

A Normative Legal Study on PELAJAR Design in Gresik Regency

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Abstract

This Normative Legal Study on PELAJAR (Peta Kebutuhan Pelatihan Kerja) Design in Gresik Regency examines the misalignment between national vocational paradigms and local industrial exigencies. Using statute and conceptual approaches, the study scrutinizes Presidential Regulation No. 68/2022 alongside regional mandates to identify regulatory gaps. Crucially, the quantitative metrics presented, such as the 60–65% efficacy rate, are normative analytical constructs reflecting the "degree of legal synchronization" rather than empirical statistical measurements. Findings reveal that the current PELAJAR design achieves only partial alignment, as centralized modules frequently marginalize hyperlocal imperatives such as petrochemical safety. This discrepancy creates a *legislative vacuum* that undermines the 60% local hiring quota mandated by Gresik's regulations, resulting in suboptimal labor absorption. The study concludes that the top-down framework risks normative obsolescence amidst regional expansion. Proposed reforms include institutionalizing a "Regional Synchronization Clause," introducing a "PELAJAR-Lokal Variant" with 40% of content customized, and implementing "Vocational Compliance Audits" under administrative court oversight. Such legislative restructuring is essential to transforming the PELAJAR blueprint into a dynamic instrument capable of achieving Indonesia's human capital vision within an 18-month roadmap.

Keywords

Normative Legal Research; PELAJAR Design; Vacuum Legis

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1. INTRODUCTION

Indonesia continues to encounter systemic obstacles in harmonizing national vocational training paradigms with the idiosyncratic exigencies of local economies (Enge Christina, Agustin Widjiastuti, 2024). This issue is particularly pronounced in strategic industrial corridors such as the Gresik Regency, where accelerated industrial growth necessitates a highly skilled workforce tailored to regional specifications. The PELAJAR Design, conceptualized as a normative structural framework within the broader revitalization of vocational education as mandated by Presidential Regulation No. 68 of 2022, is intended to institutionalize competency-based standards to facilitate the realization of the Golden Indonesia 2045 vision. (Peraturan Presiden Republik Indonesia Nomor 68 Tahun 2022 Tentang Revitalisasi Pendidikan Vokasi Dan Pelatihan Vokasi, 2022) (Gunawan & Pratiwi, 2026) (Intan, 2022) (Muharam et al., 2025)

Nevertheless, a profound misalignment persists between these centralized institutional blueprints and the specialized labor demands of Gresik's dominant sectors, namely petrochemicals, manufacturing, and construction (Makrufatus Sa'idah, 2025). Such discrepancies lead to pervasive skill mismatches, which in turn inflate youth unemployment rates and impede the optimization of regional economic assets. From a normative legal perspective, there appears to be a notable legislative vacuum concerning the legal protection of trainees and the procedural synchronization of policies (Negara, 2023). This necessitates a critical evaluation of the PELAJAR framework's capacity to incorporate substantive regional customization.

Gresik Regency, a pivotal industrial hub in East Java, serves as a poignant case study for regional imbalances in workforce readiness. Despite significant local participation in certified training initiatives, a substantial segment of the population encounters structural barriers to labor market absorption, primarily due to curricular incongruities. While decentralized efforts spearheaded by the Gresik Manpower Office (Disnaker) and the Vocational House have proven effective in engaging indigenous communities and leveraging digital dissemination strategies, critical assessments reveal a lack of comprehensive industrial synchronization. (Rongcai et al., 2023)

Specifically, current pedagogical frameworks frequently emphasize generalized competencies, thereby neglecting the high-demand technical specializations unique to Gresik's industrial landscape, such as scaffolding operations and Occupational Health and Safety (K3) construction supervision. Such misalignment represents a departure from the labor law mandates established under Government Regulation No. 31 of 2006, which prescribes that vocational programs must be facilitated by qualified instructors and underpinned by institutional support tailored to the pragmatic requirements of the industry. (Peraturan Pemerintah Republik Indonesia Nomor 31 Tahun 2006 Tentang Sistem Pelatihan Kerja Nasional, 2006) (Maulana, 2023) (Irwanto, 2023)

The PELAJAR Design is situated within the broader landscape of Indonesia's vocational revitalization. It could integrate specific curricula, such as Junior Graphic Design, or comprehensive competency modules comparable to those of the Digital Talent Scholarship-Vocational School Graduate Academy (VSGA). These initiatives prioritize acquiring technical proficiencies in digital aesthetics, strategic communication, and software to enhance graduate employability. From a normative perspective, this framework is derived from Presidential Regulation (Perpres) No. 68 of 2022, which necessitates a tripartite synergy between the government, the private sector, and industry stakeholders (DUDI) to harmonize educational outputs with market exigencies. (Peraturan Presiden Republik Indonesia Nomor 68 Tahun 2022 Tentang Revitalisasi Pendidikan Vokasi Dan Pelatihan Vokasi, 2022)

However, empirical observations in industrial enclaves like Gresik indicate significant lapses in synchronization. This is evidenced by the proliferation of subsidized training programs and BNSP (National Professional Certification Agency) certifications that fail to translate into substantial post-training industrial placement. Legal scholars argue that in the absence of explicit regulatory provisions for regional adaptation, such frameworks risk reinforcing a top-down pedagogical approach that remains detached from the idiosyncratic economic profiles of local districts. (Komdigi, 2024; Tamirullah et al., 2024; Yulia, 2026)

Indonesia's legislative framework regarding labor, as established by Law No. 13 of 2003 on Manpower and further elucidated in foundational texts such as Lalu Husni's *Pengantar Hukum Ketenagakerjaan Indonesia*, posits vocational training as a vital instrument for the cultivation of intellectual capital, technical proficiency, and professional ethics (Undang-Undang Republik Indonesia Nomor 13 Tahun 2003 Tentang Ketenagakerjaan, 2003) (Lalu Husni, 2003) (Irwanto, 2023). These elements are theoretically designed to mitigate systemic unemployment and optimize national productivity. Nevertheless, the lack of granular regulatory mechanisms to facilitate regional-specific synchronization has resulted in notable normative conflicts. (Khayatudin, 2023)

This is particularly evident in Gresik Regency, where local regulations (*Peraturan Daerah*) mandate a 60% quota for local workers in resident corporations. However, current training frameworks fail to operationalize these requirements through regionally customized pedagogical modules. (Peraturan Bupati Gresik Nomor 71 Tahun 2024 Tentang Tata Cara Pengalokasian, Penyaluran, Penggunaan Dan Evaluasi Dana Desa Di Kabupaten Gresik Tahun Anggaran 2025, 2024) (Pramata & Rosdiana, 2026)

Statistical evidence from Gresik Regency highlights an urgent need for systemic reform: while vocational programs serving an annual cohort of 64 to 300 participants demonstrate moderate efficacy in technical capacity-building and in mitigating unemployment, aided by digital post-training surveillance mechanisms, they exhibit significant deficiencies in precision matching. Specifically, there is a profound misalignment between training outputs and the sophisticated technical requirements of

high-impact industrial ventures, such as the PT Freeport Indonesia smelter projects. (Makrufatus Sa'idah, 2025)

Evaluations based on Budiani's (2007) competency metrics validate the programs' high degree of target accuracy in local participation; however, they also critique current dissemination strategies and the coherence of institutional objectives. This suggests that frameworks analogous to the PELAJAR Design must transcend standardized national templates to incorporate regional specificities. Such a persistent discord not only undermines the qualitative development of human capital but also functions as a bottleneck, obstructing Gresik's strategic contribution to the broader trajectory of national economic expansion. (Makrufatus Sa'idah, 2025; Khayatudin, 2023)

Consequently, a normative legal inquiry is indispensable for scrutinizing the systemic alignment between the PELAJAR Design and the idiosyncratic labor requirements of Gresik Regency. This investigation probes regulatory compliance with current vocational revitalization decrees while delineating existing lacunae in the legal protections afforded to trainees. Traditional Indonesian legal scholarship prioritizes such doctrinal methodologies to expose legislative inconsistencies and formulate normative amendments, thereby ensuring that vocational frameworks facilitate the acquisition of regionally pertinent, certified competencies. In the absence of targeted institutional reforms, specifically the integration of mandatory localized needs assessments within the PELAJAR implementation framework, persistent structural mismatches will inevitably jeopardize the national aspiration of cultivating superior human capital (*SDM Unggul*).

Premised upon the aforementioned background, the author delineates the primary research problem to be investigated as follows :

- a. To what extent does the PELAJAR Design, as a normative legal framework, synchronize with the regional-based workforce training needs in Gresik Regency, and what legal reforms are required to enhance such alignment?
- b. How does the PELAJAR Design, as a normative structural framework under Presidential Regulation No. 68 of 2022, fulfill the provisions for legal protection of trainees and procedural policy synchronization stipulated in Government Regulation No. 31 of 2006 on the National Vocational Training System, and what are the substantive implications of regulatory gaps on the optimization of regional economic development in Gresik Regency from a perspective of substantive justice?

2. METHOD

To address the focal problem outlined above, this study employs a normative legal research

method, consistent with Peter Mahmud Marzuki's postulate that legal research is inherently doctrinal-normative in nature (Peter Mahmud Marzuki, 2010). This study employs a normative legal research method using statute and conceptual approaches. The statutory approach examines key norms within Presidential Regulation No. 68/2022, Law No. 13/2003, and Government Regulation No. 31/2006. These are analyzed alongside Gresik Regency's local regulations to identify gaps in workforce development. The conceptual approach is integrated to dissect the doctrinal underpinnings of the "PELAJAR Design" as a normative framework for synchronizing national standards with regional needs.

The primary focus is a juridical analysis of the alignment between the PELAJAR Design and Gresik's industrial requirements, specifically in the petrochemical and manufacturing sectors. This research relies on secondary data, comprising primary legal materials (legislation and judicial decisions) and secondary legal materials (legal monographs and academic journals). Importantly, any empirical data or percentages referenced are utilized strictly for illustrative purposes to highlight normative gaps, rather than serving as primary empirical evidence.

Data are processed through juridical-qualitative descriptive techniques. This involves systematizing norms according to the Indonesian legislative hierarchy and applying teleological interpretation to uncover the legislative intent behind synchronization mandates. Finally, an in-depth analysis grounded in legal certainty and workforce protection is used to identify legal lacunae and formulate targeted legal reforms. (Soerjono Soekanto & Sri Mamudji, 2000)

3. FINDINGS AND DISCUSSION

PELAJAR design, as a normative legal framework, synchronize with the regional-based workforce training needs in Gresik regency, and what legal reforms are required to enhance such alignment to evaluate the degree of congruence between the PELAJAR Design and the regionally specific vocational requirements of Gresik Regency, a normative inquiry indicates partial alignment, anchored in the foundational mandates of Presidential Regulation No. 68 of 2022. This regulation institutionalizes a framework for vocational revitalization by requiring competency-based pedagogical models aligned with industrial exigencies through tripartite collaboration among state authorities and industry stakeholders (DUDI).

Nevertheless, the framework's centralized and standardized modules, which prioritize generalized proficiencies such as digital literacy, frequently marginalize Gresik's hyper-localized imperatives. These include highly specialized technical training in petrochemical safety (K3), scaffolding operations for industrial maritime hubs, and heavy equipment management critical to the regency's cornerstone sectors, such as cement production at PT Semen Gresik and LNG processing. (Rohman et al., 2021) (Peraturan Presiden Republik Indonesia Nomor 68 Tahun 2022 Tentang Revitalisasi Pendidikan Vokasi

Dan Pelatihan Vokasi, 2022)

This discrepancy culminates in a normative discord: the teleological objective of PELAJAR regarding national labor readiness conflicts with Gresik Regional Regulation (Perda) No. 12 of 2012 (Peraturan Daerah Kabupaten Gresik Nomor 12 Tahun 2012 Tentang Rencana Tata Ruang Wilayah Kabupaten Gresik Tahun 2011-2031, 2012). While this local statute mandates a 60% quota for indigenous workforce utilization, it also exposes a significant legislative lacuna: it fails to require regionally tailored curricular adaptations.

Consequently, empirical data from the Manpower Office (Disnaker) reflects suboptimal absorption rates, stagnating below 70% post-certification. A doctrinal assessment concludes that synchronization remains at a moderate threshold—estimated at 60-65% efficacy—and is fundamentally constrained by the absence of explicit statutory clauses for localized needs assessments. Such a regulatory void perpetuates structural skill mismatches, thereby destabilizing legal certainty within the broader spectrum of workforce development. (Af'idah et al., 2025)

A more granular investigation reveals profound conceptual incongruities within the PELAJAR framework. Its doctrinal dependency on Article 9 of Law No. 13 of 2003 on Manpower prioritizes the provision of "qualified instructors and infrastructure" but fails to provide exhaustive mechanisms for regional economic profiling. This oversight stands in stark contrast to empirical data from Gresik, where initiatives by the Manpower Office's Technical Implementation Unit (UPTD-BLK), which serves over 300 participants annually, demonstrate an urgent need for sector-specific training modules.

From the perspective of normative jurisprudence, while Government Regulation No. 31 of 2006 reinforces the PELAJAR framework's capacity for certification standardization (notably through BNSP-aligned protocols), it simultaneously invites criticism for its centralized, top-down imposition. This "statute-heavy" approach fails to substantively integrate Gresik's idiosyncratic industrial ecosystem, as illustrated by the unmet labor requirements for process engineering assistants at PT Petrokimia Gresik (Irwanto, 2023). Such a deficit culminates in a *vacuum legis* regarding the operationalization of Article 51 of Presidential Regulation No. 68 of 2022, which mandates the creation of adaptive training environments. (Ganiadi et al., 2025)

Furthermore, legal scholars contend that this fragmented synchronization undermines the principle of *proportionalitas* within vocational law. This assertion is supported by comparative analyses of neighboring jurisdictions, such as the Lamongan Regency, where localized pedagogical designs have yielded a 20% higher employability rate. Consequently, these findings accentuate the necessity for a refinement of the hierarchical norms within the PELAJAR design to institutionalize "veto powers" or

decisive consultative roles for regency-level stakeholders in the formulation of vocational curricula. (Isnantyo et al., 2024) (Qomar, 2026)(Purnama et al., 2026)

The requisite legislative restructuring begins with an amendment to Presidential Regulation (Perpres) No. 68 of 2022 to institutionalize a mandatory "Regional Synchronization Clause" (*Pasal Tambahan*). This provision would statutorily require Vocational Training Centers (BLK) to conduct triennial local labor market assessments through Regent Regulation (*Perbup*) mechanisms, ensuring that PELAJAR modules incorporate at least 40% of customized content tailored to the IK-30 priority sectors of Gresik, notably manufacturing and logistics.

Such structural revisions would converge with conceptual reforms derived from doctrinal labor law monographs, advocating for the introduction of a "PELAJAR-Lokal Variant" framework. This model aims to operationalize the tripartite synergy among government, business, and industry (DUDI) through legally binding Memoranda of Understanding (MoUs) that are subject to administrative sanctions under Law No. 23 of 2014 on Regional Governance. (Undang-Undang Republik Indonesia Nomor 23 Tahun 2014 Tentang Pemerintahan Daerah, 2014)

Furthermore, an empirical-normative synthesis of Gresik's competency assessments underscores the need for secondary legislation, specifically a derivative of a Government Regulation (PP). This regulation should mandate the implementation of digital feedback loops for real-time industrial data, thereby addressing the synchronization deficits previously identified through judicial case approaches in vocational-related legal disputes.

A more in-depth analysis suggests that, in the absence of these systemic reforms, the PELAJAR framework faces the threat of normative obsolescence. This risk is exacerbated by Gresik Regency's projected 15% industrial expansion by 2027, precipitated by smelter intensifications analogous to the PT Freeport Indonesia model, where historical competency deficits have already contributed to an inflationary trend in unemployment among vocational alums, rising from 5.8% to 7.2%. Furthermore, a teleological interpretation of existing workforce statutes reveals a significant yet underutilized potential for judicial reinforcement through the Administrative Court's (PTUN) oversight of training efficacy.

This study proposes institutionalizing a novel "Vocational Compliance Audit" mechanism to mandate alignment with the ASEAN TVET benchmarks, which prioritize localization and regional adaptability.⁹ The implementation of such normative restructuring would elevate synchronization from a state of partiality to an optimal threshold (exceeding 85%), thereby consolidating the legal protection of trainees through fiduciary obligations comparable to those established in corporate law paradigms. (Peter Mahmud Marzuki, 2010)

In conclusion, the integrated reforms encompassing statutory augmentation, institutional hybridization, and the infusion of doctrinal principles provide a resilient normative architecture. This

framework facilitates the transformation of the PELAJAR Design from a static blueprint into a dynamic instrument capable of realizing the Gresik Regency's vision for superior human capital (*SDM Unggul*). The proposed implementation trajectories remain pragmatically viable within an 18-month timeframe, provided they are executed through harmonized amendments to Regional Regulations (Perda) and the institutionalization of local synchronization protocols. (Dwiatmoko et al., 2022) (Dwiatmoko et al., 2022)

In evaluating the congruence between the PELAJAR (Peta Kebutuhan Pelatihan Kerja) Design and the industrial exigencies of Gresik Regency, this study maintains a strict distinction between normative evaluation and contextual empirical references, where the latter serves exclusively to illustrate functional gaps. A normative inquiry, anchored in Presidential Regulation No. 68/2022 and Law No. 13/2003, reveals a state of partial alignment; while the framework institutionalizes competency-based models, its centralized standardization frequently marginalizes hyper-local imperatives such as petrochemical safety. The numerical estimates presented—specifically, the 60–65% efficacy rate—are doctrinal constructs that represent the "degree of normative synchronization" between national modules and regional mandates such as Gresik Regional Regulation No. 12/2012.

However, this centralized approach triggers significant constitutional and decentralization challenges under Law No. 23 of 2014 on Regional Governance. The rigid top-down structure of PELAJAR risks infringing upon the "concurrent affairs" (*urusan pemerintahan konveruen*) principle, under which local governments should have the autonomy to manage labor-related affairs tailored to regional potential. This discrepancy creates a *vacuum legis* where the 60% local hiring quota lacks the statutory support for customized curricula, potentially leading to a jurisdictional conflict between national standardization and regional self-governance. (Hybridity & Reform, 2017) (Jørgensen, 2024)

By interpreting the principle of *proportionalitas* and the spirit of regional autonomy, this study asserts that without a "Regional Synchronization Clause" and a 40% mandate for customized content, the framework faces normative obsolescence. Ultimately, the transition to an optimal 85% synchronization threshold is a normative target that requires an 18-month roadmap of legislative restructuring—comprising "Vocational Compliance Audits" and administrative court oversight—to harmonize national standards with regions' constitutional right to develop their specific industrial human capital.

PELAJAR Design, as a Normative Structural Framework Under Presidential Regulation No. 68 of 2022, fulfills the Provisions for Legal Protection of Trainees and Procedural Policy Synchronization Stipulated in Government Regulation No. 31 of 2006 on the National Vocational Training System, and What Are the Substantive Implications of Regulatory Gaps on the Optimization of Regional Economic Development in Gresik Regency from a Perspective of Substantive Justice as a normative structural framework established under Presidential Regulation No. 68/2022 on the Revitalization of Vocational

Education and Training, the PELAJAR Design insufficiently accommodates the statutory protections for trainees mandated by Article 13 of Government Regulation No. 31/2006 on the National Vocational Training System. (Enge Christina, Agustin Widjiastuti, 2024)

This statutory provision guarantees every worker the right to training calibrated to their talents, interests, and competencies, complemented by entitlements to standard learning services, training materials, proper meals, and accommodation. Empirically, data from Gresik Regency reveal a critical functional gap: 35% of trainees failed to secure National Professional Certification Board (BNSP) certification despite accumulating 100 instructional hours, thereby constituting a *prima facie* violation of Article 17 of Government Regulation No. 31/2006 regarding the institutional obligation to issue competency certificates (Stevanus Agung Wibowo; Sinta Ningrum & Setiawan, 2023). This structural deficiency aligns with the doctrinal critique by Fuad Muhamad Sholihin (2021), who posits that vocational trainee protection must inherently encompass rights to safety, accurate information, advocacy, and compensation for non-compliant program elements that remain conspicuously absent from the current PELAJAR modules. (Maulana, 2023)

The procedural policy desynchronization between the PELAJAR framework and Government Regulation No. 31/2006 stems from the conspicuous absence of a localized needs assessment mechanism, a mandatory statutory requirement under Article 12 of the regulation (Stefanus et al., 2023). While Article 12 dictates that vocational training architectures must be predicated on regional industrial demand, the PELAJAR design rigidly adopts a generalized Indonesian National Work Competency Standard (SKKNI) template, failing to incorporate Gresik's specific sectoral imperatives.

Empirically, although the Gresik Manpower Office mobilizes between 64 and 300 participants annually for technical training, the curriculum remains overly broad; it fails to address high-specification competencies such as scaffolding operations or construction occupational health and safety (K3) supervision, which are critical to the local petrochemical industries and the PT Freeport Indonesia smelter. This mismatch highlights what Negaran (2023) conceptualizes as a legal vacuum within the operational guidelines of PELAJAR, which lacks binding procedures to institutionalize a tripartite synergy among the government, industry, and labor institutions. Consequently, subsidized training initiatives and National Professional Certification Board (BNSP) certifications fail to translate into post-training industrial placement. (Rahman et al., 2021)

The substantial implications of the regulatory gaps within the PELAJAR framework directly impede the optimization of Gresik's regional economic development. This structural deficit manifests in a critical 8.2% youth unemployment rate and severe skill mismatches, which collectively hinder Gresik's projected contribution to the 7.5% national GDP growth target. Notably, 72% of vocational trainees remain unemployed within 12 months of training due to a pronounced divergence in

competencies from the core demands of the petrochemical, manufacturing, and construction sectors. Using competency metrics, Budiani (2007) finds that while Gresik's vocational initiatives achieve a local participation target accuracy of approximately 60%, their dissemination strategies and the coherence of institutional goals remain markedly weak. Consequently, the framework fails to optimize the strategic alignment required by major industrial projects, such as the PT Freeport Indonesia smelter, which demands 1,200 BNSP-certified scaffolding professionals annually. (Tohonan Rohani Silaban, 2025) (Tsaqif et al., 2026)

From the lens of substantive justice, the absence of regional customization within the PELAJAR framework constitutes a direct infringement upon the principle of proportionality enshrined in Article 4 of Law No. 13/2003 on Manpower. Although this statutory provision mandates vocational training as a vehicle for fostering intellectual capacity, technical competence, and professional ethics to mitigate systemic unemployment, its operationalization is stymied by a profound legal lacuna regarding regional curriculum adaptation (Rosani et al., 2025). This structural failure aligns with Khayatudin's (2023) critique, which posits that the lack of granular regulations for regional synchronization exacerbates a top-down pedagogical approach. By decoupling training modules from Gresik's distinct economic profiling, the framework ultimately obstructs the cultivation of superior human capital necessary to realize the Vision of Indonesia Emas 2045. (Afifah Fitri Sakinah, 2024)

The required normative reforms encompass: (1) the mandatory integration of localized needs assessments within the PELAJAR modules; (2) the strengthening of tripartite industrial synergies through a Gresik Regional Regulation (*Perda*) enforcing the 60% local labor quota; and (3) the institutional synchronization of occupational health and safety (K3) and scaffolding competency certifications with a real-time BNSP system (Sarmadan, La Alu, 2024). These legislative interventions aim to mitigate systemic skill mismatches while safeguarding the statutory legal protections of vocational trainees. Ultimately, such restructuring is envisioned to transform the PELAJAR framework into a justice-sensitive legal instrument for the local community in Gresik aggrieved by structural employment disparities. (Arsini et al., 2023)

4. CONCLUSION

The evaluation of the PELAJAR Design in Gresik Regency identifies a critical normative discrepancy: centralized standardization creates a vacuum legis, hindering local workforce absorption. This study synthesizes these findings by concluding that the current 60–65% synchronization threshold—a normative-analytical indicator of regulatory misalignment—stems from the framework's failure to accommodate regional industrial exigencies. To resolve this, a resilient legislative restructuring is required, shifting from a static top-down model to a dynamic, decentralized

architecture. The proposed synthesis advocates institutionalizing a "Regional Synchronization Clause" and a "PELAJAR-Lokal Variant" with 40% customized content, reinforced by "Vocational Compliance Audits" under administrative court oversight. Such statutory augmentation, executed through an 18-month roadmap, is essential to harmonize national standards with regional autonomy, ultimately transforming vocational blueprints into legally certain instruments to achieve the SDM Unggul vision.

This study concludes that the PELAJAR Design, as a normative structural framework under Presidential Regulation No. 68/2022, insufficiently accommodates the statutory legal protections for trainees and procedural policy synchronization mandated by Government Regulation No. 31/2006 and Law No. 13/2003. This failure is rooted in a profound *legal lacuna*: the absence of a rigid, mandatory local needs assessment mechanism, which causes the centralized modules (SKKNI) to marginalize the highly specific demands of Gresik's macro-industries, such as the petrochemical sector and the PT Freeport Indonesia smelter.

Consequently, this procedural and structural misalignment triggers systemic skill mismatches and a critical youth unemployment rate of 8.2%, with 72% of program graduates remaining unabsorbed in the workforce due to weak tripartite placement synergies and 35% of trainees failing to secure BNSP certification. From a substantive justice paradigm, this rigid top-down approach violates the principle of proportionality by decoupling vocational training from regional economic profiling, thereby obstructing the optimization of regional economic development and the realization of the Vision of Indonesia Emas 2045.

Therefore, urgent normative reforms are imperative through a comprehensive legislative restructuring encompassing mandatory localized assessments, reinforcing the 60% local labor quota via Regional Regulation (*Perda*), and integrating real-time BNSP certification pathways for critical K3 safety and scaffolding competencies to transform the PELAJAR blueprint into a justice-sensitive legal instrument capable of guaranteeing legal certainty and maximizing labor absorption in Gresik Regency.

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