

Implementation Regarding The Competencies of Vocational High School Graduates in The Meta-System-Networking (MSN) Model Approach in Jayapura District, Papua Province

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Abstract. *This study examines the implementation of competency policies for Vocational High School (SMK) graduates in Jayapura Regency using the Mental-System-Networking (MSN) approach (Kadji, 2016). This approach emphasizes the importance of synergy between the government, the business world, and the community in improving the competence of SMK graduates according to the needs of the world of work. The research method used was a quantitative approach with a sample of 252 respondents. The results showed that the implementation of MSN-based policies has a significant influence on the competence of SMK graduates. The MSN approach is effective because it considers mental factors, systems, and integrated networks. Mental factors contribute the most to improving competence, followed by systems and networks. The results of this study also show that the implementation of stakeholders from the business world and the industrial world (private sector) makes the largest contribution to the competence of SKM graduates so that strategic collaboration between schools, industry and the community to overcome the challenges of vocational education in the regions, especially in Jayapura Regency. Thus, the MSN approach can be a relevant framework in improving the competitiveness of SMK graduates in the local and global job market.*

Keyword: *Competence; Graduates; Implementation; MSN; Policy.*

1. INTRODUCTION

Education in Indonesia, especially in Jayapura Regency, has experienced various advances to prepare graduates who are ready to work, including through education at Vocational High Schools (SMK). Some of the initiatives taken include the issuance of Presidential Instruction No. 9/2016 on the revitalization of SMKs and the development of strategic partnerships between SMKs and the World of Business and Industry (DUDI) (Khasim, 2021). In addition, there is also a road map for SMK development based on

the potential of five indigenous regions in Papua Province to anticipate regional expansion. (<https://jubi.id/tanah-papua/2022/papua-membutuhkan-pengembangan-smk-berbasis-potensi-wilayah-adat/>)

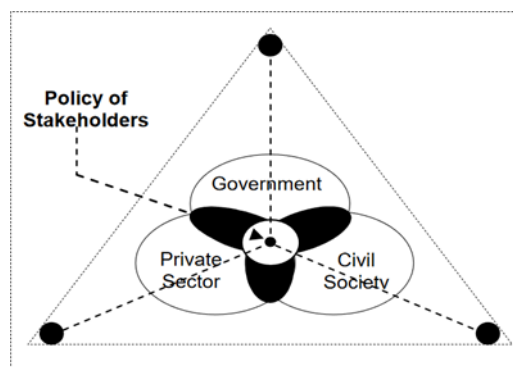
One of the main objectives of education in SMK is to produce a workforce that is skilled and has competencies that are in accordance with industry needs (Regulation of the Minister of Education and Culture Number 34 of 2018). However, there is still a gap between the competencies of SMK graduates and the needs of the labor market in Jayapura Regency. As a result, the absorption rate of SMK graduates in the workforce is still low.

Papua Province, especially Jayapura Regency, faces special challenges in education, both in terms of quality and quantity. Education is also a potential source of conflict in Papua. Conflicts in Papua can be grouped into four main issues: (1) discrimination and marginalization of indigenous Papuans as a result of economic development, political conflict, and mass migration to Papua since the 1970s; (2) development failure, especially in economic empowerment, education, and health; (3) political and historical differences between Papua and Jakarta; and (4) responsibility for past state violence against Papuans (Widjojo, Elisabeth, Al Rahab, Pamungkas, 2009; Hendrik & Sonya, 2024).

In relation to education in Papua, the government has implemented various policies to improve the competence of SMK graduates, such as through the SMK revitalization program, competency-based curriculum development, and increased partnerships between SMK and the business world. Although various policies have been implemented, the implementation still faces many obstacles, especially in terms of coordination between the various stakeholders involved, such as the government, industry, and schools (KOMPAK, 2022).

The policy implementation model used in this research is the MSN approach, namely Mental-System-Networking. The MSN policy implementation model is a policy implementation model that intersects directly with the three dimensions of the Policy of Stakeholders, namely: Community (civil society), Government (Government) and other private sectors such as the business world and the industrial world (Private Sector) as reviewed by Kadji (2016). The three sectors that have an interest in the implementation of public policy can be described as in the following illustration:

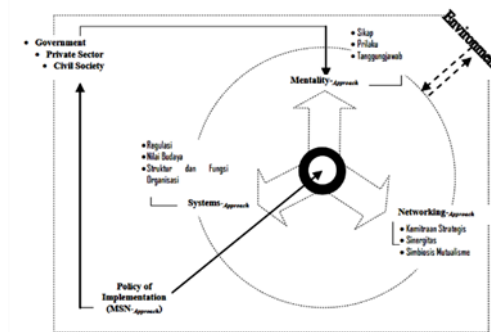
Figure 1. Three Main Sectors in Public Policy Implementation (Kadji, 2016; page 2)



The commonly used policy implementation model is the policy implementation model proposed by Grindle (1980). This approach states that the success of public policy implementation can be measured through the process of achieving outcomes. Grindle's method must consider the context of a society that is different from the Western world

when applied in Indonesia. Therefore, this research uses the MSN approach (Kadji, 2016). This approach considers the actors involved in implementation (government, private sector, and general public), as well as the mentality, system, and networking that support policy implementation, as depicted in Figure 2.:

Figure 2. Model of MSN approach in Public Policy Implementation (Kadji, 2016; page 3)



The Mental-System-Network (MSN) approach underlines the importance of the involvement of various stakeholders in supporting the success of a policy. This approach is very important in implementing education policies, especially in areas that require cooperation between the government, businesses, schools and communities. Kadji (2016) explains that the MSN approach consists of three main elements:

1. Mental (Mentality). This element focuses on the attitude, commitment and readiness of individuals or groups involved in policy implementation. The positive attitudes of various stakeholders, such as local governments, school principals, teachers, and industry players, are very important in supporting the success of the policy.
2. System. This element includes regulations, policies, and organizational structures that support policy implementation. In the context of Vocational High Schools (SMK), this element includes competency-based curriculum, partnership regulations with the business world, and policies related to competency certification.
3. Networking. This element emphasizes the importance of collaboration between parties, such as the relationship between schools, business and industry, and the community. This network approach creates mutually supportive relationships to ensure policies can be implemented effectively.

The MSN approach enables a holistic analysis of policy implementation by considering the involvement of various parties and how they can work together to achieve common goals.

The policy implementation model through the MSN approach focuses on mentality reliability, system flexibility, and a stronger network of cooperation between the authorities involved in policy implementation. This is appropriate in Jayapura Regency because the current state of competency of SMK graduates in Jayapura Regency shows some significant challenges, despite continuous efforts from the government and related institutions to improve the quality of vocational education.

Data from the Central Bureau of Statistics shows that SMK graduates have a higher unemployment rate compared to high school graduates. In 2017, the unemployment rate of SMK graduates in Indonesia reached 11.4%, while that of high school graduates was 8.3% (<https://www.oecd-ilibrary.org/sites/df6c4fbb-en/index.html?itemId=/content/component/df6c4fbb-en>). This figure shows no change

until 2023, but the trend remains that SMK graduates still face significant challenges in finding jobs that match their skills.

In accordance with the Regulation of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 5 of 2022, there are 9 descriptions of the competencies of SMK graduates. The nine descriptions of the competencies of SMK graduates that have been formulated according to the above regulations, are policies directed at creating a skilled workforce that can meet the needs of the business world and the industrial world. These competency standards are a national reference for all educational units, including SMK. In this policy, there are several main points related to SMK graduates, namely:

1. Improved Work Competencies. SMK graduates are expected to have the ability to live independently, continue their education, and/or work directly in their field of expertise. The competency-based curriculum is designed to reflect labor market needs.
2. Pancasila-based Character Building. In addition to technical competence, this policy emphasizes the importance of strengthening students' character according to Pancasila values, such as integrity, professionalism, and cooperation.
3. Revitalization of Vocational Education. Through Presidential Instruction No. 9/2016 on the Revitalization of Vocational Schools, the government emphasizes the need for strategic partnerships between vocational schools and the World of Business and Industry (DUDI). This aims to ensure that SMK graduates have skills that are relevant to the needs of the labor market.
4. SMK Center of Excellence (PK) Program. This program integrates curriculum, training, and certification with industry standards, aiming to create excellent vocational schools that can serve as models for other schools.

However, the implementation of this policy faces challenges in various regions, especially in areas far from the center of government such as Jayapura District. Low access to quality education, lack of facilities, and lack of business involvement are the main obstacles in achieving the expected graduate competency standards.

Based on the background that has been explained, this research will identify several main problems related to the implementation of the competency policy for SMK graduates in Jayapura Regency, namely: (1) How does policy implementation through the MSN approach affect the competency of SMK graduates in Jayapura Regency? and (2) What is the role of stakeholders in the implementation of the policy on competency of SMK graduates through the MSN approach. Therefore, in this study, the following hypotheses were formulated:

- 1) There is an effect of policy implementation through the MSN approach on the competence of SMK graduates in Jayapura Regency.
- 2) There is an influence of the government (Government) in the implementation of policies through the MSN approach on the competence of vocational graduates in Jayapura Regency
- 3) There is an influence of the private sector in the implementation of policies through the MSN approach on the competence of vocational graduates in Jayapura Regency.
- 4) There is a Civil Society influence in the implementation of policies through the MSN approach on the competence of vocational graduates in Jayapura Regency.

2. RESEARCH METHODS

2.1 Research Design

This research uses a quantitative approach, which aims to understand and describe quantitatively the implementation of the competency policy for SMK graduates in Jayapura Regency based on the MSN approach. This design was chosen because it is suitable for exploring complex and dynamic phenomena, involving various actors with interrelated roles.

2.2 Research Location

The research location is Jayapura Regency, Papua Province, with a focus on several representative vocational schools, related organizations and institutions, and the immediate environment of vocational graduates such as parents and business and industry users of vocational graduates. The selection of this location is based on the relevance of Jayapura District as one of the centers of industry and trade in Papua, as well as the unique challenges faced in implementing vocational education policies.

2.3 Research Subject

The research subjects include key stakeholders who are directly or indirectly involved in the implementation of the SMK graduate competency policy. These subjects include individuals who come from:

- 1) Vocational High School (SMK): The SMK academic community is the main source of data to review the implementation of the SMK graduate competency policy.
- 2) World of Business and Industry (DUDI): Local companies involved as partners in the skills training of SMK students to achieve the designed competencies are policy makers who will contribute to the review of the implementation of the SMK graduate competency policy.
- 3) Local Government: Jayapura District Education Office and related agencies that play a role in the formulation and implementation of the SMK graduate competency policy.
- 4) Other stakeholders: Parents, communities and users of SMK graduates.

Subjects were selected by incidental sampling based on their involvement in policy implementation and the relevance of their role to the analysis based on MSN theory.

2.4 Data Collection Technique

Data were collected through g-forms using the policy implementation scale with the MSN approach and the SMK graduate competency scale. The policy implementation scale with the MSN approach was designed based on the mental, system and networking aspects involved in policy implementation (Kadji, 2016), and the competency scale for SMK graduates was prepared based on 9 competencies according to the Regulation of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 5 of 2022. Both scales use the Likert technique with the level of measurement in the form of intervals from 1 to 5, with a score distribution of 1 (very unsuitable) to 5 (very

suitable). The following is the blueprint of the policy implementation scale with the MSN approach and the scale of competence of SMK graduates.

Table 1. Blue Print Scale of Policy Implementation based on MSN Approach

Aspect	Indicator	Stakeholders	Favourable	Item
Mentality	Spiritual Attitude	Government	1, 2, 3	3
		Business/Industrial/DUDI (Private Sector)	4, 5, 6	3
		Civil Society	7	1
	Social Attitude	Government	8, 9, 10	3
		Private Sector	11, 12, 13	3
		Civil Society	14	1
		Government	15, 16, 17	3
	Attitude	Private Sector	18,19,20	3
		Civil Society	21	1
		Government	22, 23, 24	3
	Responsibility	Private Sector	25, 26, 27	3
		Civil Society	28	1
System	Regulation System	Government	29, 30, 31	3
		Private Sector	32, 33, 34	3
		Civil Society	35	1
	Culture Value System	Government dan Private Sector dan Civil Society	36	1
	Structure System & Organization Function	Government dan Private Sector dan Civil Society	37	1
Networking	Strategic Relation	Government dan Private Society	38, 39, 40	3
		Civil Society	41	1
	Synergy	Government, Private Society, Civil Society	42	1
	Mutualism Symbiotic	Government, Private Society, Civil Society	43, 44	2

Aspect	Indicator	Stakeholders	Favourable	Item
TOTAL			44	44

Table 2. Blue Print of Vocational Graduate Competencies

Aspect	Favorable	Item
Competence 1	1, 2, 3	3
Competence 2	4, 5, 6	3
Competence 3	7, 8, 9	3
Competence 4	10,11, 12	3
Competence 5	13, 14, 15	3
Competence 6	16, 17, 18	3
Competence 7	19, 20, 21	3
Competence 8	22, 23, 24	3
Competence 9	25, 26, 27	3
TOTAL	27	27

3. RESULTS AND DISCUSSION

3.1. Results

In this study, data were obtained from 258 respondents, but 6 data could not be used because they did not fill in properly, so the valid data were 252 respondents, which can be demographically distinguished based on gender, age, and the position of respondents as policy makers.

Table 3. Respondent Demographic Data

Demographics Data	Information	Percentage
Gender	Male	57 %
	Female	43 %
Age	15 - 20 years old	43 %
	20 – 30 years old	37 %
	31- 40 years old	11 %
	> 40 years old	9 %
Polity Stakeholder	Government	37 %
	Private Sector	2 %
	Civil Society	61 %

The validity test with the item total correlation technique and the reliability test with the Cronbach alpha technique from the policy implementation scale and the graduate competency scale show valid and reliable results as follows:

Table 4. Validity and Reliability Test Results

Scale	Validity	Reliability
Policy Implementation	0.468 - 0.788	0.973
Competence of SMK's Graduates	0.462 - 0.615	0.928

The results of the linear regression test show that there is a very significant effect of policy implementation on the competence of SMK graduates ($F=267.776$; $p=0.000$) as shown in table 5. These results indicate that the first hypothesis in this study is accepted.

Table 5. Linear Regression Test Results

Model	Sum of Squares	Df	Mean Square	F	Sig.
Regression	65.448	1	65.448	267.837	.000 ^b
1 Residual	61.090	250	.244		
Total	126.538	251			

a. Predictor (Constant) POLICY IMPLEMENTATION

b. Dependent Variable, COMPETENCY_GOVERNMENTAL OUTCOMES

The anova test results also show the results of the linear regression equation as follows:

Table 6. Anova Test Results

Model		Unstandardized Coefficients		Standardized Coefficients		t	Sig.
		B	Std. Error	Beta			
1	(Constant)	1.125	.168			6.689	.000
	IMPLEMENTATION_POLICY	.748	.046	.719		16.366	.000

a. Dependent Variable: COMPETENCE_SMK_GRADUATES

Results above show the regression line equation as follows:

$$Y = 1.125 + 0.748X$$

The results above show that every one change in X will have an impact of 1.873 on Y. This shows the magnitude of the effect of policy implementation based on the MSN approach on the competence of SMK graduates.

The Linearity Test shows linear and significant test results, both the linearity test between policy implementation and graduate competencies and the linearity test of policy makers' attitudes with policy implementation based on the MSN approach as in table 7:

Table 7. Linearity Test of Research Variables (Implementation * Competence)

Implementation *	Linearity	P
Competence 1	181.717	0.000
Competence 2	141.699	0.000
Competence 3	185.973	0.000
Competence 4	245.427	0.000
Competence 5	173.009	0.000
Competence 6	80.160	0.000
Competence 7	223.475	0.000
Competence 8	199.555	0.000
Competence 9	205.960	0.000

Linearity test between the attitude of policy makers and policy implementation based on the MSN approach also shows linear results ($F = 255.689$; $p = 0.000$) this shows a very close relationship between the attitude of policy makers and policy implementation with the MSN approach as in table 8.

Table 8. Linearity Test of Research Variables (Implementation * Competence)

			Sum of Squares	df	Mean Square	F	Sig.
POLICY IMPLEMENTATION * COMPETENCE_ SMK_GRADUATES	Between Groups	(Combined)	77.136	58	1.330	5.196	.000
		Linearity	65.448	1	65.448	255.689	.000
		Deviation from Linearity	11.688	57	.205	.801	.836
	Within Groups		49.402	193	.256		
	Total		126.538	251			

The implementation of policies based on the MSN approach has the greatest influence on the fourth competency of the 9 competency indicators, namely responsible behavior to reflect, take initiative and design strategies for learning and self-development, as well as being accustomed to adapting and maintaining commitment to achieve goals ($F = 234,071$; $p = 0.00$).

($F=234,071$; $p = 0.00$) and the contribution of policy implementation to the fourth competency is 48.4%. The other 8 competencies are also influenced by policy implementation through the MSN approach with $p = 0.000$ as shown in table 9.

Table 9. Effect of Implementation with MSN Approach on 9 Graduate Competency Indicators

Competence	R Square	Koefisien F	P
Competence 1	0,391	160,511	0.000
Competence 2	0,338	127,625	0.000
Competence 3	0,402	167,718	0.000
Competence 4	0,484	234,071	0.000
Competence 5	0,390	159,635	0.000
Competence 6	0,203	63,704	0.000
Competence 7	0,440	196,473	0.000
Competence 8	0,430	188,637	0.000
Competence 9	0,432	190,117	0.000

Regression tests on aspects of policy implementation in terms of the Mental, System and Networking approaches show that the mental approach has the greatest contribution and influence on graduate competencies ($R^2=0.512$; $F=262.325$; $p=0.000$), followed by the system ($R^2=0.440$; $F=196.748$; $p=0.000$) and then by networking ($R^2=0.415$; $F=177.273$; $p=0.000$).

Based on the linear regression analysis for the influence of the three main sectors in the implementation of the MSN approach, namely the government (government), business and industry (private sector) and the community (civil society), the three main sectors in the implementation of the competency policy of SMK graduates have a significant influence on the competency of SMK graduates. The effect of implementation from the government sector shows $F = 5.119$ with $p = 0.30$ ($p < 0.05$) and has a contribution of 12.2% to the competence of SMK graduates. This shows a significant influence of the Government sector in implementing policies on the competence of SMK graduates.

The effect of implementation from the business sector and the industrial world (private sector) shows $F = 11.947$ with $p = 0.26$ ($p < 0.05$) and has a contribution of 74.9% to the competence of SMK graduates. This shows a significant influence of the business sector and the industrial world (private sector) on the competence of SMK graduates. Although the business and industry sector that participated in this study is only 2% of

the respondent population; however, its contribution is very large to the competence of SMK graduates.

The results of the regression analysis of policy implementation from the civil society sector, obtained a coefficient of $F = 237.335$ with $p = 0.000$. This shows a very significant influence of the civil society sector in the implementation of policy implementation on the competence of SMK graduates. The contribution of the civil society sector shows a contribution of 53.7% to the competence of SMK graduates.

3.2. Discussion

The results showed that the hypotheses in this study were all proven. Implementation through the MSN approach has a very significant influence on the competence of SMK graduates, where the mental approach has the greatest contribution and influence on graduate competence, followed by the system and networking. The results showed that the implementation of mental, system, and networking approaches had a very significant impact on the competence of graduates, with the mental component contributing the most, followed by the system and networking aspects (Khurniawan et al., 2021).

The mental component includes spiritual, social, behavioural, and responsibility aspects, while the system component consists of regulatory, cultural, structural, and organizational functions. The network component involves strategic partnerships, synergies, and mutualistic symbiosis (Coombs et al., 2013; Tractenberg et al., 2019).

The findings suggest that the MSN approach is a strong framework for improving the competencies of vocational high school graduates, particularly in Jayapura district. Existing research supports the advantages of this approach over other approaches in implementation as it highlights the importance of different sectors involved in developing learners' competencies and the involvement of various parties needed in the process of developing vocational school graduates' competencies (Tractenberg et al., 2019; Jackson et al., 2023).

The effect of policy implementation based on the MSN approach has the greatest influence on the fourth competency of the 9 competency indicators, namely responsible behavior to reflect, take initiative and design strategies for learning and self-development, and be accustomed to adapting and maintaining commitment to achieving goals. Competency 4 shows the personal qualities that stakeholders expect as competencies possessed by SMK graduates.

In this study, the implementation influence of the policy stakeholders involved in the MSN approach showed that the implementation contribution from the business and industry sector (private sector) contributed the most, compared to the implementation from the government and civil society. The significant contribution of the private sector, as found in this study, underscores the importance of fostering collaborative partnerships and aligning incentives among the various stakeholders involved in policy implementation (Natesan & Marathe, 2015; Purtle et al., 2023; Mugambwa et al., 2018).

Vocational education plays an important role in preparing skilled and competent individuals to meet the evolving demands of industry. However, the effectiveness of vocational education is often hampered by the mismatch between the knowledge and skills acquired at school and the needs of the world of work (Subijanto, 2019). To overcome this challenge, it is crucial for vocational schools to build strong and sustainable collaborations with businesses and industries.

One of the key benefits of such collaboration is the ability to align vocational curricula with industry-specific needs. By engaging industry partners, vocational schools can gain insights into the latest technological advancements, emerging skill requirements, and evolving job roles, thereby adjusting their programs accordingly (Wu & Ji, 2022). This is done to ensure that graduates are equipped with relevant competencies and are better prepared to transition seamlessly into the world of work. In addition, collaboration between schools and industries can provide valuable practical experience for students through internship programs, and on-the-job training. These opportunities not only enhance students' technical skills, but also foster their understanding of industry culture, processes and problem-solving approaches. Such experiential learning is crucial in bridging the gap between theoretical knowledge and practical application, ultimately improving the employability of SMK graduates. Such experiential learning is crucial in bridging the gap between theoretical knowledge and practical application, ultimately improving the employability of SMK graduates.

The benefits of school-industry collaboration extend beyond the students. Businesses involved in these partnerships gain access to skilled and work-ready students, reducing the time and resources needed for recruitment and training. In addition, the collaborative framework allows for the sharing of industry-specific knowledge, technology and resources, leading to increased efficiency and technological innovation in businesses (Cheng & Zhou, 2022).

Colleges and vocational schools that are able to adapt their curricula and programs to align with the evolving needs of the industry, will be more likely to attract additional resources and funding to sustain their continuous development. Similarly, businesses that actively participate in industry-school partnerships have the advantage of employing high-quality skilled individuals, which in turn allows them to maximize their income through increased efficiency and technological advancement (Cheng & Zhou, 2022).

To establish an effective and long-term mechanism for industry-school collaboration, both parties need to realize the mutual benefits and work to create a flexible and adaptable framework. As has been discussed in various literatures, various collaboration models have been implemented in different contexts, such as flexible training systems and sharing resources and facilities (Mustafa et al., 2022).

By fostering strong and strategic collaboration between vocational schools and industry, both entities can contribute to the development of a skilled and competent workforce that is critical for local and regional economic growth and prosperity.

4. CONCLUSION

This study shows that the implementation of the graduate competency policy of Vocational High Schools (SMK) in Jayapura Regency through the Mental-System-Networking (MSN) approach has a significant influence on improving the quality of graduates. Of the three main elements in the MSN approach, the mental aspect has the greatest contribution to graduate competence, followed by the system and networking. The main finding in this study reveals that the involvement of business and industry (private sector) plays the most dominant role in shaping graduate competencies compared to the government and community sectors. Although the percentage of business and industry involvement is relatively small in this study, its contribution to improving the competencies of SMK graduates is very significant. In addition, the implementation of MSN-based policies proved to be most influential on the fourth of the nine indicators of SMK graduates' competencies, namely responsible behavior, reflection skills, initiative in learning and self-development, and adaptation in achieving goals. These results confirm that the MSN approach is an effective framework for improving the competitiveness of SMK graduates in local and global labor markets. In the context of vocational education policy, synergies between the government, businesses and communities need to be strengthened to overcome the challenges of policy implementation in areas with challenging geographical and socio-economic conditions, such as Jayapura District. Strategic partnerships between SMKs and businesses and industries must be optimized so that SMK graduates have skills that are relevant to the needs of the labor market. Thus, the MSN approach can be a sustainable policy implementation model in improving the relevance of vocational education and reducing the gap between education and business and industry in Indonesia

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