%	2	Bengkalis	5,32%
3	Pekanbaru	4,63%	3	Siak	5,30%
4	Siak	4,53%	4	Pekanbaru	5,25%
5	Kepulauan Meranti	4,51%	5	Kampar	4,57%
6	Rokan Hilir	4,31%	6	Dumai	4,51%
7	Kampar	3,67%	7	Rokan Hilir	4,41%
8	Rokan Hulu	2,73%	8	Rokan Hulu	3,17%
9	Indragiri Hulu	2,55%	9	Indragiri Hilir	3,01%
10	Kuantan Singingi	2,48%	10	Kuantan Singingi	2,84%
11	Pelalawan	2,13	11	Indragiri Hulu	2,59%
12	Indragiri Hilir	1,65%	12	Pelalawan	2,42%

Source: Processed data, Statistics Indonesia (Badan Pusat Statistik) of Pekanbaru, 2025.

Urban unemployment is not always caused by a lack of job openings. Mismatches between the skills of job seekers and the qualifications required by companies, limited information, and weak coordination can also hinder job placement. Consequently, the mere existence of vacancies does not necessarily ensure that job seekers will secure suitable employment.

Data from the Pekanbaru City Manpower Office (2025) shows a decline in the number of registered job seekers, from 3,145 in 2024 to 2,696 in 2025. Job vacancies fell from 2,140 to 1,616, while the number of job placements decreased from 1,745 to 1,561. In 2024, the pool of job seekers was dominated by high school (SLTA) graduates, whereas in 2025, the largest group consisted of bachelor's degree (S1) holders. The decline in registered job seekers has not been accompanied by an increase in placements, indicating a need to strengthen the alignment between individual competencies and the requirements of companies.

Table 2.
Recapitulation of Job Seekers, Vacancies, and Placements Registered with the Pekanbaru City Manpower Office for the Years 2024 & 2025

No	Pendidikan	2024			2025		
		Pencari Kerja	Lowongan	Penempatan	Pencari Kerja	Lowongan	Penempatan
1	SD	2	0	0	7	0	0
2	SLTP	12	0	0	22	0	5
3	SLTA	1559	1317	986	991	1157	1116
4	DI/D2	15	6	1	32	6	5
5	D3/AKADEMI	555	353	335	212	156	148
6	SARJANA (S1)	976	452	419	1403	294	285
7	SARJANA (S2)	26	12	4	29	3	2
TOTAL		3145	2140	1745	2696	1616	1561

Source: Pekanbaru City Manpower Office, 2025

A job fair is an initiative by the Riau Province Manpower and Transmigration Office (Disnakertrans) designed to connect job seekers with companies. This event provides a platform for companies to communicate their workforce requirements and for job seekers to participate in recruitment processes. In 2024, the event involved 75 companies and 2,863 job vacancies, with 2,096 job seekers participating and 347 individuals successfully hired. In 2025, there were 67 participating companies and 2,812 job vacancies, with 1,613 job seekers and 355 individuals hired. The number of successful hires increased, even though the number of participating companies, available vacancies, and job seekers decreased. These data reflect activities at the provincial level and cannot be directly interpreted as having a specific impact on the Open Unemployment Rate (TPT) in Pekanbaru.

Table 3. Summary of Job Fair activities by the Riau Province Manpower and Transmigration Office, 2024-2025

Year	Number of Participating Companies	Number of Vacancies	Number of Job Seekers	Amount Received
2025	67	2.812	1.613	355
2024	75	2.863	2.096	347

Source: Riau Province Manpower and Transmigration Office, 2025.

In addition to job fairs, the Riau Province Manpower and Transmigration Office (Disnakertrans) conducts "PASKETEMU" (Weekly Job Market) an initiative designed to bring companies and job seekers together in person. On June 2, 2025, the event involved two companies and nearly 200 job seekers; on June 23, 2025, it featured three companies and approximately 50 job seekers; meanwhile, a session held in collaboration with the First Resources Group on July 24, 2025, attracted 62 job seekers for walk-in interviews. Furthermore, on May 27, 2025, 24 companies provided access to job vacancy information through the Riau Manpower and Transmigration Office's digital channels. These initiatives demonstrate an effort to expand access to job information and recruitment opportunities through both direct and digital avenues.

Employment programs involve various actors with complementary roles. The government facilitates and coordinates services; companies define their requirements and screen applicants; employment intermediaries help disseminate job openings and match qualifications; and education and training institutions develop the necessary competencies. Job seekers utilize available information and participate in the recruitment process.

Minister of Manpower Regulation Number 5 of 2024 concerning the Labor Market Information System serves as a key reference for managing labor-related information. Data regarding job seekers, vacancies, competencies, and job requirements is essential for matching the supply of labor with workforce demand. However, such an information system is only truly effective if the data is kept up to date, shared among relevant parties, and followed up by recording the outcomes of the recruitment process.

This issue can be analyzed through the lens of collaborative governance. Ansell and Gash (2008) define this approach as a form of governance that brings together public institutions and non-governmental actors through a formal, deliberative, and consensus-oriented process. Collaboration entails more than just the involvement of multiple parties or activities; it encompasses the quality of interactions, trust, commitment, and a shared understanding. Its four dimensions are starting conditions, institutional design, facilitative leadership, and the collaborative process.

Research by Adianto and Prayuda (2018) on environmental policy in Rokan Hulu, as well as work by Prayuda, Munir, and Sundari (2022) on stakeholder integration in community empowerment, underscores the importance of role distribution and coordination. Although the contexts differ, both studies help explain how the relationships between various parties influence the implementation of collaboration.

Several previous studies have examined the governance and management of unemployment across various regions. Research by Herman et al. (2024) focuses on strategies for addressing unemployment in Bengkalis Regency; Tokare (2024) investigates the macroeconomic determinants of open unemployment; Huki et al. (2024) analyze the role of the Manpower Office in Pangkal Pinang; and Prasetyo et al. (2024) evaluate the effectiveness of the "Arek Suroboyo Siap Kerjo" program in the city of Surabaya. However, most existing studies tend to focus on partial evaluations of program outputs or the isolated roles of specific government agencies, failing to provide an in-depth analysis of the quality of interactions among various stakeholders. The research gap addressed here lies in a comprehensive analysis of collaborative governance mechanisms integrating the four dimensions proposed by Ansell and Gash (2008) within the context of a paradoxical urban labor market. This paradox is characterized by rising open unemployment rates in the city (Pekanbaru) despite the large-scale implementation of provincial-level job placement initiatives (such as job fairs and the PASKETEMU program), alongside a shift in the demographic of job seekers from high school (SLTA) graduates to university (bachelor's degree) graduates. Furthermore, this study fills a gap in the literature by examining how technical-operational barriers such as the integration of Labor Market Information Systems (in accordance with the Minister of Manpower Regulation Number 5 of 2024) and the job-matching process among stakeholders (government, the private sector, and educational institutions) affect the effectiveness of collaboration in reducing the number of educated unemployed individuals within a regional economic growth hub. This research addresses a gap in the literature regarding how collaborative efforts to tackle unemployment are carried out in Pekanbaru. The focus extends beyond the mere existence of programs to encompass the processes of cooperation, the contributions of various stakeholders, and the challenges encountered during implementation. An increase in the Open Unemployment Rate (TPT) even while employment services remain in operation does not automatically

prove that such programs are ineffective; rather, it serves as a basis for examining coordination, information exchange, and the matching of labor supply with demand.

This research analyzes collaborative governance in addressing unemployment in Pekanbaru, based on the four dimensions proposed by Ansell and Gash (2008), using a descriptive qualitative approach. Interviews, observations, and documentation were employed to describe the implementation of the program, as well as the relationships between labor market information, job matching, recruitment, and placement.

This research aims to analyze the process of collaborative governance, identify the roles of stakeholders, and examine the barriers to collaboration in reducing unemployment in Pekanbaru. From an academic perspective, the findings are expected to enrich the study of public administration regarding employment services. In practical terms, the research results can serve as a basis for improving coordination, information integration, and the accuracy of job placements.

Formulation of the problem

Based on the background and research issues, this study formulates the main problem as follows: How is collaborative governance implemented in addressing unemployment in Pekanbaru City? To examine this problem comprehensively, the study focuses on four aspects: (1) the initial conditions that influence collaboration among stakeholders; (2) the institutional design that regulates stakeholder participation and coordination; (3) the role of facilitative leadership in supporting collaborative efforts; and (4) the collaborative processes involved in implementing employment programs. These aspects are examined to identify the extent to which collaboration among government agencies, private companies, employment intermediaries, educational and vocational training institutions, and job seekers supports efforts to address unemployment, as well as the institutional and operational barriers that limit the effectiveness of such collaboration.

2. Literature Review

Collaborative Governance

Collaborative governance has become an important approach to public administration, particularly in addressing complex public problems that cannot be resolved effectively by a single government institution. The approach emphasizes the involvement of public institutions and non-governmental stakeholders in collective decision-making and policy implementation. Ansell and Gash (2008) define collaborative governance as a governing arrangement in which public agencies directly engage non-state stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process aimed at developing or implementing public policies and managing public programs or assets.

The collaborative governance approach is relevant to public problems characterized by interdependence among stakeholders, differences in organizational interests, and limitations in institutional capacity. In this context, collaboration is not merely the participation of several organizations in the same program. It also requires meaningful interaction, shared understanding, trust-building, and collective commitment to achieving agreed objectives. The effectiveness of collaboration therefore depends on how stakeholders establish working relationships, distribute responsibilities, exchange information, and maintain accountability throughout the policy process (Ansell & Gash, 2008).

Ansell and Gash (2008) identify four major dimensions of collaborative governance: starting conditions, institutional design, facilitative leadership, and collaborative process. These dimensions provide an analytical framework for understanding how collaboration develops, how institutional arrangements shape stakeholder participation, and how collective action is maintained. In this study, the framework is used to examine collaboration among government agencies, private companies, employment intermediaries, educational and vocational training institutions, and job seekers in addressing unemployment in Pekanbaru City.

Collaborative Governance in Employment Policy

Employment policy is a multidimensional public policy issue involving the availability of jobs, workforce competencies, employer requirements, access to labor market information, and the capacity of institutions responsible for employment services. Addressing unemployment consequently requires more than government-led programs. Coordination among public institutions, the private sector, educational institutions, vocational training providers, and job seekers is important to connect workforce supply with labor market demand.

Within a collaborative governance perspective, each stakeholder contributes different resources and capabilities. Government agencies provide policy direction, employment services, and coordination mechanisms. Private companies provide information about labor demand, recruitment requirements, and employment opportunities. Educational and vocational training institutions contribute to workforce competency development, while employment intermediaries can facilitate connections between job seekers and employers. Job seekers also play an important role by communicating their competencies, participating in training, and engaging with available employment opportunities.

Nevertheless, the presence of multiple stakeholders does not automatically produce effective collaboration. Collaborative arrangements may be constrained by differences in organizational priorities, limited information exchange, unclear responsibilities, and weak follow-up mechanisms. When employment programs are implemented separately without adequate coordination, the relationship between training, job matching, recruitment, and employment outcomes may remain fragmented. Therefore, analyzing collaborative governance requires attention not only to the existence of employment programs but also to the quality of interactions and institutional mechanisms connecting the participating stakeholders.

Dimensions of Collaborative Governance

This study applies the four dimensions of collaborative governance developed by Ansell and Gash (2008) to examine the implementation of employment-related collaboration in Pekanbaru City.

Starting Conditions. Starting conditions refer to the circumstances that influence stakeholders' willingness and capacity to collaborate before or at the beginning of the collaborative process. These conditions include differences in resources, power, knowledge, incentives, and previous experiences of cooperation. In employment policy, differences in access to labor market information and institutional resources may influence the extent to which stakeholders can participate in collective initiatives. Examining these initial conditions helps explain the opportunities and constraints affecting collaboration.

Institutional Design. Institutional design concerns the basic rules and arrangements that structure collaboration, including participation, procedural transparency, and the clarity of responsibilities. Appropriate institutional arrangements help establish a common basis for stakeholder involvement and reduce uncertainty regarding the roles of participating organizations. In employment governance, this dimension is relevant to examining how government agencies, employers, training institutions, and employment intermediaries coordinate their activities and exchange information.

Facilitative Leadership. Facilitative leadership refers to leadership that supports dialogue, builds trust, manages differences, and encourages stakeholders to work toward shared objectives. Rather than relying exclusively on hierarchical authority, facilitative leaders help create conditions in which stakeholders can communicate their interests and develop collective solutions. In addressing unemployment, this role is important for connecting organizations with different mandates and encouraging sustained coordination across employment programs.

Collaborative Process. The collaborative process encompasses the interactions through which stakeholders engage in dialogue, build trust, develop shared understanding, and work toward collective outcomes. Ansell and Gash (2008) emphasize the importance of face-to-face dialogue, trust-building, commitment to the process, shared understanding, and intermediate outcomes.

In the context of employment policy, this dimension can be examined through the implementation of job fairs, job-matching services, labor market information dissemination, vocational training,

apprenticeship programs, and other collaborative initiatives. The analysis also considers whether these activities are connected through continuous coordination and follow-up mechanisms.

3. Conceptual Framework

This study adopts the collaborative governance framework developed by Ansell and Gash (2008) to analyze how collaboration among stakeholders contributes to addressing unemployment in Pekanbaru City. The framework consists of four dimensions: starting conditions, institutional design, facilitative leadership, and collaborative process. These dimensions provide an analytical foundation for examining stakeholder interactions, institutional arrangements, leadership roles, and collaborative mechanisms in the implementation of employment policies. The framework also guides the identification of barriers to effective collaboration and the development of recommendations for strengthening employment governance in Pekanbaru City. The conceptual framework is presented in Figure 1.



Figure 1. Framework of thinking

4. Method

This study employed a descriptive qualitative approach to examine collaborative governance in addressing unemployment in Pekanbaru City, Indonesia. This approach was selected to obtain an in-depth understanding of stakeholder interactions, institutional arrangements, collaborative processes, and the challenges encountered in implementing employment-related programs. Rather than measuring causal relationships statistically, the study focused on describing how collaboration was implemented and identifying factors that influenced its effectiveness.

Data were collected through semi-structured interviews, field observations, and document analysis. Semi-structured interviews were conducted to explore stakeholders' experiences, perspectives, and roles in employment-related collaboration. Field observations were used to obtain contextual information about the implementation of collaborative activities, while document analysis examined relevant employment policies, program documents, and available administrative data.

Informants were selected purposively based on their involvement in or knowledge of employment governance in Pekanbaru City. They represented government agencies, private companies, employment intermediaries, educational and vocational training institutions, and job seekers. This selection enabled the study to capture perspectives from different stakeholder groups involved in connecting workforce supply with labor market demand.

The data were analyzed descriptively through data organization, reduction, categorization, presentation, and interpretation. The analysis was guided by the collaborative governance framework developed by Ansell and Gash (2008), which comprises four dimensions: starting conditions, institutional design, facilitative leadership, and collaborative process. These dimensions provided the analytical basis for examining stakeholder participation, coordination mechanisms, leadership roles, information exchange, and the implementation of employment programs.

To strengthen the credibility of the findings, information obtained from interviews was examined alongside field observations and documentary evidence. Comparing these sources helped identify converging perspectives, contextual differences, and institutional challenges in collaborative employment governance. The analysis subsequently informed the identification of barriers to collaboration and the formulation of recommendations for strengthening coordination, integrating labor market information, and improving monitoring and follow-up of employment programs in Pekanbaru City.

5. Results and Discussion

The Collaborative Governance Process in Reducing Unemployment Rates in Pekanbaru City

Addressing unemployment in Pekanbaru requires a working relationship among the government, companies, education and training institutions, and job seekers. This collaboration is manifested through placement services, job matching, job fairs, the PASKETEMU program, the dissemination of job vacancies, training initiatives, and apprenticeships. However, the mere existence of such programs does not automatically imply that the collaboration is functioning optimally; the process must be evaluated by examining the initial conditions, the established terms of cooperation, the quality of leadership, and the nature of the interactions between the involved parties.

To understand this situation, this study employs the four dimensions of collaborative governance proposed by Ansell and Gash (2008): starting conditions, institutional design, facilitative leadership, and collaborative process.

Starting Conditions

The initial conditions for collaboration reveal a state of mutual interdependence. The government needs companies to create job opportunities; companies require candidates who meet specific qualifications; job seekers need information, access to selection processes, and opportunities to enhance their competencies; meanwhile, education and training institutions require information on industry needs to ensure their curricula remain relevant.

According to the Department of Manpower and Transmigration, the issue of unemployment cannot be addressed by the government alone. One form of collaboration mentioned is an apprenticeship program with PT Pertamina Hulu Rokan (PHR), established through a memorandum of understanding. This partnership aligns the government's role in workforce development with the company's need for prospective employees who are prepared to enter the professional world.

The competency gap remains a challenge. Companies evaluate applicants based on education, experience, skills, and job requirements, while job seekers may face limitations in terms of experience and information. Consequently, the number of job openings does not always correlate directly with suitable placements.

According to Ansell and Gash (2008), initial conditions influence the readiness of actors to collaborate. In this context, the need to meet the demands of the labor market serves as the basis for cooperation, yet the respective authorities of the parties involved remain distinct: companies determine recruitment, while the government facilitates meetings and services. Collaboration must be grounded in an understanding of needs, rather than merely the execution of joint activities.

Institutional Design

The institutional design is reflected in the division of functions. The Riau Province Manpower and Transmigration Office facilitates and coordinates services at the provincial level; the Pekanbaru City

Manpower Office carries out services within its scope of authority; companies communicate their requirements and screen applicants; and education and training institutions help develop the necessary competencies. Job seekers utilize these services and participate in the established processes.

Coordination is carried out through direct communication, meetings, employment forums, information exchange, and activities that bring companies and job seekers together. These mechanisms help the government obtain information regarding job openings, job requirements, and workforce needs, which is then disseminated through available service channels.

Minister of Manpower Regulation Number 5 of 2024 concerning the Labor Market Information System provides a framework for managing data on labor supply and demand. This regulation is relevant because job matching requires information that is accurate, up-to-date, and accessible for shared use, in accordance with the respective authority of each stakeholder.

Although a division of functions has been established, the recording of recruitment outcomes is not yet fully integrated. According to employment facilitators, some companies and job seekers do not report hiring results through KARIRHUB. Consequently, the recorded placement figures may differ from the actual situation. Collaborative arrangements need to encompass responsibilities for reporting and follow-up, rather than just the division of tasks.

Thus, the institutional design has provided a basis for the division of functions, yet information integration and reporting consistency still require improvement. Standardized recording of job vacancies, applicants, selection results, and placement status will facilitate more accountable evaluations.

Facilitative Leadership

Facilitative leadership is evident in the role played by the Riau Province Manpower and Transmigration Office (Disnakertrans) in connecting the government, companies, training institutions, and job seekers through initiatives such as job fairs, PASKETEMU (a job-matching forum), job matching services, vacancy information, training programs, and apprenticeships. The government provides access and facilitates these interactions without usurping the authority of companies to make hiring decisions.

Employment facilitators support operational processes by gathering and vetting job vacancies, explaining requirements, directing job seekers toward relevant positions, and assisting with the selection and placement process. Ongoing communication with companies is also necessary to obtain recruitment outcomes and update records. This facilitation does not end once recruitment is underway; the government continues to play a role after the selection phase by confirming application statuses, ensuring that successful placements are documented, and guiding unsuccessful candidates toward other suitable vacancies or relevant skills-upgrading programs.

The effectiveness of facilitative leadership depends on the willingness of all parties to update information and follow up on agreements. While the government may initiate the recruitment process, companies must communicate their requirements and the outcomes of the selection process. In line with Ansell and Gash (2008), leadership must sustain dialogue, trust, and commitment to ensure that collaboration continues even after the specific activity has concluded.

Collaborative Process

The collaborative process encompasses the identification of needs, the posting of vacancies, the matching of qualifications, selection, placement, and monitoring. This sequence underscores that reducing unemployment requires sustained effort, linking the interests of the government, companies, and job seekers.

Job fairs connect companies with job seekers. In 2024, the event at the Riau Province level involved 75 companies and offered 2,863 job openings; it was attended by 2,096 job seekers, with 347 individuals successfully hired. In 2025, there were 67 participating companies, 2,812 job openings, and 1,613 job seekers, with 355 individuals hired. These data reflect hiring outcomes reported at the

provincial level; they do not represent placement figures specific to Pekanbaru, nor do they serve as direct evidence of a decline in the Open Unemployment Rate (TPT).

PASKETEMU provides opportunities for direct interaction between companies and job seekers. The event on June 2, 2025, involved two companies and nearly 200 job seekers; the session on June 23 included three companies and approximately 50 job seekers; while an event with First Resources Group on July 24 saw 62 job seekers participate through walk-in interviews. Additionally, on May 27, 2025, 24 companies were engaged to disseminate job vacancies via digital channels. These initiatives expand access to information and recruitment opportunities.

Competency-based training contributes to workforce readiness. The Vocational Training Unit (UPT Latihan Kerja) of the Riau Province Manpower and Transmigration Office (Disnakertrans) recorded 416 trainees in 2024 across 12 fields, including culinary arts, mobile phone repair, lightweight steel construction, sewing, air conditioning (AC) repair, electrical installation, computer operation, and barista skills. The bakery and pastry training program had 144 participants, while the mobile phone repair training had 64 participants (Vocational Training Unit of the Riau Province Manpower and Transmigration Office, 2024).

Regarding domestic internships, administrative records indicate 79 participants across three companies in 2024. For 2025, 30 participants were recorded at PT Pertamina Hulu Rokan; data for the other two companies are unavailable, though this does not necessarily imply that the activities did not take place (Riau Province Manpower and Transmigration Office, 2025). Furthermore, the Riau Province Manpower and Transmigration Office facilitated the placement of 13 interns in Japan in 2013 and 9 in 2024, in cooperation with the Ministry of Manpower. This overseas internship program serves as a means to broaden work experience and develop competencies through collaboration between the central and regional governments. However, data concerning the employment status of participants following the completion of their internships are not provided in this document.

The number of participants in job fairs, training programs, and internships represents the output of these activities, but it is insufficient to demonstrate their impact on unemployment. Further evaluation should encompass program completion rates, selection outcomes, the number of participants who actually secure employment, the alignment between jobs and individual competencies, and the sustainability of these placements.

These findings align with studies by Herman et al. (2024) in Bengkalis, Huki et al. (2024) in Pangkalpinang, and Prasetyo et al. (2024) in Surabaya, which examine the management of unemployment through inter-party relations and program implementation. The research in Pekanbaru places particular emphasis on the integration of labor market information and the recording of placement outcomes as part of the collaborative process.

In general, collaboration has been realized through coordination and various employment-related programs. However, information exchange, competency matching, recruitment, and post-placement follow-up need to be integrated into a cohesive process—ensuring that collaboration does not merely stop at the execution of activities, but instead leads to verifiable job placements.

The Role of Stakeholders in Collaborative Governance

Addressing unemployment involves various actors with distinct yet interconnected responsibilities. If any of these parties fails to fulfill its role adequately, the process of matching the needs of companies with job seekers can be hindered.

The Riau Province Manpower and Transmigration Office (Disnakertrans) facilitates labor market services, coordinates programs, disseminates job vacancy information, and connects companies with job seekers through job fairs, the PASKETEMU platform, job matching, training, and apprenticeships. The Pekanbaru City Manpower Office (Disnaker) carries out services within the scope of its own authority. Coordination between these two levels of government is essential to ensure that services and information are mutually supportive.

Companies provide employment opportunities, outline job requirements, and determine which applicants to hire. Information regarding the number of positions, as well as the required education, experience, skills, and the stages of the selection process, helps the government communicate job

openings accurately. Reporting the outcomes of the selection process is also essential to ensure that placement data aligns with the actual situation.

An employment facilitator acts as a liaison between companies and job seekers. Their responsibilities include gathering job vacancies, verifying requirements, disseminating information, matching qualifications, facilitating the recruitment process, and following up on placements. Any changes to requirements or selection outcomes must be confirmed to ensure that the information remains accurate.

Education and training institutions help build competencies. Technical Training Centers (UPT Latihan Kerja) provide competency-based training, while educational institutions can support graduate readiness through instruction, practical experience, and career preparation. Input from companies regarding skill requirements can serve as a basis for adjusting course content; however, the link between training and job placement still requires evaluation.

Job seekers play an active role by accessing information, preparing documents, understanding requirements, participating in selection processes, and enhancing their competencies. While access to information and opportunities to meet with companies facilitate the job search, some job seekers still face difficulties in obtaining complete information and learning the outcomes of selection processes.

The success of a collaboration is not determined by a single party. The government provides facilitation, companies create opportunities, employment intermediaries bridge specific needs, education and training institutions develop competencies, and job seekers engage in the process. Two-way communication and accountability for outcomes must be strengthened to ensure that such participation leads to more accurate job placements.

Factors Hindering the Effectiveness of Collaborative Governance

a. Mismatch Between Competencies and Company Needs

A mismatch in competencies is one of the challenges that emerged during interviews. Companies establish qualifications based on the specific characteristics of a role, yet some job seekers lack the corresponding education, experience, or skills. Consequently, available job openings may not align with the profiles of the applicants.

The Manpower and Transmigration Office (Disnakertrans) seeks to bridge this gap through job matching, coordination with companies, training, and apprenticeships. The effectiveness of these efforts depends on having accurate information regarding required competencies and ensuring that the programs align with the actual needs of the labor market.

b. Limitations and Updating of Labor Market Information

Incomplete job information and a limited range of job titles can make it difficult for job seekers to assess their suitability for a position. Furthermore, as a company's requirements evolve, the information provided must be updated to ensure that the advertised vacancies remain relevant.

Digital channels can expand access to information, but their value depends on data quality. Regular checks, communication with companies, and the timely notification of changes to requirements are essential to ensure that job seekers receive accurate information.

c. Coordination between stake holder

Coordination has taken place through meetings, direct communication, employment forums, and joint activities. However, the follow-up on agreements, the updating of information, and the documentation of selection results still require strengthening. Communication during these activities does not always guarantee the continuity of collaboration once the activities have concluded.

The reporting of recruitment outcomes via KARIRHUB remains inconsistent. If companies or job seekers fail to report the results of the selection process, placement data cannot be accurately updated, and evaluations risk being limited to mere counts of activities and participants. A clear division of responsibilities regarding reporting and periodic confirmation is necessary to improve data accuracy.

d. Job Requirements and Continuity of Placement

Specific job requirements can limit the fit between applicants and a vacancy. Differences in experience and skills, as well as evolving company needs, also influence selection outcomes. Information regarding qualifications, responsibilities, and the stages of the recruitment process should be communicated clearly.

Efforts to address the situation should not end with a job fair or similar recruitment event. Job seekers who have not secured a position must continue to have access to other job openings, training, or other relevant services. Monitoring recruitment outcomes also helps the government understand the obstacles to job placement and improve future programs.

Key obstacles to collaboration include a mismatch in competencies, the quality of labor market information, coordination among parties, and the recording of placements. These issues are interconnected: effective matching requires detailed information, information necessitates coordination, and the effectiveness of the process must be demonstrated through documented data on selection outcomes and placements.

6. Conclusion

Collaborative governance in addressing unemployment in Pekanbaru has been implemented through cooperation among the government, companies, employment intermediaries, education and training institutions, and job seekers. Within the framework proposed by Ansell and Gash (2008), the initial conditions are shaped by the interdependence among actors; the institutional design is reflected in the division of functions; facilitative leadership is exercised through the government's role as a liaison; and the collaborative process is manifested through information exchange, job matching, job fairs, the PASKETEMU program, training, apprenticeships, and placement services. Nevertheless, there remains a need to improve information integration and the follow-up process for recruitment.

The roles of the various stakeholders are complementary. The Riau Province Manpower and Transmigration Office and the Pekanbaru City Manpower Office provide services within their respective jurisdictions; companies communicate their requirements and screen applicants; employment intermediaries bridge the two parties; education and training institutions develop the necessary competencies; and job seekers utilize available information and participate in the established processes. Addressing unemployment requires ongoing collaboration; it is not the sole responsibility of the government.

Barriers to collaboration include competency gaps, limitations and delays in updating job vacancy information, inconsistent coordination, and incomplete records of selection and placement outcomes. While available data document the implementation of the program, they do not fully account for the outcomes following the conclusion of its activities. Consequently, this study does not conclude that the program directly reduces unemployment; its contribution must be assessed using consistent and verifiable placement data.

Suggestion

The Riau Province Manpower and Transmigration Office and the Pekanbaru City Manpower Office need to strengthen data integration, the reporting of recruitment outcomes, and the monitoring of job placements. Furthermore, training programs should be tailored to the needs of companies and evaluated based on labor absorption rates. Such integrated, data-driven collaboration is expected to improve the accuracy of job placements and support efforts to reduce unemployment in Pekanbaru.

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