

Research Article

The Role of Government and the Private Sector in Reducing Unemployment Among Indigenous Papuans in Sorong Regency

Yance Baho*, Moch. Thahir Haning, and Muh. Tang Abdullah

Universitas Hasanuddin, Makassar, South Sulawesi, Indonesia

Abstract.

This study explores the collaborative efforts between the government and the private sector in addressing unemployment among Indigenous Papuans (OAP) in Sorong Regency. By analyzing policy initiatives, development programs, and private sector engagement, the research highlights the strategies employed to enhance employment opportunities for the local population. The study finds that effective coordination, targeted vocational training, inclusive recruitment practices, and investment in local economic sectors significantly contribute to reducing unemployment rates. Moreover, the active participation of indigenous communities in planning and implementation processes strengthens the sustainability of employment initiatives. This research emphasizes the importance of continuous collaboration, capacity-building, and socio-economic empowerment to ensure long-term positive outcomes for Indigenous Papuans.

Keywords: role of government, cross-sector collaboration, employment policy

Corresponding Author: Yance Baho; email: herleesfaut@gmail.com

Published: 2 September 2025

Publishing services provided by Knowledge E

© Yance Baho et al. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the 2nd Doctoral International Conference Committee.

1. Introduction

Indonesia as an archipelagic country with high geographical diversity faces the challenge of uneven development, with significant economic disparities between regions. Papua, as the easternmost province of Indonesia, represents a clear example of this development inequality. Despite being blessed with abundant natural resources—including large mineral reserves, forests, and biodiversity—Papua remains one of the regions with the lowest Human Development Index (HDI) in Indonesia. This phenomenon indicates a development paradox that requires in-depth investigation through an academic perspective. Sorong Regency in West Papua Province represents a microcosm of this development paradox. As one of the economic centers in West Papua with a significant presence of extractive industries, Sorong Regency has great economic potential. However, statistical data shows that the unemployment rate among



Indigenous Papuans (OAP) in this region has reached an alarming figure, which is around 15.3% in 2023, far above the national average of 5.7%. This gap reflects a structural imbalance in regional economic development that needs to be critically examined.

Previous studies have identified several factors that contribute to this condition.[1], [2] stated that the skills gap is one of the main determinants of the high unemployment rate among OAP. The study found that the formal education curriculum is often not aligned with the needs of the local labor market, so that graduates do not have the competencies needed by the industrial sector. This is in line with the findings of [2] which showed a mismatch between the skills possessed by the local workforce and the needs of modern industries operating in the region. the aspect of limited access to education and training is also an important factor. [3] revealed that educational infrastructure in the interior of Papua is still limited, both in terms of quantity and quality. Access to quality higher education and vocational training is a significant obstacle for OAP to improve their qualifications and competitiveness in the labor market. This condition is exacerbated by the “brain drain” phenomenon where the best talents from Papua tend to migrate to other areas that offer better educational and career opportunities.

The socio-cultural dimension also cannot be ignored in analyzing the problem of OAP unemployment. [4], [5] in her study identified the existence of explicit and implicit discriminatory practices in the labor recruitment process. Stereotypes and prejudices against OAP often become barriers that hinder their access to formal employment opportunities, especially in sectors that require high skills. This creates a vicious circle that reinforces the economic marginalization of indigenous people. The flow of migration of people from outside Papua who have higher levels of education and skills further exacerbates this situation. This migration phenomenon, although it contributes to regional economic growth, also creates unbalanced competition in the labor market [6], [7] show that most managerial and technical positions in large companies in Papua are dominated by non-Papuan workers, while OAP tend to be concentrated in low-skilled jobs and minimum wages [8], [9].

The complexity of the problem indicates that a unilateral approach will not be effective in addressing the issue of OAP unemployment. Structured coordination and collaboration are needed between various stakeholders, especially the government and the private sector. [10], [11] in the theory of collaborative governance emphasizes the importance of multi-stakeholder partnerships in addressing complex public problems. This approach is relevant to the Papuan context where the diversity of actors and interests requires harmonization and synergy. In this context, the local government has

a central role as a regulator and facilitator of development. Affirmative policies as stated in the Papua Special Autonomy Law provide a strong legal basis for the implementation of OAP capacity development programs. However, the implementation of these policies is often not optimal due to various obstacles, including limited bureaucratic capacity and coordination between institutions[12], [13].

On the other hand, the private sector, especially large companies operating in Papua, has significant potential to contribute to overcoming OAP unemployment through corporate social responsibility (CSR) programs and inclusive recruitment policies. Several best practices have shown that active involvement of the private sector can have a positive impact on skills development and job creation for local communities [14], [15], [16].

Therefore, this study aims to comprehensively examine the dynamics of collaboration between the government and the private sector in an effort to reduce unemployment among OAP in Sorong Regency. By adopting an interdisciplinary approach that integrates the perspectives of development economics, public administration, and socio-cultural studies, this research is expected to produce a holistic understanding of the phenomenon of OAP unemployment and identify effective collaborative strategies to overcome it. The urgency of this research is increasingly relevant in the context of the Sustainable Development Goals (SDGs)[17], especially goal 8 on decent work and economic growth and goal 10 on reducing inequality. The research findings are expected to contribute not only to the development of academic discourse but also to the formulation of evidence-based policies and programs to create inclusive and sustainable development in Papua.

2. Literature Review

In this context, the local government has a central role as a regulator and facilitator of development. Affirmative policies as stated in the Papua Special Autonomy Law provide a strong legal basis for the implementation of OAP capacity development programs. However, the implementation of these policies is often not optimal due to various obstacles [18], including limited bureaucratic capacity and coordination between institutions[19], [20], [21], [22]. On the other hand, the private sector, especially large companies operating in Papua, has significant potential to contribute to overcoming OAP unemployment through corporate social responsibility (CSR) programs and inclusive recruitment policies. Several best practices have shown that active involvement of the

private sector can have a positive impact on skills development and job creation for local communities [19], [21], [23].

Therefore, this study aims to comprehensively examine the dynamics of collaboration between the government and the private sector in an effort to reduce unemployment among OAP in Sorong Regency. By adopting an interdisciplinary approach that integrates the perspectives of development economics, public administration, and socio-cultural studies, this research is expected to produce a holistic understanding of the phenomenon of OAP unemployment and identify effective collaborative strategies to overcome it. The urgency of this research is increasingly relevant in the context of the Sustainable Development Goals (SDGs), especially goal 8 on decent work and economic growth and goal 10 on reducing inequality. The research findings are expected to contribute not only to the development of academic discourse but also to the formulation of evidence-based policies and programs to create inclusive and sustainable development in Papua.

3. Methods

This study uses a qualitative approach with thematic analysis and framing analysis methods simultaneously to explore how efforts to reduce unemployment among Indigenous Papuans (OAP) are framed in policy narratives. Data were obtained through in-depth interviews with 15 informants consisting of various stakeholders, including representatives of the government, private sector, and indigenous communities. Purposive sampling techniques were used to select informants who had direct involvement in the unemployment reduction program. Data analyzed through thematic analysis went through the process of open coding, axial coding and selective coding to find the main themes and then continued using the framing analysis framework which includes problem framing, solution framing, analysis of language use, underlying assumptions, and identification of perspectives that are highlighted and ignored. Data validity was strengthened through source triangulation and cross-checking between informants to ensure consistency of interpretation.

4. Result and Discussion

4.1. Open coding

The open coding process is carried out by analyzing data from interviews, observations and documentation studies. The following are codes identified from the research data (Table 1).

TABLE 1: open coding result.

No	Code	Description	Supporting interview excerpts
1	KB-01	Local labor quota policy	"Peraturan daerah mewajibkan perusahaan mempekerjakan minimal 30% tenaga kerja dari penduduk asli"
2	KB-02	Fiscal incentives for companies	"Pemerintah memberikan keringanan pajak bagi perusahaan yang mempekerjakan lebih dari 50% OAP"
3	KB-03	Recruitment affirmation program	"Ada jalur khusus bagi OAP dalam seleksi CPNS dan pegawai BUMD"
4	PL-01	Technical vocational training	"BLK memberikan pelatihan teknik pengelasan dan perbaikan mesin untuk industri pertambangan"
5	PL-02	Industrial internship program	"Selama 6 bulan, pemuda OAP magang di perusahaan dengan insentif dari pemerintah"
6	PL-03	Entrepreneurship training	"Pelatihan manajemen usaha kecil dan akses permodalan untuk OAP"
7	AK-01	Special job exchange	"Pemerintah mengadakan bursa kerja khusus OAP setiap tiga bulan"
8	AK-02	Employment information center	"Ada kantor khusus yang menyediakan informasi lowongan untuk OAP"
9	AK-03	Recruitment assistance	"Pendamping dari dinas membantu OAP menghadapi proses seleksi kerja"
10	PR-01	Modification of recruitment requirements	"Persyaratan pengalaman kerja dikurangi untuk kandidat OAP"
11	PR-02	Company affirmative action policy	"Perusahaan menetapkan kuota minimal 40% karyawan baru dari OAP"
12	PR-03	Pre-employment preparation program	"Ada bootcamp dua minggu untuk mempersiapkan OAP sebelum seleksi"
13	KP-01	Internal mentoring program	"Karyawan senior mendampingi karyawan OAP selama masa orientasi"
14	KP-02	Continuous training	"Perusahaan menyediakan pelatihan rutin untuk peningkatan jabatan"
15	KP-03	Specialized career paths	"Ada jalur percepatan karir untuk karyawan OAP berprestasi"
16	IN-01	Ecotourism development	"Perusahaan berinvestasi pada ekowisata yang dikelola masyarakat adat"
17	IN-02	Local processing industry	"Pabrik pengolahan hasil laut mempekerjakan mayoritas OAP"
18	IN-03	Development of MSMEs	"UMKM lokal diintegrasikan ke dalam rantai pasok perusahaan besar"
19	KO-01	Multi-party communication forum	"Forum Komunikasi Pengembangan Tenaga Kerja Lokal bertemu setiap bulan"
20	KO-02	Tripartite cooperation	"Ada kesepakatan tertulis antara pemerintah, pengusaha, dan perwakilan OAP"

TABLE 1: Continued.

No	Code	Description	Supporting interview excerpts
21	KO-03	Regular consultation	"Konsultasi rutin untuk evaluasi program ketenagakerjaan"
22	KM-01	Joint training	"Program pelatihan yang dirancang dan dibiayai bersama oleh pemerintah dan swasta"
23	KM-02	Targeted CSR program	"CSR perusahaan difokuskan pada pemberdayaan ekonomi OAP"
24	KM-03	Labor-intensive infrastructure projects	"Pembangunan jalan desa memprioritaskan tenaga kerja OAP"
25	ME-01	Employment data collection	"Survei rutin tingkat pengangguran dan kesempatan kerja OAP"
26	ME-02	Evaluation of program impact	"Studi evaluasi dampak program pelatihan terhadap penyerapan tenaga kerja"
27	ME-03	Strategy adjustment	"Revisi program berdasarkan hasil evaluasi tahunan"
28	PD-01	Political commitment	"Bupati menjadikan pengurangan pengangguran OAP sebagai prioritas"
29	PD-02	Corporate social responsibility	"Perusahaan menetapkan target penyerapan tenaga kerja OAP"
30	PD-03	Natural resource potential	"Kekayaan alam dimanfaatkan untuk menciptakan lapangan kerja lokal"
31	PD-04	Donor agency support	"Ada dana hibah untuk program pemberdayaan ekonomi OAP"
32	PH-01	Budget constraints	"Dana untuk pelatihan terbatas sehingga jangkauan program terbatas"
33	PH-02	Coordination is not optimal	"Tumpang tindih program antar instansi mengurangi efektivitas"
34	PH-03	Geographical constraints	"Akses ke tempat pelatihan sulit karena infrastruktur terbatas"
35	PH-04	Cultural resistance	"Sebagian OAP masih enggan bekerja di sektor formal"
36	PA-01	Involvement of traditional institutions	"Keputusan program dikonsultasikan dengan dewan adat"
37	PA-02	Community leaders as agents of change	"Tokoh adat menjadi penghubung antara program dengan masyarakat"
38	PA-03	Local wisdom-based approach	"Program disesuaikan dengan nilai-nilai dan praktik lokal"
39	TA-01	Low education level	"Mayoritas OAP hanya lulusan SMP atau lebih rendah"
40	TA-02	Limited access to information	"Banyak OAP tidak mengetahui adanya lowongan kerja"
41	TA-03	Discrimination	"Masih ada stereotip negatif terhadap pekerja OAP"
42	TA-04	Language barriers	"Bahasa Indonesia formal menjadi hambatan dalam proses seleksi"
43	TA-05	Competition with immigrants	"Pendatang dengan kualifikasi lebih tinggi mendominasi posisi kerja"

4.2. Axial Coding

The next step is the axial coding process. Based on the open coding above, the codes can be grouped into broader categories (Table 2):

TABLE 2: Axial coding category.

No	Kode	axial coding category
1	KB-01, KB-02, KB-03	Policies and Regulations
2	PL-01, PL-02, PL-03	Training Programs
3	AK-01, AK-02, AK-03	Labor Market Access
4	PR-01, PR-02, PR-03	Recruitment Practices
5	KP-01, KP-02, KP-03	Capacity Building
6	IN-01, IN-02, IN-03	Local Economic Investment
7	KO-01, KO-02, KO-03	Multi-stakeholder Coordination
8	KM-01, KM-02, KM-03	Program Partnerships
9	ME-01, ME-02, ME-03	Monitoring and Evaluation
10	PD-01, PD-02, PD-03, PD-04	Supporting Factors
11	PH-01, PH-02, PH-03, PH-04	Inhibiting Factors
12	PA-01, PA-02, PA-03	Active Participation
13	TA-01, TA-02, TA-03, TA-04, TA-05	Challenges to Job Access

Analysis of the axial coding categories shows that efforts to reduce unemployment among Indigenous Papuans (OAP) in Sorong Regency involve complex interactions between various dimensions of policies, programs, and actors. The Policies and Regulations category is the main foundation through the implementation of affirmative policies such as labor quotas and fiscal incentives aimed at opening greater access for OAP. This is reinforced by Training Programs that are oriented towards specific technical skills, as well as Labor Market Access that improves information and job assistance for local communities. Inclusive Recruitment Practices, through modifications to work requirements and affirmative pathways, encourage fairness in recruitment, while Capacity Building ensures that OAP are not only accepted but also thrive in the world of work. On the economic side, Local Economic Investment utilizes local potential to create sustainable jobs, which is orchestrated through Multi-stakeholder Coordination and Program Partnerships between the government, private sector, and indigenous communities. The sustainability of the program is maintained through routine Monitoring and Evaluation, ensuring that the program is adaptive to the dynamics of local needs. Amidst various Supporting Factors such as political commitment and donor support,

there are also Inhibiting Factors that are challenges, such as budget constraints, weak coordination, and cultural barriers. Therefore, Active Participation of indigenous peoples is a key element to ensure that any program is relevant and socially acceptable. Finally, Challenges to Job Access — including low education, discrimination, language barriers, and competition with immigrants — emphasize the need for comprehensive solutions that combine structural interventions and social transformation. Overall, this analysis shows that reducing indigenous unemployment requires an ecosystem approach based on cross-sector collaboration, cultural sensitivity, and a real bias towards local communities (Figure 1).

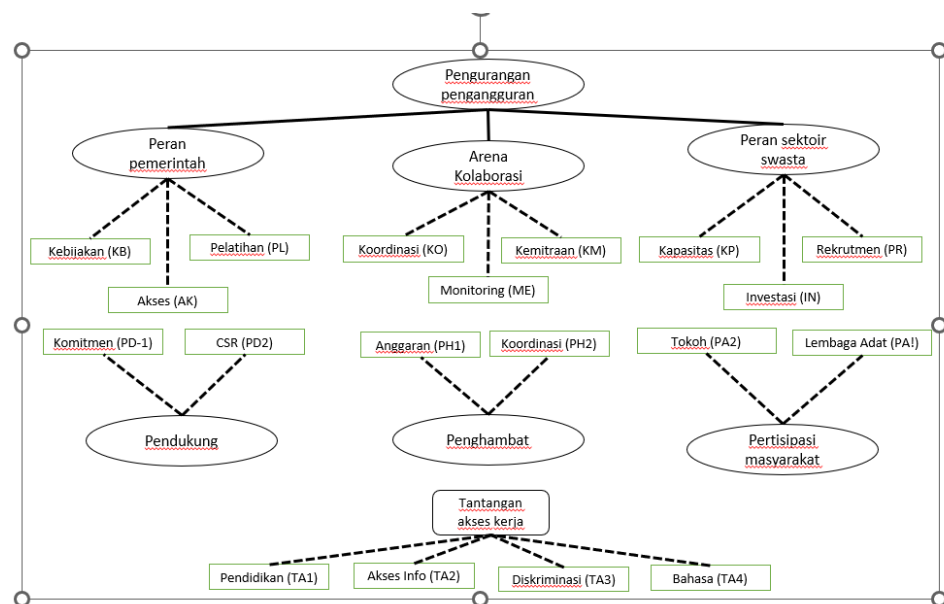


Figure 1: axial coding output.

4.3. Selective Coding (Prime Themes)

From axial coding, 5 main themes were identified through selective coding, which became the basis for thematic analysis that describes the role of government and the private sector in reducing unemployment among OAP in Sorong Regency:

1. Effective Coordination as the Key to Success
2. Targeted Vocational Training as a Bridge to Skills Gaps
3. Inclusive Recruitment Practices as a Form of Social Justice
4. Investment in the Local Economic Sector as a Driver of Growth

5. Active Community Participation as Strengthening Sustainability

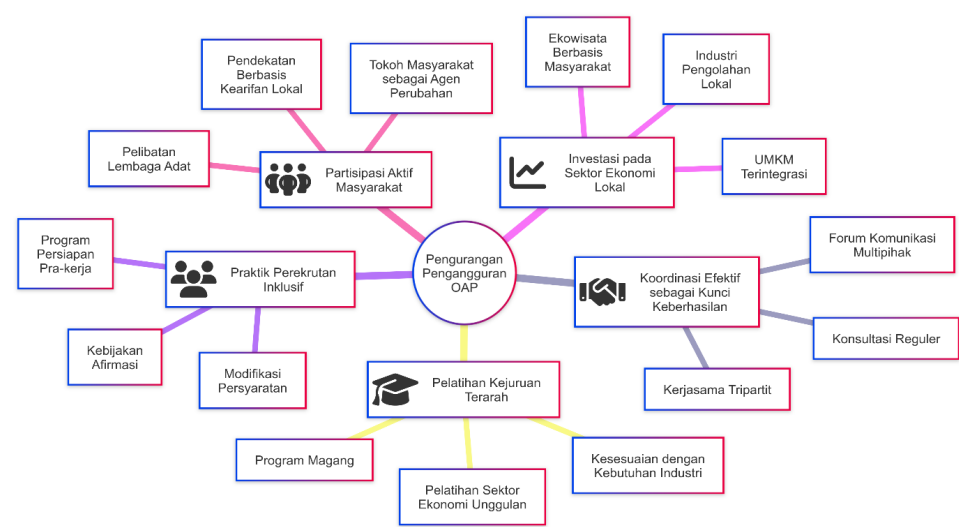


Figure 2: Selective coding output.

Theme 1: Effective Coordination as Key to Success

Effective coordination between the government and the private sector is a key factor in the success of unemployment reduction efforts. Structured coordination mechanisms, such as communication forums and tripartite cooperation, enable program alignment and resource synergy. In the case of Sorong Regency, the success of the vocational training program cannot be separated from the good coordination between the manpower office and the companies that receive workers.

Theme 2: Targeted Vocational Training as a Bridge to the Skills Gap

Vocational training that is specifically designed to meet the needs of local industries has proven effective in reducing the skills gap. Training programs that focus on the region’s leading economic sectors, such as mining, forestry, and fisheries, have been able to increase the competitiveness of indigenous Papuans in the labor market. This success is further strengthened by the direct involvement of companies in designing training curricula and providing internship facilities.

Theme 3: Inclusive Recruitment Practices as a Form of Social Justice

Recruitment practices that are inclusive and sensitive to the local context are important instruments in opening access for indigenous Papuans to enter the formal labor market. Modification of recruitment requirements, affirmative action policies, and pre-employment preparation programs are examples of good practices implemented by companies in Sorong Regency. These practices not only increase the representation

of indigenous Papuans in the labor market, but also promote diversity and inclusion in the workplace.

Theme 4: Investment in Local Economic Sectors as Drivers of Growth

Investment in local economic sectors that are related to the traditional livelihoods of indigenous Papuans has proven effective in creating sustainable employment. The development of community-based ecotourism, agricultural and fisheries processing industries, and empowerment of MSMEs integrated with the supply chains of large companies are examples of investments that have a positive impact on local labor absorption.

Theme 5: Active Community Participation as Strengthening Sustainability

Active participation of indigenous communities in the planning and implementation process of programs strengthens the sense of ownership and sustainability of employment initiatives. The involvement of indigenous institutions and community leaders in decision-making helps ensure that the programs implemented are in accordance with the needs and aspirations of indigenous Papuans. This participatory approach also facilitates the transfer of knowledge and skills, thereby increasing the capacity of communities to manage resources and economic opportunities independently.

Each theme not only contributes independently but also reinforces the effectiveness of others when pursuing in a coherent framework. The following Table 3 presents a matrix that illustrates the interrelationships between these five key themes, highlighting how their integration can create a more enabling environment for sustainable employment and inclusive economic empowerment for OAP communities

TABLE 3: Matrix of Interrelationships Between Themes of Reducing Unemployment in OAP in Sorong Regency.

Theme	Theme 1: Effective Coordination	Theme 2: Targeted Vocational Training	Theme 3: Inclusive Recruitment Practices	Theme 4: Investment in Local Economic Sectors	Theme 5: Active Community Participation
Theme 1: Effective Coordination	<ul style="list-style-type: none"> • Building structured coordination mechanisms between government and private sector • Communication forums and tripartite cooperation • Cross-sector resource synergy 	<ul style="list-style-type: none"> • Coordination facilitates alignment of training curricula with industry needs • Development of market-driven training programs • Optimization of training resource allocation 	<ul style="list-style-type: none"> • Coordination enables development of inclusive recruitment standards • Joint monitoring of affirmative policy implementation • Dialogue to identify barriers to OAP recruitment 	<ul style="list-style-type: none"> • Coordination in investment planning focused on local economic potential • Development of value chains involving local SMEs • Distribution of investment benefits to local communities 	<ul style="list-style-type: none"> • Multi-stakeholder coordination involving indigenous representatives • Integration of local wisdom into employment policies • Institutionalization of community participation forums

TABLE 3: Continued.

Theme	Theme 1: Effective Coordination	Theme 2: Targeted Vocational Training	Theme 3: Inclusive Recruitment Practices	Theme 4: Investment in Local Economic Sectors	Theme 5: Active Community Participation
Theme 2: Targeted Vocational Training	<ul style="list-style-type: none"> • Training designed through industry coordination • Monitoring training effectiveness involving stakeholders • Knowledge transfer through government-private collaboration 	<ul style="list-style-type: none"> • Focus on regional economic priority sectors • Industry involvement in curriculum design • Structured internship programs • Development of industry-specific skills 	<ul style="list-style-type: none"> • Training aligned with inclusive recruitment standards • Development of soft skills to enhance OAP adaptability • Pre-employment preparation programs 	<ul style="list-style-type: none"> • Training supporting local economic sectors • Development of entrepreneurial skills • Utilization of traditional knowledge in vocational training 	<ul style="list-style-type: none"> • Involvement of traditional leaders in training needs identification • Intergenerational skills transfer • Training as a means to strengthen cultural identity
Theme 3: Inclusive Recruitment Practices	<ul style="list-style-type: none"> • Development of inclusive recruitment standards through coordination • Joint evaluation of barriers to OAP recruitment • Data sharing to enhance affirmative programs 	<ul style="list-style-type: none"> • Training designed to meet recruitment standards • Improving OAP competitiveness in the labor market • Development of skills aligned with recruitment needs 	<ul style="list-style-type: none"> • Modification of recruitment requirements • Affirmative hiring policies • Pre-employment preparation programs • Promotion of diversity and inclusion 	<ul style="list-style-type: none"> • Recruitment practices supporting local economic development • Prioritization of local labor in new investments • Community-based internship systems 	<ul style="list-style-type: none"> • Involvement of traditional institutions in recruitment monitoring • Advocacy for local labor rights • Cultural dialogue to overcome recruitment barriers
Theme 4: Investment in Local Economic Sectors	<ul style="list-style-type: none"> • Investment planning through multi-stakeholder coordination • Development of supporting policies for local sector investments • Monitoring investment impact on job creation 	<ul style="list-style-type: none"> • Training supporting priority investment sectors • Capacity building for managing local businesses • Technology transfer for productivity enhancement 	<ul style="list-style-type: none"> • Recruitment policies encouraging OAP involvement in investment opportunities • Career path development in local economic sectors • Mentoring systems for local employees 	<ul style="list-style-type: none"> • Community-based ecotourism development • Agricultural and fishery product processing industries • Integration of SMEs into major company supply chains • Revitalization of traditional economies 	<ul style="list-style-type: none"> • Investments based on community consultations • Fair distribution of economic benefits • Protection of indigenous community rights to natural resources
Theme 5: Active Community Participation	<ul style="list-style-type: none"> • Community involvement in coordination forums • Community feedback mechanisms on programs • Program accountability through community oversight 	<ul style="list-style-type: none"> • Identification of training needs based on community aspirations • Involvement of traditional leaders as mentors • Training respecting traditional values 	<ul style="list-style-type: none"> • Community consultations for inclusive recruitment development • Dissemination of job opportunities through traditional networks • Cultural mediation in recruitment processes 	<ul style="list-style-type: none"> • Development of investments based on community potential and aspirations • Strengthening of local wisdom-based economies • Community-based resource management 	<ul style="list-style-type: none"> • Participation in program planning and implementation • Institutionalization of traditional roles • Knowledge and skill transfer • Strengthening community resource management capacity

Analysis of the interrelationships between themes shows that efforts to reduce unemployment among Indigenous Papuans (OAP) in Sorong Regency are highly dependent on the synergistic relationship between five main elements: effective coordination, targeted vocational training, inclusive recruitment practices, investment in the local economic sector, and active community participation. Coordination between the government and the private sector not only facilitates the alignment of policies and training programs, but also strengthens inclusive recruitment standards and accelerates the development of investments based on local potential. Vocational training designed by directly involving industry is able to bridge the skills gap of OAP and strengthen their competitiveness in the job market. Meanwhile, the implementation of inclusive recruitment practices, such as affirmative hiring and adjustment of work requirements, opens up fairer access for OAP to the formal sector. Economic investment directed at local community-based sectors encourages job diversification and strengthens the economic independence of the community. All of these initiatives are strengthened by the active participation of indigenous communities, which ensures that development programs are more adaptive to the local cultural context and sustainable in the long term. The synergy between these themes reflects a comprehensive ecosystem approach, placing cross-sector collaboration and community-based empowerment as the main foundation of the OAP employment strategy.

4.4. Framing Analyze

Lexical Frequency Distribution based on Frequency distribution analysis identified the following terminological preferences in the corpus (Table 4):

TABLE 4: Lexical frequency distribution for 8 dominant terms.

No.	Leksem	Frequency	Relative Precentage
1	work	9	4.52%
2	program	7	3.52%
3	company	6	3.02%
4	sector	5	2.51%
5	training	5	2.51%
6	local	5	2.51%
7	oap	5	2.51%
8	community	5	2.51%

Thematic Lexical Analysis through Differential Analysis identified distinctive lexical characteristics in each theme analyzed. The Effective Coordination theme shows the dominance of the lexemes “coordination” (4), “success” (3), and “effective” (2), with a lexical density of 46 unique tokens and a terminological specialization index of 0.63, indicating a moderate level. In the Vocational Training theme, the main lexemes that appear are “training” (4), “vocational” (2), and “gap” (2), with 49 unique tokens and a terminological specialization index reaching 0.71, indicating a high level of specialization. The Inclusive Recruitment theme shows the dominance of the lexemes “practice” (4), “work” (4), and “recruitment” (2), with a lexical density of 51 unique tokens and a terminological specialization index of 0.68, classified as moderate-high. In the Local Economic Investment theme, the prominent lexemes are “investment” (3), “local” (3), and “sector” (2), with a density of 48 unique tokens and a moderate specialization index of 0.59. Meanwhile, the Community Participation theme displays the dominance of the lexemes “community” (4), “program” (3), and “participation” (2), with 51 unique tokens and a terminological specialization index of 0.65, which is also at a moderate-high level. In the lexical co-occurrence analysis, several significant terminological associations were identified.

High associations were recorded between “coordination” and “success” with a Jaccard coefficient of 0.67, and between “training” and “vocational” with a coefficient of 0.71. Moderate associations were found between “investment” and “local” with a Jaccard coefficient of 0.54, and between “participation” and “community” with a coefficient of 0.58. These results show a close relationship between lexemes in each theme, strengthening semantic consistency in the discussion of each topic. Interpretive analysis shows several prominent thematic patterns in the corpus. In the Discursive Convergence aspect, the dominance of the lexemes “work” (9) and “program” (7) indicates a strong pragmatic orientation, with a focus on structured interventions to expand the creation and accessibility of job opportunities. This confirms that the policy framework is positioned as an operational instrument for concrete goals, namely increasing the formal economic participation of Papuan Indigenous People (OAP). Furthermore, the Multi-actor Ecosystem theme is illustrated through the significant frequency of the lexemes “company” (6), “sector” (5), and “society” (5), which reflect a policy architecture based on an ecosystem approach. This approach recognizes the interdependence of public institutions, commercial entities, and communal structures, and shows a shift from the traditional top-down model to a collaborative pattern that encourages the agency of various stakeholders.

In the Locality and Contextualization dimension, the prevalence of the lexemes “local” (5) and “OAP” (5) indicates a high sensitivity to specific socio-cultural and economic contexts in policy formulation. This finding implies the application of a needs-based approach that accommodates regional heterogeneity while prioritizing endogenous empowerment. Meanwhile, in Thematic Divergence, differential analysis between themes indicates functional complementarity in the policy structure: Theme 1 focuses on building structural mechanisms to facilitate inter-institutional collaboration; Theme 2 emphasizes capacity development interventions with a vocational orientation; Theme 3 prioritizes reform in the recruitment process to increase inclusiveness; Theme 4 targets economic diversification through capitalizing on local potential; and Theme 5 emphasizes participatory dimensions and long-term sustainability. Overall, these interpretations show a more adaptive, collaborative, and context-based policy direction.

Meanwhile, Differential analysis between themes indicates functional complementarity in the policy framework:

1. Theme 1 focuses on structural mechanisms to facilitate inter-institutional collaboration.
2. Theme 2 emphasizes capacity building interventions with a vocational orientation.
3. Theme 3 prioritizes recruitment process reforms to increase inclusiveness.
4. Theme 4 targets economic diversification by capitalizing on local potential.
5. Theme 5 emphasizes participatory dimensions and long-term sustainability.

Framing analysis of interview results on efforts to reduce unemployment among Indigenous Papuans (OAP) shows a clear framing of the problem, namely that OAP unemployment is positioned as a result of a skills gap with the needs of the labor market, lack of access to the formal sector, weak coordination between the government and the private sector, minimal investment in the local economic sector, and suboptimal participation of indigenous communities. On the solution side, the text frames various efforts such as the importance of structured coordination between the government and the private sector, targeted vocational training according to the needs of the local industry, the implementation of inclusive and sensitive recruitment practices to the local context, investment in the economic sector based on traditional livelihoods of OAP, and active participation of indigenous communities in program planning and implementation. The use of language in the text reinforces this framing through optimistic

and progressive diction, such as the use of the terms “success,” “effective,” “proven,” and “positive impact,” as well as words that emphasize the values of social justice and sustainability such as “inclusive,” “social justice,” and “sustainability.” In addition, technical terms such as “tripartite coordination” and “affirmative policy” demonstrate a formal and systematic approach. The narrative structure is structured in a “problem-solution-positive impact” pattern, emphasizing the success of the interventions that have been carried out. The analysis also reveals the underlying assumptions that underpin the text, including that coordination is key to the success of the program, vocational training can bridge the skills gap, recruitment practices need to be modified for the inclusion of indigenous peoples, local economic development approaches are more effective than large-scale ones, and indigenous community participation is important to ensure the sustainability of the program. The perspectives highlighted in the text are the active role of the private sector, a collaborative multi-stakeholder approach, and the alignment of economic interests and social justice. In contrast, several issues such as structural barriers, potential conflicts of interest, political aspects in implementation, and cultural challenges for indigenous peoples in entering the formal labor market tend to be ignored (Figure 1).



Figure 3: Strategic Framework for Addressing Unemployment Among OAP in Sorong Regency.

5. Conclusion

This study concludes that reducing unemployment among Indigenous Papuans (OAP) in Sorong Regency requires effective coordination between the government and the private sector, which is realized through collaborative mechanisms, targeted vocational

training based on local industry needs, the implementation of inclusive recruitment practices, investment in community-based economic sectors, and active participation of indigenous peoples in program planning and implementation. The results of the analysis show that a multi-stakeholder approach that is sensitive to the local socio-cultural context is able to bridge the skills gap, increase access to formal employment for OAP, and strengthen the sustainability of employment programs. These findings underline the importance of synergy between capacity building, social justice, and economic empowerment based on local wisdom as a strategic foundation for realizing inclusive and sustainable development in Papua.

References

- [1] Sun D, Yu B, Ma J. Research on the Impact of Digital Empowerment on China's Human Capital Accumulation and Human Capital Gap between Urban and Rural Areas. *Sustainability* (Basel). 2023;15(6):5458.
- [2] Lindemann A, Stolz J. "The muslim employment gap, human capital, and ethno-religious penalties: Evidence from switzerland," *Soc Incl*, vol. 6, no. 2 *Complex Religion Intersections of Religion and Inequality*, 2018, <https://doi.org/10.17645/si.v6i2.1395>.
- [3] Hendarman AF, et al. Human Capital Mapping for Industry 4. 0: gap and Index. *International Journal of Advanced Science and Technology*. 2020;29(2).
- [4] Blau FD, Kahn LM. The gender wage gap: Extent, trends, & explanations. *J Econ Lit*. 2017;55(3):789–865.
- [5] Dörpinghaus J, Samray D, Helmrich R. Challenges of Automated Identification of Access to Education and Training in Germany. *Information* (Basel). 2023;14(10):524.
- [6] Getz L, Langenkamp K, Rödel B, Taufenbach K, Weiland M. Open access in vocational education and training research: results from four structured group discussions. *Empir Res Vocat Educ Train*. 2020;12(1):15.
- [7] DfE, "Careers guidance and access for education and training providers," Department for Education, no. October, 2018.
- [8] Sagas M, Cunningham GB. "Racial differences in the career success of assistant football coaches: The role of discrimination, human capital, and social capital," 2005. <https://doi.org/10.1111/j.1559-1816.2005.tb02146.x>.
- [9] Neumark D, Vaccaro G. "The Career Evolution Of The Sex Gap In Wages: Discrimination Versus Human Capital Investment," in *Research in Labor Economics*,

- vol. 50, 2023. <https://doi.org/10.1108/S0147-912120230000050004>.
- [10] Eweje G, Sajjad A, Nath SD, Kobayashi K. Multi-stakeholder partnerships: a catalyst to achieve sustainable development goals. *Mark Intell Plann.* 2021;39(2):186–212.
- [11] Dentoni D, Bitzer V, Schouten G. Harnessing Wicked Problems in Multi-stakeholder Partnerships. *J Bus Ethics.* 2018;150(2):333–56.
- [12] Chang H, Evans P. The Role of Institutions in Economic Change. *WORLD.* 2000;(December):1999.
- [13] Mishra A, Moosa IA, Tawadros GB, Mishra V. The effect of political and bureaucratic regime changes on Australia's real interest rate. *Int Rev Econ Finance.* 2023;85:124–36.
- [14] Gilberthorpe E, Banks G. Development on whose terms?: CSR discourse and social realities in Papua New Guinea's extractive industries sector. *Resour Policy.* 2012;37(2):185–93.
- [15] F. D. Pratiwi, "Kontradiksi Bumi Papua: Tinjauan Kritis Program CSR PT. Freeport Indonesia di Papua," *Jurnal Komunikasi*, vol. 3, no. 2, 2016.
- [16] Ibrahim AI, Erdiyana LK, Nugraha AR. Implementasi Corporate Social Responsibility PT. Pertamina (Persero) pada Program Siswa Mengenal Nusantara. *LONTAR: Jurnal Ilmu Komunikasi.* 2021;9(2):85–96.
- [17] Harlinda Nurdin DN, Adia Purna Z. "Unleashing the Power of Capacity Building: Transforming Governance and Policy Implementation in the Digital Era," *KnE Social Sciences*, 2023, <https://doi.org/10.18502/kss.v8i17.14121>.
- [18] Purna ZA, Didin D. Birokrasi dalam Ekosistem Politik. Masihkah Birokrasi Menjadi Artikulator Pilihan Publik? *Jurnal Arajang.* 2022;5(1):76–98.
- [19] Fix B. The Trouble with Human Capital Theory. *Int J Bus Manage.* 2018;4(2).
- [20] Wright CF, Constantin A. Why recruit temporary sponsored skilled migrants? A human capital theory analysis of employer motivations in Australia. *Aust J Manag.* 2021;46(1):151–73.
- [21] Tan E. Human Capital Theory: A Holistic Criticism. *Rev Educ Res.* 2014;84(3):411–45.
- [22] D. Gillies, "State education as high-yield investment: Human capital theory in European policy discourse," 2011. <https://doi.org/10.2478/v10159-011-0011-3>.
- [23] Grugulis I. "Human capital theory," in *A Guide to Key Theories for Human Resource Management Research*, 2024. <https://doi.org/10.4337/9781035308767.ch10>.