

Implementation of Training Programs Funded by The Tobacco Excise Revenue Sharing Fund (DBHCHT): An Effort to Improve the Workforce

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ABSTRACT

Kabupaten Cirebon has a working-age population that is relatively large, the challenges of low skilled labor and high open unemployment rate (TPT) is still dragging the region, vocational education is the greatest source of problems. In dealing with these problems, the Cirebon Regency Government, through the Department of Manpower, applies the Tobacco Excise Revenue Sharing Fund (DBHCHT) in accordance with the Ministry of Finance Regulation No. 72 of 2024. The scheme is run by the UPTD Vocational Training Center (BLK). This study was conducted in order to analyze the DBHCHT based vocational training program to enhance workforce competencies in Cirebon regency. The research is a descriptive qualitative research, with three data collection techniques namely interview, observation and documentation. Data were analyzed using George C. Edward III's policy implementation theory with four dimensions which are: communication, resources, disposition, and bureaucratic structure. The findings of the study suggest that the DBHCHT vocational training program is implemented effectively in enhancing workforce competencies. But there is still limitation of facilities, motivation of participants is different, and less cooperation with industrial sector for

job placement. Therefore, the objectives of programme need to be communicated more, facilities/infrastructure need to be improved and links with industry need to be forged.

Keywords: Policy implementation; DBHCHT; job training; Cirebon regency

INTRODUCTION

Indonesia has great demographic potential as it has a large proportion of working-age population. The national workforce amounted to 153.05 million people an increase of 3.67 million from the previous year, based on data from the Central Statistics Agency (BPS) as of February 2025. From this number, 145.77 million people have been working, while another 7.28 million have been unemployed, with a rate of open unemployment (TPT) at 4.67%. Despite the fact that the figure represents a slight decrease, the large absolute number of unemployed people is still a severe hindrance to economic growth as it means that there are not enough jobs to accommodate the burgeoning labour force. ^[1]

The open unemployment rate (TPT) at the end of 2024-2025 reached 6.74% or as many as 84,990 people based on BPS and the Cirebon Regency Manpower Office (Disnaker) reports. While still a substantial number, the figures do illustrate a positive trend in that the number of unemployed are

drastically down from 2023. However, regionally speaking, this OUR is still a little higher than that of Cirebon City with 6.29 %. One of the most surprising results from these statistics is that the unemployment population is made up primarily by educated graduates, which includes SMK/SMA graduates and diploma holders; thus the educated labour force is the biggest contributor to unemployment in Cirebon regency. [2]

This is a reflection of the fact that the origin of Indonesia's labor market problems not just due to lack of job vacancies but also due to the mismatch of available workforce and industrial needs. The economic structural shift to the service and manufacturing sectors requires workers who are flexible, creative, and specialized. To make matters worse, the present labour force mainly consists of secondary school leavers with very modest skill sets. Poor competitiveness later on affects productivity strategies and fuelled high open unemployment in the area. [3]

The quality of a company's human resources is essential for whether it will succeed or fail. In such a fast-paced, competitive business climate with technology evolving so quickly, companies need to remain flexible. Hence, the companies have to be prepared to have the potential workforce possessing the competence and the capability to face such a challenge. One strategic approach that is frequently utilized is through training programs - a planned process of developing skills, knowledge and work ethic to help accomplish the business'/organization's objectives. [4]

The delivery of HRD that fulfills the needs of the industry is the competency-based education and training (CBET). The approach is organized 70 percent hands-on training, 30 percent theory in the curriculum. [5] This is to make sure that students are not only understand the material but they are also having technical skill. Therefore, the PBK program is recognized to promote students' knowledge, skills, and work ethics, so that the graduates are able to compete in global

market and ready to work or to establish their own businesses. [6]

As an instrument in the strategic fiscal policy, tobacco excise revenue-sharing fund (DBHCHT) has an important role in the welfare of the society, particularly in the fields of education and vocational training. The utilization of these funds for work schemes is expected to be the real answer for unemployment rate and human resources (HR) enhancement in the province. The management of the DBHCHT should be managed responsibly and should ensure that the management results in a direct benefit to the community and be proven as a positive impact in a community. This is in line with Mandate of the Ministry of Finance Technical. [7]

Cirebon Regency has made a significant contribution to state revenue through the tobacco excise revenue-sharing fund (DBHCHT) and tobacco farming land and has therefore been designated as a priority recipient of the tobacco excise revenue-sharing fund (DBHCHT). The use of these funds is governed by Indonesian Ministry of Finance Regulation (PMK) No. 72 of 2024, which explicitly stipulates the allocation of funds into three main areas, namely: (1) Community welfare, (2) Law enforcement, (3) Health (Peraturan Menteri Keuangan Republik Indonesia Nomor 72 Tahun 2024). This regulation mandates the implementation of a social reintegration program that includes the provision of assistance and job training.

The Cirebon Regency Manpower Office, through the Vocational Training Center (BLK), is implementing this DBHCHT budget allocation in the form of competency-based vocational training programs for various fields, such as sewing (garments), culinary arts, welding, automotive, and information technology. Regulatory - wise, this program is inclusive or open to the general public for all residents of Cirebon Regency within the productive age range, namely at least 17 to 45 years old. This policy aims to provide the widest possible opportunity for job seekers to acquire

adequate skills. A number of studies show that DBHCHT has been utilized for various programs ranging from health, law enforcement, to community welfare.

A community empowerment programme [8] assessed the delivery of DBHCHT-based vocational training in Nganjuk Regency, and the study results show that this programme has been fruitful in providing the unemployed individuals with additional skills (upskilling); nevertheless, this output-level achievement has yet to yield comparable outcome-level repercussions in terms of employment generation. The primary challenges are a disconnect between the curriculum and the ever-changing demands of the industry, and post training mentoring. Meanwhile, in the social assistance program a [9] discovered differences of pattern in the distribution of direct cash assistance (BLT) in Magelang City. The biggest issue identified is related to administration specifically relying on outdated data. The problem causes disparity between the intended beneficiaries (farmworkers) and real beneficiaries, causing social conflict.

On the basis of this research, there is a gap in that previous research has been centered on the final evaluation results and not on the process of implementation. This has further contributed to restricted access, and outcomes following training. The character of the program to the public with participant quotas and budgets is an interesting phenomenon to look at through the lens of George C. Edward III's theory of policy implementation. To analyse how the training program financed by the tobacco excise revenue-sharing fund (DBHCHT): training to upgrade workforce proficiency is implemented the study answer questions through the four dimensions of this theory comprising communication, resource, disposition, and bureaucratic organization, as well as facilitators and inhibitors.

LITERATURE REVIEW

Policy Implementation

According to George C. Edward III, as cited in [10] the success of policy implementation is determined by four crucial variables that interact with one another and operate simultaneously. These four variables play a dual role, functioning both as enablers and as barriers to policy implementation. Therefore, policy analysis must be conducted comprehensively by examining the following four factors:

Communication: Communication is an absolute prerequisite for the implementation of policies. Edward III emphasizes three key indicators for effective communication, namely:

1. Transmission (Distribution)
2. Clarity
3. Consistency

Resources: The availability of resources is a crucial factor; even if communication is clear, policies will not be implemented without adequate resource support, including:

1. Staff (Human Resources)
2. Information
3. Authority
4. Facilities (Infrastructure)

Disposition: Disposition relates to the character, attitude, and commitment of policy implementers. According to if implementers have a positive perspective and support the policy's objectives, they will carry it out diligently in accordance with the policymakers' intentions. Conversely, if there is apathy or resistance from implementers, the implementation process will face significant obstacles.

Bureaucratic Structure: Institutional aspects play a crucial role in organizing policy implementation. The two main characteristics of a bureaucratic structure are:

1. Standard Operating Procedures (SOP): Standard operating procedures serve as standardized guidelines to ensure consistency in actions, optimize time efficiency, and ensure that every step complies with regulations.

2. Fragmentation: The division of policy responsibilities among various different work units. High levels of fragmentation often make coordination difficult and lead to overlapping jurisdictions, which can potentially hinder policy effectiveness. ^[10]

Training

Training is a systematic concept focused on knowledge transfer, the development of technical skills, and the cultivation of a professional work ethic. Its objective is to ensure that human resources are capable of fulfilling their responsibilities in accordance with established competency standards. According to ^[11] training is simply defined as a learning process specifically designed to make a person's methods or work practices more effective. Furthermore, training programs, including on-the-job training, play a vital role in boosting the quality, capabilities, and performance of individuals. This applies to both new and existing employees, ensuring they possess the adaptability needed to navigate the dynamic work environment and support independent business development.

Tobacco Excise Revenue Sharing Fund (DBHCHT)

The Tobacco Excise Revenue Sharing Fund (DBHCHT) is part of the regional transfer funds specifically allocated to provinces that generate excise revenue and/or produce tobacco. Regulatorily, this policy is governed by Minister of Finance Regulation (PMK) No. 72/PMK/2024 as a collaborative fiscal instrument between the central and regional governments. The allocation amount is set at 2% (two percent) of the total national tobacco excise revenue. This policy is designed inclusively, taking into account a balance of five strategic aspects, namely: health control, the sustainability of the industry's workforce, the welfare of tobacco farmers, the eradication of illegal cigarettes, and the optimization of state revenue. ^[12]

Priorities for the use of tobacco excise revenue-sharing funds (DBHCHT) under

Minister of Finance Regulation No. 72/PMK.07/2024: the use of DBHCHT funds is strictly regulated (mandatory spending) across three priority areas:

1. Community Welfare Sector: Focused on improving the quality of human resources through job training, empowering farmers and tobacco workers, and strengthening productive economic infrastructure (SMEs/cooperatives).
2. Health Sector: Focused on health promotion, preventing the harmful effects of tobacco use, and improving health care facilities—from primary care to referral services.
3. Law Enforcement: Allocated for the eradication of illegal excise goods (illegal cigarettes), distribution oversight, and public awareness campaigns regarding excise regulations.

RESEARCH METHOD

In the present study, the author used a qualitative research method as the overarching method of inquiry to gather and analyze the data. The selection of qualitative methodologies is specifically related to its open-ended and deep features which enabled the researcher to observe the phenomenon of the policy execution as a whole and not just through numerical data. As explained by ^[13] Qualitative approach used descriptive data that is in the forms of written or oral narratives in observation of the subject's activities. This strategy is also applied in researches that seek to understand the context, challenges, and perceptions of those who implement policies and who undergo training rather than simply having variables quantified. ^[13]

This research is concentrated on the provision of training sponsored by the tobacco excise revenue-sharing fund (DBHCHT). The qualitative approach enables the writer to identify variations in human conduct, bureaucratic procedures and social events found at the Cirebon regency Manpower Office (Disnaker) and the Vocational Training Center (BLK).

The adopted observation technique was non-participant observation. In this technique, the investigator is an external observer rather than a participant in the activities of the subjects of the research, and thus, he is not involved in the training (he does not partake in the training). The author was able to watch the behavior of the instructors, the enthusiasm of the participants and the suitability of the facilities without interrupting the flow of the sessions. The observation was conducted intensively, from December 3, 2025, to January 5, 2026. The observation took place at two strategic locations where the DBHCHT training program was held in Cirebon Regency, namely:

The Cirebon Regency Vocational Training Center (BLK), located at Jl. Pangeran Antasari No. Km. 2, Lurah Village, Plumbon Subdistrict, Cirebon Regency, West Java (45155). At this location, the author observed the physical condition of the training facilities (workshops), practical equipment, and the teaching and learning process.

The Cirebon Regency Manpower Office (Division of Workforce Productivity Training and Transmigration), located at Kesenden Village, Kejaksan Subdistrict, Cirebon City, West Java (45121). The observation at the office focused on administrative procedures, planning processes, and public information services related to training programs. The data collected was recorded in the form of field notes and photographic documentation.

Interview: The author also conducted interviews as a method of collecting supporting data to further explore the findings from the observation [13] defines an interview as a meeting between two people to exchange information and ideas through a question-and-answer process, thereby constructing meaning around a specific topic. The method used is a semi-structured interview. This format allows informants the freedom to express their views openly, while still staying on track with the prepared set of questions.

The selection of informants was conducted using purposive sampling, which involves selecting a sample of data sources based on specific criteria related to their direct involvement in the DBHCHT training program. The key informants who served as sources for the interviews in this study included: the Department of Labor's Division of Vocational Training and Productivity, the Head of the Administrative Office of the BLK UPTD as the field coordinator, training instructors as technical implementers, and training participants as program beneficiaries.

The interviews were conducted face-to-face at the research site. Each interview session was designed to last an estimated 40 - 75 minutes, depending on the discussion topic and the depth of the information explored. All conversations were recorded with the participants' informed consent for the purpose of creating verbatim transcripts, to ensure data accuracy. Data analysis integrating observations and interviews creates data triangulation, which enhances the validity and reliability of the research findings. The collected data will be analyzed qualitatively, where the author identifies key themes from the interview transcripts and field notes, and then draws conclusions based on the patterns found.

RESULTS AND DISCUSSION

Implementation of the Job Training Program Funded by the Tobacco Excise Revenue Sharing Fund (DBHCHT) to Enhance Workforce Competencies in Cirebon Regency

The skill mismatch or skills gap problem in Cirebon Regency is not only due to the limited job availability but it is also because the people has the limited access to a job training which is practical and relevant to market demand. Most of job seekers still hold (A levels) or equivalent qualification but they are missing basic knowledge such as learning independently, applying knowledge practically at home or school environment, understanding standards of work in the

industry and/or business that they can developed from that skill.

To anticipate the above situation, the Cirebon Regency Government through Disnakertrans is the spearhead of the efforts to enhance the quality of workforce competencies. East Cirebon The Manpower Department of Cirebon Regency is an agency where its local government officer managing general affairs of Manpower Department at the regency level; it includes preparing an employment policy, responding to labour problems, empowering poor labours, etc. In vocational training schemes the Labour Office acts as scheme manager for trainings schemes co-financed by Regional Income and Expenditure Budget (APBD), State Income and Expenditure Budget (APBN), and funds derived from the transfer from central government. This also applies to the Tobacco Excise Revenue Sharing Fund (DBHCHT).

Training for DBHCHT is funded by cigarette excise taxes and DBHCHT training is intended to build workforce capacity and foster entrepreneurship. It is best positive community impact with several vocational pathways based on the needs of community, i.e. cariasa culinary arts, digital marketing, mechanical repair, machine sew, these are directly handled by department of labor (Disnaker) or Micro small and medium enterprise (MSME) in the district /city level. These are public access programs, and the families of tobacco workers are eligible as well, to help build new job and business pathways through Vocational Training Centers (BLK) or comparable entities.

The Regional Integrated Implementation Unit (UPTD) for the Vocational Training Center (BLK) in Cirebon regency, as the executing body at the technical level in the field, is the one tasked with carrying out the training. Instructor-led training: Item handler

training. The BLK is tasked with conducting training activities, providing instructors, conducting practical training, and assessing training outcomes by instructors in the field. So the relationship between the Department of Manpower and the Vocational Training Center, is to be a linear and functional one, in which policy, planning and budgeting, are the affairs of the department, and the implementation of those policies on the technical ground are carried out by the Vocational Training Center as the technical agency thereof.

The DBHCHT fund distribution procedure commences with the regent and mayor compiling activity plans and budgets. The RKP in the process of being examined and ratified by the pertinent ministries. Then the regional chief adds the DBHCHT portion into the Regional Budget (APBD). When the funds are transferred to the Regional Treasury Account (RKUD) and ratified in the APBD, the respective agencies that have submitted proposals prepare the Budget Implementation Document (DPA) referring to the details of the APBD. The agencies deposit to the regional treasurer a Payment Order (SPM), and a Fund Disbursement Order (SP2D) to release the funds.

For the implementation report and the monitoring report, the regional leader shall write reports on the management of DBHCHT fund (First semester not later than 31 July and the second semester not later than 31 January of the next year) to the secretariat of the regency, Economic Affairs and Natural Resources Division. The regent's decision also has terms for the utilization of the money (earmarking). This implicitly indicate the funds were distributed to the obligatory allotments: 50% to Community Welfare, 40% to Health and 10% to Law Enforcement.

Table 1. Allocation of the Tobacco Excise Revenue Sharing Fund (DBHCHT) for the Cirebon Regency Department of Manpower for Fiscal Year 2025

No	Description of Activities / Sub-Activities	Budget Allocation (IDR)
1.	SMAW 3F Industrial Welding Vocational Course (3 Packages) Price per package: IDR 93,921,359	IDR 281.764.077,00
2.	Audio-Video Vocational Program (3 Packages) Price per package: IDR 57,421,692	IDR 114.843.384,00

3.	Production Machinery Vocational Program (3 Packages) Price per package: IDR 49,962,526	IDR 149.887.578,00
4.	Woodworking Vocational Program (2 Packages) Price per package: IDR 49,447,292	IDR 96.894.584,00
5.	Sewing Vocational Course (3 Packages) Price per package: IDR 34,404,492	IDR 103.213.476,00
6.	Women's Clothing Sewing Course Price per package: IDR 69,419,026	IDR 208.257.078,00
7.	Culinary Arts Program (1 Package) Price per package: IDR 22,045,742	IDR 124.880.277,00
8.	Digital Marketing Vocational Program (2 Packages) Price per package: IDR 40,858,492	IDR 81.176.984,00
9.	Computer Operator Vocational Program (1 Package) Price per package: IDR 58,254,592	IDR 58.254.592,00, -
Total		IDR. 1.309.894,998, -

Source: Decision of the Regent of Cirebon 2025

The DBHCHT training program in Cirebon Regency in 2025 will not only be conducted at the BLK, but will also extend directly to the subdistrict and village levels. Training is held at various locations, such as the SPN Secretariat in Gombang Village, Plumbon Subdistrict; Astana Hamlet in Cirebon Girang Village, Talun Subdistrict; Gintung Kidul Village, Ciwaringin Subdistrict; the Ahmad Dahlan Vocational Training Center (LPK) in Lemah Abang Subdistrict; Bode Sari Village, Plumbon Subdistrict; Kaliwulu Village, Weru Subdistrict; Tegal Wangi Village, Weru Subdistrict; Kerta Sari Village, Weru Subdistrict; Gintung Tengah Village, Ciwaringin Subdistrict; Cipejeuh Wetan Village, Lemah Abang Subdistrict; Gegesik Kidul Village, Gegesik Subdistrict; Sambeng Village, Gunung Jati Subdistrict; and Dukupuntang Village, Dukupuntang Subdistrict. This regional training pattern indicates the need to expand the training reach so that it is closer and more accessible to the general public.

The job training program funded by the Tobacco Excise Revenue Sharing Fund (DBHCHT) in Cirebon Regency is not a haphazard program that came about by accident. Interviews with Mr. Daniel the program designer and Mr. Arniya and Ms. Ines the field respondent, the implementation of job training activity with Tobacco Excise Revenue Sharing Fund since 2020, as the consequence of the pandemic. In this early stage, the job training sponsored by the

DBHCHT was targeted at assisting the community in response to the local government's rising concerns about the growing socio-economic vulnerability of the community due to limited employment opportunities and diminishing community economic life amid the pandemic.

Along with time, the DBHCHT Fund training program implementation becomes more solid in the form of rules and consistence planning and target coverage. In the year of first training was still relatively small in scope and was conducted primarily at Vocational Training Centers (BLK). However, from 2022 to 2025 the scheme will be further elaborated in a more systematic and strategic way with regard to the number of training packages, vocational diversification, training length, as well as the geographic coverage of the activities. The workforce training components of TSIs are critical in closing the skills gap between employees and the needs of the business or industry. Even though the legal issues are settled, by means of the Ministry of Finance Regulation No. 72 of 2024 on Procedure for Utilization of Tobacco Excise Revenue Sharing Fund (DBHCHT) for Regional Development in three sectors: social welfare, justice enforcement, and health.

Provisions of the PMK No. 72 of 2024 were then followed up by the Cirebon Regent Regulation No. 18 of 2025 concerning administrative management and determination be the Department of

Manpower as the leading sector. It provides greater detail, the Regent's decree being the technical regulation relating to the authority to assign the specific budget for a certain type of training to be given in the current year. This array of regulations establishes a clearly defined chain of command, at least de jure, for the training programme; yet the primary predicament concerns the de facto administration.

In light of the well-documented gap between policy and practice, the multi-stakeholder DBHCHT training program (including donor-funding agencies, technical implementing partners (Department of Manpower and Vocational Training Center), and training recipients) warrants further examination. To analyze what makes the success and respond to the how research question of "The Implementation of the Training Program through Tobacco Excise Revenue Sharing Fund (DBHCHT) As Efforts to Improve Work Competence", George C. Edward III's theory will be used as an analytical scheme to explain the important factors of the training program and the key point of what can be called policy success in this study. Through this lens, policy implementation will not be perceived in terms of budget absorption only but shall be assessed in way of policy communication, resource readiness, implementers attitudes

(disposition) and the workings of bureaucratic mechanisms.

1. Communication

Edward III states that communication is important in policy implementation in that it impacts the degree to which the goals, content and procedures of a policy are understood in a clear and consistent manner by those who implement it and those to whom it is directed. What are regarded as good quality contents of communication included correct, consistent and un-splintered/un - distort information to policy implementers.

The results showed that the communication implementation of the vocational training program supported by tobacco excise revenue-sharing fund in Cirebon regency Indonesia started at the earliest stage of the policy - at the stage of recruitment and registration of participants. Implementation of the program started with the general information release through official social media accounts of the Cirebon Regency Manpower Office and Cirebon Regency Vocational Training Center (UPTD BLK). The recruitment was made by a poster for training application supported by the DBHCHT which included information about vocational field options, about the requirement for participants and about the stages of selection to be undertaken.



Figure 1. Poster providing information on training program registration, the selection schedule, the training schedule, and the terms and conditions for participants

Source: Instagram of the Cirebon Regency Vocational Training Center (BLK)

The report includes details of a portion of the vocational courses offered such as machine sewing, digital marketing, using production machinery, etc. It also explains participant

selection, based on an online academic aptitude test and an interview, and pre - training re-registration. The timetable shown on the poster suggests that the selection

process will begin in an orderly fashion, and that there will be nothing to hide. With clearly defined dates for registration, a selection timeline, and a training timeline that has been decided and is directly accessible by those that are interested, it shows that the beginning of the implementation of the DBHCHT project was clearly planned out and publicized.

The information to the public is clear and accessible; the registration posters and public announcements thoroughly explain the details of the registration process (the first registration and repeat registration for those who passed the election). The selection and training schedule is clearly outlined as well from the registration deadline to the term of training consisting of four months (from August until December). Period of training differs for each vocational track, from 14 to 24 days.

Zidni, a trainee in the digital marketing training, said in an interview that the contents of the Instagram pages of the Department of Labor and Vocational Training Center were very informative which included the registration link and a list of requirements that were simple and very clear. An interview with another participant, Marwah who is enrolled in the sewing program found that BLK officials were quick to respond to requests for clarification of daily technical instructions via Instagram, WhatsApp, and even face to face, making certain no one was left behind. This method helped the attendees realize what they were going to do, before and while training.

Information in the outreach is consistent with the on the ground implementation. Welding teacher, Mr Jojo said that the syllabus he got from the Department is the same as the Indonesian national occupational competency standards (SKKNI), there is no abrupt changes while doing the work. This is a strong suggestion that there could be little disparity between the policy information provided in the public, and the ground level inform of it. Example of training curriculum developed using a competency-based

approach (Competency-Based Training) that meets with the standard of industry (DUDI). Training in production machinery operation emphasizes technical skills for production efficiency. The participants receive training on all that have to do with machine parts, control system operating procedures, Autonomous Maintenance, and technical work instructions. There is a particular focus on the application of OSH and industrial work culture. Similarly, for digital marketing, participants are guided through target audience research, creative content creation techniques (copywriting and basic visuals), business social media account management, the use of paid advertising features, and performance data analysis. This program is designed to enable participants to effectively develop online marketing strategies, whether for a career in the corporate world or for developing their own independent businesses.

The process of disseminating policy information occurs because the DBHCHT policy originates from the central government via Minister of Finance Regulation No. 72 of 2024, is then translated into local government policy through Regent Regulations and Regent Decisions, and is subsequently implemented by the Department of Labor and the Vocational Training Center (BLK). However, challenges in conveying the essence of the policy's long-term objectives remain. Although Ms. Sri Hartanti emphasized that the primary objective of the program is to foster independent entrepreneurs, on-the-ground realities indicate a disparity in understanding among some participants. This was also confirmed by Mr. Innes and Mr. Arniya, field implementers, who noted that some participants admitted their initial motivation was primarily focused on incentives and certificates alone. This finding indicates that policy communication has been more successful in technical and operational aspects than in internalizing the policy's strategic vision among program beneficiaries.

2. Resources

According to Edward III, the success of policy implementation is heavily influenced by the availability of resources. Without adequate resource support, even well-planned policies will be difficult to implement effectively. Resource availability includes human resources, budgets, and the facilities and infrastructure that support policy implementation. The availability of instructors is the most critical factor influencing the success of the DBHCHT training program. From the data proven that Cirebon Regency BLK has sufficient instructor resources to support application of the big-scale programs, including training funded by DBHCHT.

This capacity is reflected in the delivery of 26 training packages by DBHCHT, with 16 participants per package, held both at the BLK and at sub-district and village locations. With a relatively balanced ratio of instructors to participants, instructors are still able to provide direct guidance to participants during practical sessions, particularly in vocational fields that require technical skills.

The implementation of training by DBHCHT is supported by instructors who possess competencies aligned with their respective vocational fields. Instructors come from the civil service as well as external instructors from the industrial sector and vocational training institutions. Ms. Sri Hartanti explained that all instructors, whether civil servants or practitioners, must hold certifications in both methodology and technical skills. This was also attested to by Marwah, a participant who felt well-guided from having zero skills to being able to produce finished garments.

To assess participants' competency achievements as part of human resource indicators, one form of empirical evidence is the results of the final evaluation and the certificates of completion awarded to training participants. These certificates are awarded to participants who have been declared to have passed after completing the entire training program and meeting the assessment standards established by the Cirebon Regency Vocational Training Center (UPTD BLK).



Figure 2. Training Completion Certificate from DBHCHT

The image above shows an example of a certificate of completion for participants in the vocational training program for production machine operation offered by DBHCHT. This certificate serves as formal proof that the participant has acquired the basic competencies required for the vocational program they enrolled in and has completed the training within the specified duration. Ms. Liza, the instructor, said that those considered too slow will be asked to leave and will not receive a certificate of

completion; they will have “passed” but without a certificate as they will only receive a letter. Removing the serious assessment for participants who pass is thought to possibly harm the instructor and the BLK (Vocational Training Center). In some vocational courses such as production machine operation, the candidates sit for an additional test to receive a direct certification from the National Certification Body (BNSP).

But there are more participants and more readiness. Among participants, we7 did not

have the same level of enthusiasm and desire to learn. The results of the interviews also reveal that a few of the participants continue to have difficulty keeping pace with the content in spite of the supports. This is due to participants' educational background, learning styles, and attitudes before they attend the training. This indicates that skill enhancement is not only dependent on the instructor factors, but also on the participants readiness as both the target human resources and the recipients of the policy. There is an intense competition among applicants for a few places. Therefore, motivation and a willingness to learn cannot be guaranteed to turn out as success. With a love to learn and energetic mind sets, many would-be participants sadly had to be turned away after not making the cut in selection process or due the limited amount of capacity, a constraint of this training program.

DBHCHT is integral in maintaining the training program's viability. These monies are expended for materials and other expenses of doing business in the field only. Mr. Innes the disbursing treasure Mr. It was stated that DBHCHT money pays for a full range of services: from uniforms (wear packs), lunch, light snacks post lunch, boarding house accommodation, to daily allowances. Participants are of this view Zidni commented that the quality of classrooms and the free support facilities, motivation to learn was maintained as he felt at ease since he was not weighed down by everyday livelihood cost. However, regulations prohibit the use of DBHCHT funds for major renovations of facilities. The procurement and development of training infrastructure are still the responsibility of the regency (district) government budget (APBD) and the provincial government budget (APBD) and the national budget (APBN).

In general, the training room of Cirebon Regency Vocational Training Center (BLK) have been able to provide sufficient supports in carrying out the learning activities. There are workshops, classrooms and practical training equipment to match the vocational

courses on offer. While some of the machinery is outmoded and no longer meets the full needs of present day industry, the instructors are still able to control the use of equipment on a rotational basis and adapt teaching methods to the available facilities. The equipment available at the BLK includes:

- a. GMAW/FCAW Welding Machine
- b. SMAW Welding Machine
- c. GTAW Welding Machine
- d. Plasma Cutting
- e. Milling Machine
- f. CNC Lathe
- g. CNC Milling Machine
- h. Emissions and Diesel Gas Tester
- i. Motor Unit
- j. Vehicle Unit
- k. Conventional Equipment
- l. Injection Equipment
- m. Sewing Machine

The BLK also has a prayer room, 1 auditorium, 1 office space, 3 cafeterias, 32 guest rooms for distant participants, 10 units of workshop, and 5 classes. But there is a direct influence on participant results (output) with the disparity between training facilities and those of the industry. Many of the existing buildings are dilapidated, broken, and rotting. The method of bringing repair and renovation of existing buildings to produce alignment in training facilities with contemporary industry standards is high quality alignment and relevance (link and match). This strategy is designed to generate graduates who are job ready but also to build professionals who are employable, competitive, and able to meet industry challenges.

In addition to the presence of instructors and facilities, the quality of the program is further evidenced by a system for evaluating the skills of the participants. The Center for Vocational Training of the Cirebon Regency assesses the learning outcomes of the participants with a final examination consisting of a theoretical and a practical part. The final grade sheets for participants in one of the vocational programs – the production machinery operation program –

reveal that most of the participants fulfilled the competent standard set. With this appraisal, we can be assured that training is not just an administrative process, but it is also work competence oriented.

3. Disposition

The performance of implementers is influenced by two key indicators: the appointment of implementers and the incentives received during policy implementation.

The appointment of program implementers for this DBHCHT training program is based on the BLK also has a prayer room, 1 auditorium, 1 office space, 3 cafeterias, 32 guest rooms for distant participants, 10 units of workshop, and 5 classes. But there is a direct influence on participant results (output) with the disparity between training facilities and those of the industry. Many of the existing buildings are dilapidated, broken, and rotting. The method of bringing repair and renovation of existing buildings to produce alignment in training facilities with contemporary industry standards is high quality alignment and relevance (link and match). This strategy is designed to generate graduates who are job ready but also to build professionals who are employable, competitive, and able to meet industry challenges.

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Internal staff within the BLK, such as management and administrative staff, are generally civil servants who have specific duties and functions (Tupoksi) in the delivery of training. However, to ensure the quality of training materials, the DBHCHT program also involves external instructors from the industry. This step is taken to ensure that the material taught is relevant to market needs (Link and Match). Incentives related to the disposition or attitude of implementers pertain to forms of recognition and financial compensation provided to influence the behavior of implementers as well as policy objectives. In the implementation of the DBHCHT vocational training program in Cirebon Regency, the incentive mechanism is applied comprehensively, targeting not only instructors as content providers but also training participants as beneficiaries.

First, regarding internal staff. Employees with the status of Civil Servants (ASN) within the Department of Labor and the BLK UPTD, such as technical activity implementation officers (PPTK) and administrative staff, do not receive dual incentives or honoraria from DBHCHT funds. Their involvement is considered part of the performance of their primary duties and functions (Tupoksi), which are already compensated through their salaries and income improvement allowances (TPP). Second, for external instructors. Unlike internal staff, instructors who are industry practitioners (from the private sector) or non-ASN instructors are provided with incentives in the form of teaching honoraria. The amount of this honorarium is based on the Cirebon Regency unit price standard (SSH), calculated per class hour (JP). Based on field data, the honorarium provided ranges from Rp.40,000 to Rp.85,000 per class hour (JP). This performance-based payment system, tied to teaching hours, has proven effective in enhancing instructors' professionalism in transferring knowledge to participants.

Third, the participants of training. The advantage of the DBHCHT training is that training participants will receive a daily allowance, something that is not available in

a regular program using funds from the local budget (APBD). Participants are entitled to a per diem and to have their travel expenses reimbursed. These rewards are designed to help participants dedicated to the training and not worried about the potential loss of daily income while training (opportunity cost). Incentive amounts for participants are based on the regional STD rate (SSH) and local rates and the total daily allowance plus transport reimbursement a participant may receive is roughly IDR 35,000 per meeting. That's a good explanation, said by Mr. Innes and Mr. Arniya, the program executors: Generally, the reward system distribution in this program is regarded as successful. Standard meeting honoraria provide opportunities for instructors to sustain quality teaching. As for participants, because there's a stipend, that's crucial in the very high turnout for the entire programme and it keeps the number of dropouts which is quite high for non-stipend trainings.

This incentive scheme is difficult to implement in practice. Delivery of these per diem and transport funds to the beneficiaries is also frequently hindered from a logistics perspective by complex local financial administration procedures, meaning funds cannot be distributed directly on a daily basis. In practice, disbursements are often made through a lump-sum system (combined payments) in the middle or at the end of the training period. This situation requires participants to have their own funds at the outset to cover daily transportation costs before the funds are disbursed. So too, having enough funds for the allowances introduces problems of motivating the participants. There are signs of a mentality skewed towards motivation, with a number of participants take away the training with a pragmatic orientation practical-results-take-precedence even if that means temporarily ignoring procedures or moral considerations to accomplish objectives. This suggests a concern with "what works" rather than "what is right." This pragmatic attitude is motivated purely from the desire for the stipend information, and not about becoming a

skilled player (skill-oriented). That means instructors and program administrators have to redouble their efforts to quarantine a participant's resolve in mid-course, and be confident that those government-issued incentives actually help build competencies rather than just standing in as social welfare assistance.

4. Bureaucratic Structure

So too, the problem of having sufficient funds for the allowances is one of motivating the participants. There is evidence of a motivation-skewed mentality, among several participants bringing a pragmatic take-away from the training practical-results-take-precedence even if that means temporarily turning a blind eye to procedures or moral considerations in accomplishing objectives. This indicates an interest in "what works" instead of "what is right." The only motivation for such pragmatic stance is the desire for the stipend information, and not the desire to become a proficient player (skill-oriented). That means instructors and program managers have to redouble their efforts to snuff out a participant's determination before it flares up again halfway through the course, and they have to believe that those government-issued incentives will genuinely help carve out competencies instead of just filling in as social welfare assistance.

Factors Supporting and Hindering the Implementation of the DBHCHT Training Program in Cirebon Regency

The success of the DBHCHT job training program in Cirebon Regency is influenced by supporting and hindering factors stemming from its implementation in the field.

1. Supporting Factors

a. Budgetary stability and support

With DBHCHT in place, the Cirebon Regency government could stream the revenue of cigarette tax. Unlike regular training funding which is from the Regency/PBPD (District Budget) and State funding which is taken out of the budget each

time, the DBHCHT has a continuous budget allocation to ensure the sustainability of the program every year. This enables the Department of Manpower to establish a stable training schedule without the need to be concerned about diminishing operational funds due to budget cuts. 2025 Cirebon regency government will be held a power enhancing training to improve workforce competency, supported by APBD and DBHCHT, more than 1,312 training participants from village and sub-district level to UPTD BLK, either has or will be attending the training. The full support of the local government in particular the Regent and relevant agencies strengthened the implementation of the training program. H. Imron Rosyadi Cirebon Regent inaugurates the competency training scheme funded by DBHCHT 2025 to be a tool in tackling the unemployment figure, and to increase human resources quality. This is a very clear and consistent policy statement from the local leadership for the delivery of training programmes.

b. High level of interest and availability of participants

The labor supply is abundant in Cirebon Regency because the population is 84,990 in 2024. With the great enthusiasm of the people especially vocational high school, senior high school and diploma program graduate as well as college graduate to follow this training, this is a strong social capital, the government should never fall short of finding highly motivated trainees who would like to up-skill.

c. A continuously evolving industrial ecosystem

Cirebon Regency's strategic location along the Pantura (North Java Coastal Highway) and its proximity to the Rejana Industrial Zone (Cirebon, Subang, Majalengka) create significant employment opportunities. The presence of manufacturing industries, such as the garment sector, in the surrounding area presents a golden opportunity for training participants to secure immediate employment, provided they possess the necessary skills.

2. Inhibiting Factors

a. Outdated training facilities

The gap in technology is the most pressing problem; the equipment at UPTD BLK is frequently a generation or two behind that currently used in industry. Trainees are still using manual machines or obsolete simulation equipment, while the industry already migrated to automation and digitalization. As a result, training graduates are exposed to technology shock when facing the workplace, which makes their training certifications less meaningful. Training facilities are key.

b. Curriculum mismatch

Mismatches arise when curricula are developed "in response to the availability of existing tools and teachers, instead of responding to what the market needs," and such curricula can be passive, slow to respond to changes in industry. This is the reason why high unemployment rates among high school graduates, vocational school graduates, and those holding just a diploma still exist as they only have diplomas and certificates but have no employable skills and the industry's need is something they can't meet.

c. Lack of follow-up support after training

This training course will be considered as completed after the end of the training and the certificates will be handed to the participants. But the real critical phase is when after the training comes job placement or launching a new business. The absence of incubation for the entrepreneur participants and direct job placement networks have contributed to many training alumni relapsing into unemployment. This noninterventionist approach, which is unlike the pressures of the "3-in-1" (training, certification, placement) practice at a BBVP in West Bandung, shocked me. Those who participate aren't just trained, but also registered simultaneously on the database of the Forum for Communication between Training Institutions and Industry (FKLPI). Generally, Cirebon Regency is rich in budgetary and human resources. The quality

of both infrastructure and training curricula continues to pose problems for the success of training programs especially DBHCHT sponsored ones.

CONCLUSION

The DBHCHT job training scheme in the regency of Cirebon has been running since 2020 and until now it is still running smoothly and ongoing as the form of enhancement of manpower competence. The regulation that supports the implementation ranging from Minister of Finance Regulation No. 72 of 2024 to local regulations and it is a collaboration with the Department of Manpower as the organizer, and the Technical Implementation Unit (UPTD) Vocational Training Center (BLK) as the technical implementation. The findings of the study show that the realization of the training program has not been full optimal on communication and resources dimensions based on George C. Edward III policy implementation theory. In regard to the communication dimension, there has been little program diffusion to promote an understanding among participants of the program's long-term goals consistent with the policy mandate. Meanwhile, under the resources dimension, there are still limitations in the training facilities and infrastructure, participants' quotas, and the duration of the training, which still do not meet the industry's expectations. Thus, despite training program of DBHCHT has been influenced to the enhancement of workforce competencies, a strengthening in policy communications and resources is necessary in order its implication to reduce the unemployment rates can be more optimal.

Declaration by Authors

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