Design and Strategy for Welfare-to-Work Policy Implementation in Indonesia: Study on Multiple Activation, Strategy for Strengthening Service Provider Capacity and Response of Affected Groups of Pre-Employment Card (Kartu Pra Kerja) Program

Muhyiddin[1], Rita Parmawati [2*], Muhammad Qomaruddin [3], Fadillah Putra [4], and Anwar Sanusi [5]

Corresponding author. *Email: rita_parmawati@ub.ac.id

Abstract

The Covid-19 Pandemic has hit several countries in the world, including Indonesia. Some of those affected were the industrial world, which resulted in layoffs. In principle, the Pre-Employment Card is a bridge that connects the community with various kinds of new skills training. In addition, the Government also hopes to create a more capable and empowered society to simultaneously reduce excessive dependence on others. This research uses a mixed-method approach and explores the implementation process of the Pre-Employment Card program. The conclusion of this study directs that the pre-employment card program is a policy issued by the Government in the midst of the Covid-19 Pandemic as a social safety net and to train and improve the competence of the workforce to face the demographic bonus in 2030. Socialization carried out by the agency is only through the media social Instagram. In addition, the interaction that occurs in the account is very minimal, so the socialization carried out on social media can be said to be very minimal and less effective.

Keywords: Covid-19 pandemic; Kartu Prakerja; Pre-Employment Card.

[1] Ministry of Manpower, Jakarta, Indonesia
[2] University of Brawijaya, Malang, East Java, Indonesia
[3] University of Brawijaya, Malang, East Java, Indonesia
[4] University of Brawijaya, Malang, East Java, Indonesia
[5] Ministry of Manpower, Jakarta, Indonesia

I.   Introduction

The Covid-19 Pandemic has hit several countries in the world, including Indonesia. Some of those affected were the industrial world, which resulted in layoffs. In the midst of the Covid-19 Pandemic, the Government issued Law (Undang-Undang/UU) number 11/2020 and several implementing regulations where Government Regulation (Peraturan Pemerintah/PP) number 35/2021 and PP number 36/2021 most related to workers or laborers. The Government has implemented various policies, including issuing the Pre-Employment Card Program. After running as many as 16 waves, it is necessary to evaluate through the principles of benefit and accessibility to determine whether the Pre-Employment Card Program is as expected. The research method used is normative research which is accompanied by a literature study and is equipped with interviews. This research then discusses the concept of the Pre-Employment Card issued by the Government, the role of government policy at a critical time, and whether the Pre-Employment Card Program has brought benefits and can be accessed by all Indonesian people.

Although it has brought benefits, not all people have been able to feel the benefits and accessibility of this Pre-Employment Card Program, as happened in Sampang Regency. Interviews were conducted with informants from Sampang Regency and Blitar Regency. The results of interviews with informants from Sampang Regency who had problems activating the Pre-Employment Card account and unstable signals resulted in disrupting the process of doing the questions. The next problem is that there is no given practice resulting in informants only listening and watching the material presented. The third informant said that the problem that arose was related to the database, which could not accommodate many people who registered simultaneously, resulting in disturbances. The informant said this pre-employment training program was good in theory but less effective because it was not accompanied by direct practice.

The concept of welfare-to-work (WTW) has now become a central discussion in many countries when talking about unemployment and employment issues. This model is one of the operationalizations of the active labor market policy (ALMP) approach, which emerged as a critique of the old approach, namely the passive labor market policy (PLMP). The second approach is an attempt by the state to protect job seekers from poverty and bankruptcy (prevent them from hitting bottom), which is manifested in financial assistance for the unemployed and insurance for victims of layoffs. In its journey, PMLP has caused much dependence and even led to the manipulation of the beneficiaries in the long term (Nguyen, Considine & O'Sullivan, 2016; Dall, 2019; Lee, 2019). To overcome this, it is necessary to develop an approach that clearly and systematically leads job seekers to be able to return to work. This solution is called the active approach (ALMP) in the context of the job seeker service policy (unemployment service). Therefore, this policy is often referred to as the activation model (van Berkel, 2017).

WTW is a policy that aims to create an inclusive job market (Dall, 2020) by activating job seekers and is oriented towards strengthening motivation, increasing skills, and opening blockages for job seekers in getting jobs. In other words, WTW aims to optimize the capacity of job seekers to find work (employability). The latest development of WTW has led to the concept of double activation, where job seekers are activated and WTW service providers through an incentive mechanism (van Berkel, 2014; Nguyen, Considine &

O'Sullivan, 2016; Dall, 2018; Suárez & Suárez-Valdés, 2018). For example, if service providers are willing to deal with vulnerable job seekers (for example, groups with disabilities), the incentives received are greater. The study of WTW itself can generally be categorized into 3 (three) major groups, namely: the study of ideas, beneficiaries (job seekers), and direct servants (front liners) in implementing WTW policies.

First is a study of WTW's policy ideas from their ideological roots to institutional design. The debate about the ideology behind the WTW can be drawn from the widespread application of neoliberal approaches (new public management) and market-oriented governance. This can be seen from the development of contractualism and managerialism in WTW governance (Whitworth & Carter, 2014; Suárez & Suárez-Valdés, 2018; Lee, 2019).

This trend is somewhat contradictory to the basic idea of WTW, which is rooted in the concept of the welfare state and democratic socialism (Esping-Andersen, 1990). At the level of institutional strategy, WTW is generally divided into 5 (five) types, namely: (1) statistic, the state as the sole service provider; (2) privatization, the private sector as a service provider; (3) contracting-out, the private sector provides services for funding sources from the state; (4) market-testing, the state, and the private sector compete in providing services; and (5) voucher system, service users, get vouchers (from public funds) and choose services according to their needs (Thuy, Hansen, and Price, 2001; Nguyen, Considine and O'Sullivan, 2016). In practice, the five strategies are eclectic. Second is a study of implementing officers in the field (front liners) or, in Lipsky's concept called, street-level bureaucrats.

The WTW study in this context emphasizes the harmonious interaction that occurs between field officers (front liners) and service users (clients), which is the key to the success of WTW policy implementation (Dall, 2018). To achieve this, the skills of field officers must be improved through various training programs. Thus, those who need training programs are not only job seekers but also WTW policy implementers (activation workers) so that they can provide good services in the field (van Berkel, 2014). And third is a study of the perceptions of the beneficiaries of the WTW program, which is generally viewed with a phenomenological approach. Research on this aspect generally concludes that environmental factors and the intrinsic motivation of job seekers greatly influence the success of various WTW programs (de Bruyn & Cameron, 2017; Zhang & Gerlowski, 2018; Mujere, 2019).

From the real conditions and conceptual analysis above, it can be formulated that the research problem is how to identify the determinants of support for the implementation of the Pre-Employment Card program; How to design interagency relations between the Government (Pre-Employment Card Program) and private service providers and local organizations; How to develop incentive mechanisms for both job seekers and WTW service providers, especially for job seekers from vulnerable groups; How to design a program to increase the capacity and professionalism of frontline-activation workers. How to map affected groups' perceptions of the existence of the Pre-Employment Card program in Indonesia. Alternatively, graphically it can be seen in the following image:
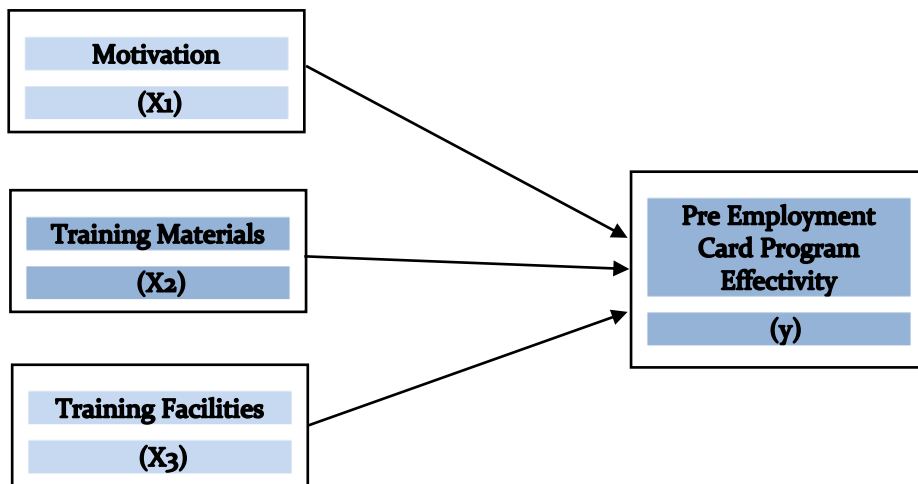
Figure 1. Chart of the Relationship of Motivation, Training Materials and Facilities to the Effectiveness of Pre-Employment Programs

Table 1. The Indicators Used for Variables

No.	Variable	Indicator
1.	Motivation (X1)	Has your organization ever been involved in policy consulting for this program or any other employment programmer?
		How was your participation in the selected training?
2.	Materials (X2)	How did you choose a training material provider?
		How did you choose training materials?
		Did the training provided by the service provider help you find a job or start a business?
3.	Facilities (X3)	How easy is the program registration process?
		Did you get incentives from service providers?
4.	Effectivity (Y)	How did this training affect you after taking it?
		Has anything changed after the training?
		Are you working now? Part time, full time or starting a new business?
		In general, how satisfied are you with this training program?

II.   Literature Review

The problem of unemployment and employment policies has been a concern of researchers for decades. In his book The General Theory of Employment, Interest, and Money (1936), John Maynard Keynes argued that the ideal condition in a country is when the unemployment rate is close to 0% (full employment). Keynes's idea about the ideal conditions of employment was continued by many subsequent researchers, such as William Phillips (1958), Milton Friedman (1968), James Tobin (1997), Paul Krugman (2008), and others. They all emphasize macroeconomic aspects, and state intervention in overcoming the unemployment problem is closely related to creating a healthy economy for a country. Government policies that are oriented towards full employment will also have an impact on increasing investment and economic growth.

The Keynesian tradition of thought is widely influential in studying social policy and the welfare state. Richard Titmuss (1974), in his book Social Policy: An Introduction, emphasizes that the problem of unemployment cannot be left to the market mechanism. The state must intervene massively and systematically (welfare programs/spending) to overcome various social problems, including unemployment. Goran Epsing-Andersen (The Three World of Welfare Capitalism, 1997), Phillip Pettit (Republicanism: A Theory of Freedom and Government, 1997), and Amartya Sen (Collective Choice and Social Welfare, 1984) assert that state intervention in social policy, including The problem of unemployment, which is a key instrument that the state must carry out, cannot be completely left to the market mechanism. The need for state policy intervention has also been mandated in the Second ILO Convention, which has been effective since 1921 (Nguyen, Considine, and O'Sullivan, 2016; Suárez & Suárez-Valdés, 2018).

Unemployment is a serious problem that the Government of Indonesia has not yet been able to overcome. Like siblings, unemployment and poverty are inseparable. Because with the increase in unemployment, the poverty rate in this country will automatically increase. The Government, as the policy authority, is expected to be able to play a role in overcoming the problems of unemployment and poverty. Yoshua Consuelo Analysis of the Effectiveness of Pre-Employment Cards in the Midst of the Covid-19 Pandemic The presence of the Pre-Employment Card program in the midst of the Covid-19 Pandemic seems to have left several kinds of new problems which, in essence, are related to the fate and needs of small communities, especially those affected by layoffs, economic difficulties, decreased income, etc.

In principle, the Pre-Employment Card is a bridge that connects the community with various kinds of new skills training. In addition, the Government also hopes to create a more capable and empowered society to simultaneously reduce excessive dependence on others. The facility of access to various kinds of training video tutorials, as well as the form of cash assistance provided by the Pre-Employment Card program, is quite indulgent for the community. However, the problem is that not all small communities can experience this opportunity because of the limited quota per wave and the system's implementation (Tomi Predianto & Khoirurrosyidin, 2021).

The wave of layoffs during the Covid-19 Pandemic continues to occur in various regions in Indonesia. To help affected workers, the Government prioritizes them as targets

for the Pre-Employment Card Program. Information about this is widely disseminated through the mass media, especially the internet. This study examines the impact of the Covid-19 Pandemic in Indonesia on the motives and trends of searching for Pre-Employment Card information on the internet. The research method is a literature study sourced from books, scientific papers, information from online mass media, and Google Trends data. The uses and gratification approach explains the motives of individuals using the media to obtain information. The results of the study show that the desire to benefit from the Pre-Employment Card as a solution to overcome the economic problems faced due to the Pandemic is the motive of the community to search for information about the Pre-Employment Card (Amelia Dwi Handayani and Arief Rachman 2021)

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The informant said that this pre-employment training program was good in theory but was less effective because it was not accompanied by direct practice (Adetya Firnanda, Clarisa Fitri, and Fahmi Ardianto, 2021). The next problem is that there is no given practice resulting in informants only listening and watching the material presented. The third informant said that the problem that arose was related to the database, which could not accommodate many people who registered simultaneously, resulting in disturbances.

III. Results

From the results of multiple linear regression with SPSS, the regression coefficients obtained can be seen in Table 2.

Table 2. Regression Test Results

Coefficients[a]						
Model		Unstandard Coefficients		Standardized Coefficients	t	Sig
		B	Std. Error	Beta		
1	(Constant)	9,870	,170		58,159	,000
	MOTIVATION	,073	,023	,066	3,167	,002
	MATERIALS	,432	,013	,703	33,158	,000
	FACILITIES	,419	,032	,281	13,236	,000

Source: Processed Data of SPSS version 25 of 2021

The results of the regression analysis above produce multiple linear regression equations as follows: Y = 9.870 + 0.073 X1 + 0.432 X2 + 0.419 X3, where the constant value of 9.870 can be interpreted that even though there are no independent variables (motivation, materials, and facilities) then the effectiveness of the program the pre-employment card still produces a value of 9,870. The X1 (Motivation) coefficient of aggression is 0.073, which means that every 1-level increase in the X1 value will increase the effectiveness of 0.073, assuming that other variables do not affect it. The regression coefficient value of X2 (Material) of 0.432 means that every 1 level increase in the value of X2 will increase the effectiveness of 0.432 with the assumption that other variables do not affect it. The X3 regression coefficient (Effectiveness) value of 0.419 means that every 1-level increase in the X3 value will increase the effectiveness of 0.419, assuming that other variables are unaffected. From the results of the regression analysis above, it is also known that the variables of motivation, materials, and facilities are partially significantly related to the effectiveness of the pre-employment program because it is seen that Sig < Research Alpha (0.00 <0.05).

From the table of determination coefficient test results below, it was found that the R-value was 0.823, which means that the independent variables (motivation, materials, and facilities) could influence changes in the dependent variable (effectiveness of pre-employment programs) of 82.3%. The rest (17.7%) is influenced by other variables outside the study.

Table 3. Coefficient of Determination Test Results

Model Summary				
Model	R	R Square	Adjusted R Square	Std. Error of The Estimate
1	,823[a]	,678	,677	,642

Source: Processed Data of SPSS version 25 of 2021

Characteristics of respondents are used to see the diversity of respondents based on age, education, employment status, the field of work of respondents, and their participation in pre-employment programs. The diversity of respondents based on age can be seen in Table 4 below:

Table 4. Characteristics of Respondents by Age

Age	Amount (People)
<24	360
25-34	348
35-44	94
45-54	0
>55	24

Based on the age characteristics of the respondents in Table 7, there are 360 respondents aged less than 24 years, 348 respondents aged 25-34, 94 respondents aged 35-44, and 24 respondents aged >55 years. The number of respondents with a productive age of 20-40 dominates the respondents because, at that age, many are still looking for work or do not have a permanent job (Aprilitanti, 2017). Based on the respondents' fields of work in Table 10, as many as 136 respondents have sales and marketing jobs, 234 respondents are private workers, 62 respondents have administrative work fields, 46 respondents have logistics and distribution jobs, 44 have IT or computer work fields, as many as 12 respondents have a creative industry field of work, four respondents have a culinary field of work, two respondents have an accounting work field, two respondents have a factory or industrial work field, and 302 respondents do not have a job. The main things that caused unemployment to increase during the Pandemic were layoffs because many companies stopped their operations, locked down social distancing, and PSBB (Fahri et al., 2019).

Based on the expectations of the respondents after attending the pre-employment in Table 14, as many as 158 respondents hoped to be able to apply the results of the training in their work, 74 respondents hoped to be able to improve their public speaking skills, 104 respondents hoped to be able to find work easily, 128 respondents hoped to be able to improve the quality of their CV, 156 respondents hope to be able to get a job, 214 respondents hope to be able to get the ability to be entrepreneurship, and 12 respondents hope to be able to apply the results of the training in everyday life. Based on the things they like most when participating in pre-employment in Table 15, as many as 46 respondents like training materials that use the latest materials, 460 respondents like pre-employment training because of its good quality, 338 respondents like pre-employment training because the material provided is related to the work most desired by market and two respondents, liked it because the training had a pilot or demonstration so that respondents understood it more easily.

IV. Analysis and Discussion

The presence of the Pre-Employment Card program in the midst of the Covid-19 Pandemic seems to have left several new types of problems, which are related to the fate and needs of small communities, especially those affected by layoffs, economic difficulties, declining incomes, etc. In principle, the Pre-Employment Card is a bridge that connects the community with various kinds of new skills training. In addition, the Government also hopes to create a more capable and empowered society to reduce excessive dependence on others simultaneously. The facility of access to various kinds of training video tutorials, as well as the form of cash assistance provided by the Pre-Employment Card program, is quite indulgent for the community. However, the problem is that not all small communities can feel this opportunity due to the limited quota per wave and the system's implementation through the selection stage. It has coupled with the lawsuit from several public observers who regret the effectiveness of the trillions of funds to be applied to the Pre-Employment Card program because it is inefficient. This study seeks to examine the effectiveness of the Pre-Employment Card in the perspective of empowerment, as well as the impacts found in the field so far.

The Covid-19 Pandemic is an international epidemic that is currently engulfing almost all countries around the world. Covid-19 spreads widely and rapidly by its nature, through intermediaries from one human to another. The current status of covid has become so urgent, as evidenced by looking at the facts on the ground. In addition, the World Health Organization (WHO) has also given a serious statement to remind the world's population to take appropriate policies in anticipating the spread of Covid-19. Various countries have felt such a huge impact, from the economy and tourism to the social condition of the community. For example, Tirto.id (2020) quoted several countries, such as China, Italy, and France, have chosen lockdown options. Even China implemented a lockdown policy long ago, especially in the center of the Covid-19 distribution area, namely the city of Wuhan. After the number of cases increased, China also carried out mass restrictions by closing access to and from entering other countries for its residents, as well as banning the operation of public transportation completely. After that, the lockdown policy became a model for other countries, which in the end, also implemented it strictly (Gusman, 2020).

How countries in the world deal with the spread of Covid-19 are practically the same as one another, such as locking policies and restrictions on large-scale interactions to minimize the number of victims. If examined, the restrictions caused by the lockdown will certainly interfere with normal activities in various countries in terms of social, economic, and tourism. Because there is almost no access in and out between citizens of other countries, this automatically weakens interaction and increases foreign exchange. It can be said that this is a normal symptom as a result of the international outbreak. One of the countries affected by the losses and pressures caused by Covid-19 is Indonesia, which is experiencing a broad economic crush. This sluggish economic situation is aimed at breaking the chain of the spread of Covid-19, due to various operational restrictions involving many large companies and other economic actors. The implementation of social distancing was one of the triggers. It was added to Government Regulation No. 21 of 2020 concerning PSBB to accelerate the recovery of conditions and situations. The policy that the Indonesian Government has carried out is a form of serious handling. Undeniably, the fundamental

aspects of the Indonesian state are critical objects that are the Government's main focus (Consuello, 2020).

National economic losses due to the PSBB can be measured by the activity and mobility of people in Jabodetabek as the core and economic support area. From early to mid-March, there was a drastic decline in the transportation sector and facilities, from airplanes, commuter trains, buses, public transportation, and taxis to the scale of conventional and online motorcycle taxis. Additional data, quoted from Republika.co.id, stated that PT KAI canceled 44 routes from Jakarta to other cities. Each other's hometown. Likewise with airlines that are not operating, as well as complaints from taxi drivers, conventional motorcycle taxis, and online motorcycle taxis who claim that there has been a decline in the number of passengers by around 70 to 80% from normal days, forcing them to stagnate and choose to return home. With the PSBB, offices and most industries are prohibited from operating for a relatively long period which causes economic losses. Meanwhile, suppose the PSBB is extended and or expanded to other cities. In that case, the impact of losses will automatically increase and can be projected based on a comparison of time and area (Hadiwardoyo, 2020).

During the Covid-19 period, one of the policies and programs implemented by the Indonesian Government was to launch the Pre-Employment Card program by involving multi-company partnerships. The Pre-Employment Card program has become very meaningful in helping small communities meet their daily needs and maintain food welfare for a certain period. The impact of Covid-19 can be said to have been slightly overcome through the Pre-Employment Card program. However, not all people can access the Pre-Employment Card program due to many factors, such as the tight selection process, limited information, willingness, interest, and so on. The Pre-Employment Card emerged as a program that provides open space and the potential to trigger the development of creativity for small communities through an online training system. The Pre-Employment Card program provides the public with broad access to improve their competence in certain fields. In addition, various digital platforms also accompany pre-employment processes and services, such as Tokopedia, Bukalapak, Skill Academy, Ministry of Manpower, Pintaria, Pijar, Sekolah.mu, and mauBelajarApa (Wijayanti & Humardhiana, 2020).

The Pre-Employment Card Program is very relevant to the theory from Olaniyi (2020), which states that when the community's economic condition declines dramatically, the Government is the party fully responsible for taking strategic steps to overcome economic difficulties that plague the community. The economic situation of the community is the main reference that is the burden and responsibility of the Government as the authorities, especially when an emergency or obstacles occur at any time (Kurniawansyah et al., 2020). Due to the widespread increase in the number of victims of Covid-19, the Indonesian Government has to rack its brains to deal with the problems that occur. This is the impact of the declining business climate that occurs in Indonesian society, starting from the decline in productivity levels as well as business closures and layoffs. In this case, the Indonesian Government is the subject who is responsible for threats to the national economy. Through the issuance of Perppu No. 01 of 2020, one of the programs being promoted is the Pre-Employment Card, with a target of 5.6 million people (specifically) affected by the Covid-19 Pandemic. In the Pre-Employment Card program, the community

has two rights, namely 900 types of online training as access to improve self-capability (according to their respective talents and interests) and financial assistance for other purposes (Pratiwi, 2020).

Regarding the registration mechanism, the Indonesian Government does not discriminate between individuals. Everyone has the same opportunity, as long as Indonesian citizens aged 18 years and not currently are welcome to register online. Furthermore, if the registrants have passed the file selection, then the next step is to continue with taking the motivation and basic ability tests. Participants who pass are allowed to take part in the training and will get an electronic certificate when the training is over. In addition, the nature of the coaching money's disbursement is noted that participants must first take part in the form of training, which is expected to be used for further development and self-capitalization after the training (Pratiwi, 2020). Government action is something that is known about the steps in setting policies. However, if the policy is related to the relevance of the situation and conditions in a country, including Indonesia, then the public or society will be directly affected. So that the manifestation of the quality of policies implemented by the Government, of course, is a determining factor for the situation. An example is the case of the Pre-Employment Card, where the Government includes digital touch and intermediaries to empower the community through various kinds of strategic training. In this case, it can be seen how the Government's efforts to equip citizens to become skilled and agile to further support their daily abilities in survival.

The presence of the Pre-Employment Card program is a strategic step from the Indonesian Government, which is certainly motivated by a great concern for the community. Especially during the Covid-19 Pandemic, as it is today, where most people are experiencing a deadlock, especially regarding fulfilling (economic) needs. All activities become hampered or, indeed, decrease productivity and income. This is supported by data on tax revenues under pressure due to weakening industrial trends and international trade and economic activity. At the end of March 2020, the government and business sectors experienced a business slowdown in line with the regulations related to WFH (Work From Home). In total, Indonesia experienced a decline in tax revenue in the first quarter of 2020, which was recorded to be minus 2.5%, and automatically affected the 2020 State Budget figures. Some tax instruments that were minus after being used for handling Covid-19 were Corporate Income Tax and Taxes in Import order (PDRI) consisting of several types, namely Income Tax (PPh) article (22) imports, PPh article (22) exports, Import Value Added Tax (VAT), and Sales Tax on Luxury Goods (Silalahi & Ginting, 2020).

So that in the end, these various reasons helped underlie the Government in formulating ideas and made the Indonesian Government active in reading the sluggishness of the small community. However, the realization of the Pre-Employment Card program to date has indeed been realized in the field. Then, one of the targets expected by implementing the Pre-Employment Card program is people affected by Covid-19, medium, small, and micro enterprises actors, and people affected by layoffs. According to data from the Ministry of Social Affairs, some of the impacts felt by the community are not small, namely in the economic, social, educational, and health fields. However, the biggest impact can be seen from how limited community activities outside the home are due to heeding the Government's appeal (PSBB) to refrain from leaving the house as much as possible unless it

is urgent. In the end, this also affects the socio-economic conditions of many small communities with various livelihood backgrounds because the context is that they must maintain their survival for a while in the midst of impartial conditions (Pratama, 2021).

V.   Conclusion and Recommendations

The pre-employment card program is a policy issued by the Government in the midst of the Covid-19 Pandemic as a social safety net and to train and improve the competence of the workforce to face the demographic bonus in 2030. Socialization carried out by the service is only through social media, Instagram. In addition, the interaction in the account is minimal, so the social media service's socialization can be said to be minimal and less effective. In addition to providing socialization related to the Pre-Employment Card Program, the Regency/City Manpower Office, especially in the Field of Placement of Training and Protection of Workers, provides service assistance by providing internet access, computers, etc. In addition, the services provided are only limited to the registration process. The impact felt by participants and families of recipients of the Pre-Employment Card Program on welfare is that with this program, their physical-material needs feel prosperous, namely being able to meet their daily needs. In the form of mental and spiritual, it can be said to be helped, but it is only limited to maximizing individual potential to trigger the development of creative ideas. The rest (building a business from incentives) does not work because the incentives provided are deemed insufficient to be used as capital to open a business.

There is a standard method of implementing online training programs in pre-employment cards, considering that online methods have the potential to be fictitious, ineffective, and detrimental to state finances. While the recommendations that can be given are the need for a control mechanism to avoid potentially harming state finances, this control mechanism is equipped with new evaluations from the Government and academic institutions as a counterweight. If the implementation method is standardized, the evaluation and control process will be easier and more effective.

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