



## IMPLEMENTATION OF POLICY FOR ISLAMIC STATE VOCATIONAL SCHOOL: A LEGAL PERSPECTIVE ON CHALLENGES AND DEVELOPMENT

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### ABSTRACT

This research focuses on the implementation of policy for organizing Madrasah Aliyah Kejuruan Negeri (MAKN) under the Ministry of Religious Affairs of the Republic of Indonesia, particularly at MAKN 02 in Ende from 2021 to 2024. The main goals of this study were to analyze the implementation of policy for organizing MAKN, identify obstacles in policy implementation, and develop a policy implementation model that can help improve vocational education delivery in the future. This study used a qualitative descriptive field approach, employing a single instrumental case study. Primary data were collected through in-depth interviews and non-participant observation, while secondary data were taken from documents and regulations. The study applied Edwards III's framework, focusing on dimensions of communication, resources, implementer attitude, and bureaucratic structure, and was enriched by adding policy feasibility to produce a more applicable policy implementation model. The results show that policy implementation at MAKN in Ende has not yet been fully effective due to limited resources, policy inconsistency, and a weak bureaucratic structure. The policy implementation model, which comprises policy feasibility, communication, resources, bureaucracy, and implementer loyalty, aims to help stakeholders implement vocational education policy more efficiently and effectively.

## 1. Introduction

The Fourth Industrial Revolution (Industry 4.0) has opened up a new era that is defined by dramatic technological progress and digital transformation. Innovations in digital connectivity, artificial intelligence, and virtual systems have profoundly reshaped societies and economies.<sup>1</sup> This transformation, supported by the combination of fields like mechanical engineering, physics, and biology, has created countless opportunities for progress across many sectors, including education.<sup>2</sup> The education sector has gone through a big change, with online learning becoming more and more popular and requiring many adaptations in the way education is delivered. The needs of Industry 4.0 highlight the importance for education to not only transfer knowledge but also develop skills such as adaptability, creativity, and problem-solving.<sup>3</sup> These skills help prepare students to face a future that is more digital and more challenging.<sup>4</sup>

However, these dramatic technology-related changes bring their own set of problems. Industries may struggle to keep up, there may be a shortage of skilled workers, and societies may find it hard to adapt to these new conditions. At the same time, this transformation can create opportunities for ecosystem innovation, competitiveness, technology investment, and the growth of Small and Medium Enterprises (SMEs) and entrepreneurial initiatives.<sup>5</sup>

Meanwhile, Indonesia is experiencing a major population shift. Between 2025 and 2030, Indonesia is expected to enjoy a demographic dividend, which means the number of people in the working-age population will be greater than the non-working population. This change brings a unique opportunity for the country's future development. The Indonesia Emas 2045 policy aims for Indonesia to become a strong, rich, and advanced nation by its centenary in 2045, supported by a productive and skilled workforce. In 2019, about 67.6% of Indonesia's population was of working age (16–54 years), while the non-productive age groups (under 15 and over 64) made up 26–27%.<sup>6</sup>

To maximize this opportunity, Indonesia needs about 113 million skilled workers by 2030.<sup>7</sup> Nonetheless, the labor market shows many problems, including nearly

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<sup>1</sup> Wynne Inayah Ekasari, Taufiqulloh, Prihatin, and Yoga., Implementasi Pendidikan Karakter dalam Pembelajaran Bahasa Inggris di Kelas V SD, *Journal of Education Research*, Vol.5, no.3, 2024, page. 315.

<sup>2</sup> Faried Ali and Syamsu Alam., *Studi kebijakan pemerintah*, Bandung, Refika Aditama, 2012, page.228.

<sup>3</sup> Aji Prasetyo., Peran Pendidikan Kejuruan dalam Menghadapi Era Industri 4.0, *Seminar Nasional Pendidikan Teknik Otomotif*, Vol.3, no.1, 2019, page.78.

<sup>4</sup> Taridala Sulastris and Anwar Rosihan., *Transformasi edukasi: Mengoptimalkan kinerja guru dan kualitas layanan melalui program merdeka belajar*, Bandung, Feniks Muda Sejahtera, 2023, page.34.

<sup>5</sup> Drajad Irianto., Industry 4.0; the Challenges of Tomorrow, *Seminar Nasional Teknik Industri, Batu-Malang*, Vol.6, no.1, 2017, page.67.

<sup>6</sup> Unang Sudarma., Pendidikan Karakter dalam Mewujudkan Sumber Daya Manusia Berdaya Saing Menuju Indonesia Emas 2045, *Sharia: Jurnal Kajian Islam*, Vol.1, no.1, 2022, page.67.

<sup>7</sup> Hadiyanto, Muhammad Muhsin, and Endang Soetari., Pengaruh Pelaksanaan Kebijakan Penyelenggaraan Madrasah Terhadap Pengelolaan Pembelajaran untuk Mewujudkan Mutu Lulusan, *Khazanah Akademia*, Vol.7, no.01, 2023, page.89.

9.82 million young people (about 22.26%) who are not employed, in education, or training in 2021, and a high unemployment rate for vocational graduates, which reaches 13.55% in 2020.<sup>8</sup>

Vocational education plays a key role in addressing these problems.<sup>9</sup> Institutions like Vocational School (*Sekolah Menengah Kejuruan* or SMK) and State Islamic Vocational High School (*Madrasah Aliyah Kejuruan Negeri/MAKN*) can help young people learn skills that match industry needs and become more employable.<sup>10</sup> The government has made vocational education a priority by setting a policy to raise the ratio of vocational to general high schools to 70:30, in line with Law Number 20 of 2003 on the National Education System.

MAKN, under the Ministry of Religious Affairs, combines vocational training with Islamic education, developing graduates who are proficient in technical skills and strong in character and religion.<sup>11</sup> This combination is especially important because reports of juvenile delinquency, violence, and other problems underscore the need for character education alongside technical training.<sup>12</sup>

Despite its potential, the implementation of MAKN policy faces many obstacles. Currently, there are only 10 MAKN in Indonesia, and only two are state-managed: MAKN 01 in Bolaang Mongondow, North Sulawesi, and MAKN 02 in Ende, East Nusa Tenggara. These two schools serve a small number of students, about 321 in total. Furthermore, many of these schools suffer from limited resources, poor facilities, and a shortage of certified vocational teachers. At MAKN 01, for example, only 30% of the teachers have relevant certifications.

The curriculum at these schools is often not well aligned with the economic conditions and employment opportunities in their regions. For example, agriculture

<sup>8</sup> Reza Pahlevi., Tingkat Pengangguran Terbuka Lulusan SMK Paling Tinggi, *databoks.katadata.co.id*, April 10, 2024. See too, Kemdikbud. Penguatan Pendidikan Karakter Jadi Pintu Masuk Pembinaan Pendidikan Nasional, *kemdikbud.go.id*, April 18, 2024.

<sup>9</sup> O. Oji Kennedy, Philosophical and Sociological Overview of Vocational Technical Education in Nigeria, *American-Eurasian Journal of Scientific Research*, Vol.6, no.1, 2011, page.45. See too, Putu Sudira, *Filosofi dan Teori Pendidikan Vokasi dan Kejuruan*, Yogyakarta, UNY Press, 2012, page.99.

<sup>10</sup> Cahya Fajar Budi Hartanto, Rusdarti, and Abdurrahman, Tantangan Pendidikan Vokasi di Era Revolusi Industri 4.0 dalam Menyiapkan Sumber Daya Manusia yang Unggul, *Prosiding Seminar Nasional Pascasarjana*, Vol.2, no.1, 2019, page.56.

<sup>11</sup> Muhammad Iqbal M. Hangga Reksa BR Sirait, Dara Mayang Sari, Echa Putri Khairani, and Mai Syaroh Harahap., Pengamatan Kebijakan Pendidikan pada Madrasah di Indonesia, *Journal on Education*, Vol.5, no.3, 2023, page.412. See too, Muhammad Maskur, Eksistensi dan Esensi Pendidikan Madrasah di Indonesia, *Terampil: Jurnal Pendidikan dan Pembelajaran Dasar*, Vol.4, no.1, 2017, page.123. See too, Afida Nurriqi, Karakteristik Pendidikan Agama Islam Di Madrasah Prespektif Kebijakan Pendidikan, 2021, page.45.

<sup>12</sup> Machmud Mubarak., Tawuran Pelajar di Sumedang Antara SMK Korpri dan SMK PGRI 2, Satu Orang Kehilangan Nyawa, *priangan.tribunnews.com*, April 10, 2024. See too, Hakim Ghani., Tawuran Dekat Markas Brimob, 2 Kelompok Pelajar STM Garut Diamankan, *news.detik.com*, April 11, 2024. See too, Yohanes Adi., Terpecahkan, Alasan Anak STM Suka Tawuran Dengan Pelajar Sekolah Lain, *paragram.id*, April 10, 2024.

dominates in Bolaang Mongondow and tourism is a key industry in Ende, but the graduates' skills do not match these sectors' needs. As a result, employment absorption is weak, with only 35% of graduates from MAKN 01 and 7% from MAKN 02 securing jobs. Furthermore, having two different vocational education models under the Ministry of Religious Affairs—the MAKN and *Madrasah Aliyah Plus Keterampilan*—complicates policy implementation and makes it hard to maximize resources.<sup>13</sup>

The urgency of character education is recognized by the Ministry of Education and Culture, which highlights values such as religiosity, independence, integrity, and cooperation.<sup>14</sup> MAKN has a unique opportunity to instill these values alongside technical skills. Nevertheless, the small number of MAKN and their operational problems raise questions about whether policy implementation is effective. Drawing on policy implementation perspectives from Van Meter and Van Horn and Edwards III<sup>15</sup>, this study investigates how well MAKN policy is implemented, what obstacles it faces, and how it can be improved.

This research focuses on the implementation of policy for organizing MAKN under the Ministry of Religious Affairs, particularly at MAKN 02 in Ende, from 2021 to 2024. The main goals of this study are to: (1) Analyze the implementation of policy for organizing MAKN at the Ministry of Religious Affairs of the Republic of Indonesia; (2) Identify obstacles in implementing policy for organizing MAKN at the Ministry of Religious Affairs; and (3) Develop a model for implementing policy for organizing MAKN at the Ministry of Religious Affairs of the Republic of Indonesia.

## 2. Research Methods

This study employs a qualitative descriptive field research approach, utilizing a single instrumental case study to explore the implementation of MAKN policies within the Ministry of Religious Affairs. The study was conducted from December 2023 to April 2024 at the Ministry of Religious Affairs, the Regional Office in Ende, and MAKN 02 Ende.

The research aims to systematically and factually describe the policy implementation process, barriers, and propose an optimized model, guided by Edwards III's<sup>16</sup> framework, which emphasizes communication, resources, implementer disposition, and bureaucratic structure. Primary data, comprising words, actions, and photographs, were gathered via in-depth interviews and non-participant observations to maintain objectivity and capture natural settings.

<sup>13</sup> Ulil Amri Syafri Bairanti Asriandhini, Abas Mansur Tamam, Abdul Hayyie AlKattani, Hilda Rifkawaty, Rizcka Fatya Rahayu, and Achmad Fawwas Gibran., Analisis SWOT Madrasah Aliyah dalam Meningkatkan Lulusan di Tingkat Nasional Menyambut Peradaban Unggul Tahun 2045, *Ta'dibuna: Jurnal Pendidikan Islam*, Vol.12, no.1, 2023, page.210.

<sup>14</sup> Endang Komara, Penguatan Pendidikan Karakter dan Pembelajaran Abad 21, *Sipatahoenan*, Vol.4, no.1, 2018, page.76.

<sup>15</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.332. See too, Donald S. Van Meter and Carl E. Van Horn, The Policy Implementation Process: A Conceptual Framework, *Administration & Society*, Vol.6, no.4, 1975, page.445.

<sup>16</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.316.

Interviews followed a guide to elicit detailed insights from informants, while observations used structured guidelines to document relevant activities. Secondary data, including regulatory documents (e.g., Law Number 20/2003, Law Number 23/2014, and Ministerial Regulation Number 66/2016), strategic plans (Renstra/RPJMD Kabupaten Ende), and statistical reports, were obtained through document studies to complement primary findings. Informants were selected using purposive sampling, targeting individuals directly or indirectly involved in MAKAN policy implementation with relevant expertise or authority. Eight informants included one policymaker from the Ministry of Religious Affairs' Secretariat General, five policy implementers (e.g., Director General of Islamic Education, Head of Ende's Regional Office of Religious Affairs), and two policy recipients (e.g., Head and a teacher from MAKAN 02 Ende).

Data analysis followed Miles and Huberman's<sup>17</sup> interactive model, involving data collection, condensation, display, and conclusion drawing. Data were condensed by selecting and simplifying field notes, interview transcripts, and documents. Displays organized information to facilitate analysis, while conclusions were drawn iteratively, verified through triangulation of sources (comparing interview, observation, and documentation data) and time (cross-checking data consistency across different periods). The proposed implementation model was developed using Simatupang's<sup>18</sup> framework, involving problem identification, system characterization, conceptual modeling, methodology selection, model formulation, validation, and implementation. The model was refined by analyzing Edwards III's framework against empirical findings, identifying relevant dimensions, and validating through triangulation and theoretical alignment to ensure applicability to MAKAN policy contexts.

### **3. Results and Discussion**

#### **3.1. Implementation of the Policy for Organizing Islamic Vocational Schools**

The implementation of MAKAN policies in Indonesia reflects a long history of educational reform aimed at integrating Islamic values with vocational training.<sup>19</sup> This summary outlines the regulatory journey and communication aspects of MAKAN policy implementation, drawing on key legal frameworks and stakeholder perspectives.

The foundation for madrasah education began with Law Number 4/1950, which established principles for schooling, later reinforced by Law Number 12/1954. In 1975, a Joint Ministerial Decree (SKB Number 6/1975 and 037/U/1975) by the

<sup>17</sup> Matthew B. Miles and A. Michael Huberman., *Analisis Data Kualitatif*, Jakarta: UI Press, 2009, page.47.

<sup>18</sup> Togar M. Simatupang., *Pemodelan Sistem*, Klaten, Penerbit Klanida, 1995, page.89.

<sup>19</sup> Nurul Diniyati., *Pengelolaan Program Vokasional Pada Madrasah Berwawasan Pendidikan Keterampilan (Studi Kasus di MAN Magelang)*, PhD diss., Universitas Negeri Yogyakarta, 2019, 78. See too, Zumrotul Masruroh, *Manajemen Pendidikan Keterampilan (Vocational Skill) di MAN Kembangawit*, *Muslim Heritage*, Vol.1, no.2, 2016, page.156.

Ministers of Religion, Education, and Home Affairs enhanced madrasah quality, equating them with general schools while preserving Islamic characteristics.<sup>20</sup> The curriculum allocated at least 30% to Islamic studies, with general subjects as supplementary.<sup>21</sup> In 1987, the Ministry of Religious Affairs introduced the Special Program Madrasah Aliyah (*Madrasah Aliyah Program Khusus* or MAPK), emphasizing religious studies (70%) over general education (30%) to refine the 1975 curriculum.<sup>22</sup>

Law Number 2/1989 on the National Education System redefined madrasahs as general schools with Islamic characteristics, formalized by Ministerial Decree Number 489/U/1992. This law also recognized religious secondary education, delegating its management to the Ministry of Religious Affairs under Government Regulation Number 29/1990. Consequently, Ministerial Decree Number 371/1993 established Religious High School (*Madrasah Aliyah Keagamaan* or MAK), expanding MAPK's scope with a curriculum dominated by religious content (70%).<sup>23</sup> Law Number 20/2003 further solidified madrasahs' status, explicitly naming MAKN alongside general and vocational schools, reflecting government commitment to parity.<sup>24</sup>

In 2008, MAK was renamed *Program Studi Agama* (PSA), but by 2013, policies shifted toward vocational education. Ministerial Regulations Number 90/2013 and Number 60/2015 authorized the Ministry of Religious Affairs to establish MAKN, redefining MAK as *Madrasah Aliyah Kejuruan* and eliminating PSA. MAKN integrates the 2013 national curriculum with Islamic education, incorporating vocational skills to balance faith (imtaq) and technology (iptek), aligning with general vocational schools (*Sekolah Menengah Kejuruan*/SMK) standards. Ministerial Regulation Number 66/2016 optimized madrasah education by enhancing access, quality, and relevance, addressing modern educational challenges.

In 2017, the Ministry launched MAKN pilot projects in Ende, East Nusa Tenggara, and Bolaang Mongondow, North Sulawesi. While Bolaang Mongondow's MAKN opened enrollment in 2019/2020, data on Ende's progress is limited. The 2022 Ministerial Decree Number 347 introduced the Kurikulum Merdeka, granting madrasah autonomy to develop innovative curricula tailored to 21st-century competencies. Implemented gradually from 2022/2023 in pilot madrasahs, it emphasizes flexible learning, Pancasila values, and operational standards.

Effective communication underpins MAKN policy implementation, supported by the

<sup>20</sup> Nita Andriani Safitri and Rina Marlina, Kebijakan Penyelenggaraan Madrasah Aliyah Kejuruan, *Madrasa*, Vol.2, no.1, 2019, page.56.

<sup>21</sup> Nurhayati, M. Nasir, Abdul Mukti, A. Safri, Lias Hasibuan, and Kasful Anwar., Manajemen Pembiayaan Pendidikan dalam Meningkatkan Mutu Lembaga Pendidikan Islam, *Jurnal Manajemen Pendidikan Dan Ilmu Sosial*, Vol.3, no.2, 2022, page.210.

<sup>22</sup> Ekom Koswara., *Otonomi Daerah: untuk demokrasi dan kemandirian rakyat*, Jakarta, Sembrani Aksara Nusantara, 2001, page.56.

<sup>23</sup> Koswara., *Otonomi Daerah: untuk demokrasi dan kemandirian rakyat*, Jakarta, Sembrani Aksara Nusantara, page.61.

<sup>24</sup> Syafira Masnuah, Nyayu Khodijah, and Ermis Suryana, Analisis Kebijakan Pendidikan Islam dalam Undang-Undang No. 20 Tahun 2003 (Sisdiknas), *MODELING: Jurnal Program Studi PGMI*, Vol.9, no.1, 2022, page.98.

1945 Constitution (Article 31), which guarantees education rights and mandates 20% of national and regional budgets for education, ensuring equitable access. Law Number 20/2003 reinforces MAKAN's role within the national education system, integrating vocational and Islamic education (Article 18, 30).<sup>25</sup> The Ministry employs workshops, digital platforms, and community meetings to disseminate policies, as confirmed by the Secretary General on 7 January 2024. However, feedback mechanisms need enhancement to ensure two-way communication, aligning with Edwards III's<sup>26</sup> framework for effective policy transmission.

The MAKAN curriculum integrates vocational and Islamic education, aligning with national education standards under Law Number 20/2003, specifically Article 36(3) and Article 38(2). These provisions ensure MAKAN graduates possess technical skills for the workforce, deep religious understanding, and noble character.<sup>27</sup> The government bears primary responsibility for funding education, as mandated by Article 49(1) and Article 50(2), guaranteeing sufficient financial support for MAKAN's operations and curriculum development. The 1945 Constitution, Article 31(1-5), adopted in Law Number 20/2003, mandates state-funded basic education and allocates at least 20% of national and regional budgets to education, reflecting the state's commitment to resource provision.

Government Regulation Number 55/2007 on Religious Education emphasizes religious education's role in the national system, regulating MAKAN operations. Articles 12(1-2) mandate a curriculum blending vocational and Islamic education, aligned with workforce needs. Funding, per Article 34, requires central and regional governments to allocate budgets for curriculum development, facilities, and teacher training. Article 17 stipulates that MAKAN educators meet government qualifications and undergo regular training, with the Ministry of Religious Affairs overseeing professional development. Article 19 mandates accreditation by government-designated bodies to ensure compliance with national standards and societal needs.<sup>28</sup>

Law Number 23/2014 on Regional Governance delineates responsibilities between central and regional governments for education, impacting MAKAN operations. The central government, via the Ministry of Religious Affairs, sets national standards,

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<sup>25</sup> Hana Niswatus Salamah, Amirudin, and Achmad Junaedi Sitika, Strategi Peningkatan Mutu Pendidikan Islam di Madrasah Ibtidaiyah Melalui Undang-Undang Nomor 20 Tahun 2003 tentang Sistem Pendidikan Nasional, *JPG: Jurnal Pendidikan Guru*, Vol.3, no.2, 2022, page.89.

<sup>26</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

<sup>27</sup> Akhiril Pane Asfiati, Fithri Choirunnisa, and Martin Kustati., Implementation of Policies, Strategies, Islamic Religious Education Learning Programs with Curriculum Integration during the Covid 19 Pandemic Period at State Madrasah Aliyah (MAN) Indonesian Scholar, *AIP Conference Proceedings*, Vol.2805, no.1, 2023, page.23. See too, Maulidayani, Candra Wijaya, and Asnil Aida Ritonga, Implementasi Kebijakan Pengembangan Kurikulum di Madrasah Aliyah Negeri 2 Model Medan, *Edukasi Islami: Jurnal Pendidikan Islam* 12, no.1, 2023, page.89.

<sup>28</sup> Afiful Ikhwan, Akreditasi Madrasah Aliyah (MA) Dalam Kebijakan Pendidikan Nasional, *Edukasi: Jurnal Pendidikan Islam (e-Journal)*, Vol.2, no.2, 2014, page.134.

including curriculum and accreditation, integrating vocational and religious education.<sup>29</sup> Regional governments handle daily operations, such as APBD budget allocation, facility maintenance, and local educator management.<sup>30</sup> While central authorities oversee teacher qualifications, regions manage recruitment and career development, requiring synergy to ensure MAK N delivers quality education aligned with national goals of fostering competent, faithful, and morally upright graduates.

Presidential Regulation Number 12/2023 outlines the Ministry of Religious Affairs' authority in managing educational activities, including MAK N. Ministerial Regulation Number 90/2013 specifically governs madrasah education, mandating a curriculum that harmonizes vocational and Islamic education.<sup>31</sup> It emphasizes teacher qualifications, requiring regular training to ensure competency in both religious and vocational fields. Though not explicitly detailed, funding is implied for curriculum development, facilities, and training. Accreditation ensures MAK N meets national standards, reinforcing quality education delivery.

Ministerial Regulation Number 60/2015 amends Number 90/2013, clarifying general provisions and strengthening the legal foundation for madrasah education, including MAK N. Effective communication is critical for policy implementation, as highlighted by Edwards III.<sup>32</sup> The Ministry of Religious Affairs ensures accurate policy transmission through workshops, training, and digital platforms like the MAK N 02 Ende website. The Secretary General (7 January 2024) emphasized routine verification for information accuracy, while the Head of MAK N 02 Ende and the Regional Office in Ende confirmed clear, actionable policy instructions. Regular community engagement, such as education committee meetings, fosters stakeholder involvement.

Despite robust communication, consistency requires improvement. The Head of the Regional Office noted routine coordination with MAK N implementers, but observations suggest feedback mechanisms are predominantly one-way, limiting public interaction. Edwards III<sup>33</sup> and Sujianto<sup>34</sup> stress that consistent, clear communication prevents confusion and enhances stakeholder understanding. The Ministry's efforts include internal meetings, updated information distribution, and digital platforms to ensure policy clarity. Observations confirm consistent messaging across channels, with stakeholder engagement through direct interactions and open feedback channels, supporting effective MAK N policy

<sup>29</sup> Dodi Ilham, Luki Karunia, Sirajuddin Saleh, and Joko Tri Brata, Peran Pemerintah dalam Mendorong Kualitas Pelayanan Pendidikan di Indonesia, *Jurnal Pallangga Praja (JPP)*, Vol.5, no.2, 2023, page.210.

<sup>30</sup> Ramlan Surbakti, Berbagai Aspek Kebijakan Otonomi Daerah, *Jurnal Ilmu Pemerintahan* 43, no.1, 2013, page.89. See too, Philipus M. Hadjon, *Pengantar Hukum Administrasi Indonesia*, Yogyakarta, Gadjah Mada University Press, 1993, page.56

<sup>31</sup> Sumarmi Ismail and Muchammad Eka Mahmud., Kebijakan Pemerintah Pada Madrasah Aliyah Negeri Insan Cendekia (MAN IC), *Damhil Education Journal*, Vol.3, no.1, 2023, page.88.

<sup>32</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.123.

<sup>33</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.132.

<sup>34</sup> S. Sujianto., *Implementasi Kebijakan Publik Konsep, Teori dan Praktik*, Pekanbaru, Alaf Riau, 2008, page.3.



implementation.

The implementation of MAKN policies faces challenges in communication and resource allocation, as observed by researchers and stakeholders. Communication channels, while functional, lack responsive interaction accessible to the public. Informants noted that communication is largely one-way, with limited feedback from policy implementers or target groups. Direct communication spaces are often closed, and digital channels primarily focus on information dissemination rather than dialogue. Although communication consistency is maintained, its intensity needs enhancement to ensure ongoing coordination, aligning with government communication principles that foster trust and collaboration (Wasistiono & Hasan, 2005). Effective communication, as per Edwards III<sup>35</sup>, is crucial for policy success, reducing misunderstandings and resistance by clearly conveying objectives to stakeholders. Robbins and Coulter<sup>36</sup> emphasize coordination and delegation in central-regional communication, while Beach<sup>37</sup> underscores communication's role in efficient resource use and goal achievement. Abdul Wahab<sup>38</sup> views policy communication as conveying government programs to the public to meet national objectives, and Agustino<sup>39</sup> highlights internal communication for employee understanding. Policy language may not always be clear to implementers, necessitating early stakeholder involvement to build consensus and support, as suggested by Haddad and Demsky.<sup>40</sup> Engaging stakeholders early minimizes opposition and ensures policies reflect local needs.

Resources are equally critical, but MAKN implementation faces constraints. Edwards III<sup>41</sup> states that without adequate resources, even clear policies fail. Budgetary resources, while supported by government funding, are insufficient for MAKN's development. The Head of MAKN 02 Ende noted that operational costs are met, but broader growth requires more funds. A parent informant highlighted financial burdens on low-income families, urging increased government support. The Head of the Regional Office in Ende explained that the mandatory 20% education budget is divided among multiple institutions, limiting MAKN's share.<sup>42</sup>

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<sup>35</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.136.

<sup>36</sup> Stephen P. Robbins and Mary Coulter., *Manajemen*, Jakarta, Erlangga, 2016, page.108;

<sup>37</sup> Beach, Dale Stuart., *Personnel: The management of people at work*, New York, Macmillan College, 1970, page.334.

<sup>38</sup> Solichin Abdul Wahab., *Analisis Kebijaksanaan: Dari Formulasi ke Implementasi Kebijaksanaan Negara*, Jakarta, Bumi Aksara, 2004, page.299.

<sup>39</sup> Leo Agustino., *Dasar-dasar Kebijakan Publik*, Bandung, Alfabeta, 2008, page.61.

<sup>40</sup> Wadi D. Haddad and Terri Demsky., *Education policy-planning process: an applied framework*. 1995, page.31.

<sup>41</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.163.

<sup>42</sup> Leni Indrawati Faris Shafrullah, Hyronimus Rowa, Bahrullah Akbar, Khasan Effendy, Sampara Lukman, Layla Kurniawati, Sedarmayanti Sedarmayanti, and Rachmat Gunawan., Implementation of Education Operational Costs for Good Governance in DKI Jakarta, *Journal of Positive School Psychology*, Vol.6, no.2, 2022, page.178.

Funding often comes from State Sharia Securities (SBSN) rather than pure APBN, causing delays. Grindle<sup>43</sup> emphasize efficient resource management for policy success.

Human resources also pose challenges. The Head of the Regional Office stated that while teachers are available, certified vocational specialists are scarce. The Head of MAK N 02 Ende confirmed a shortage of certified teachers in specific fields, relying on non-specialists to fill gaps. A teacher informant admitted teaching multimedia without certification due to budget constraints preventing training. Meter and Horn highlight the importance of skilled personnel for policy implementation.<sup>44</sup>

Infrastructure deficiencies further hinder MAK N operations. The Head of MAK N 02 Ende reported outdated equipment, like multimedia tools, while a teacher noted insufficient computers, forcing students to share outdated devices. Observations confirmed inadequate practical tools, impacting teaching effectiveness. Regional infrastructure issues, such as the lack of a bridge in Nangapanda, limit student access. OECD stresses that resource allocation strategies determine implementation success, underscoring the need for increased funding and public-private partnerships.

Technology accelerates changes in educational practices but is not a standalone driver of effective reform. Information and Communication Technology (ICT) supports initiatives like South Korea's SMART program and daily school activities, such as parent communication and homework management. However, education policies relying on technology require proficient implementation by teachers and staff, posing potential barriers.<sup>45</sup>

In the context of MAK N policy implementation, disposition—encompassing commitment, motivation, and positive attitudes—is critical, per Edwards III.<sup>46</sup> Disposition reflects the drive and sincerity of policy implementers to execute policies effectively, ensuring goals are met. Implementers must understand their tasks and possess the capability to perform them without bias.<sup>47</sup>

Commitment is evident among MAK N stakeholders. The Secretary General of the Ministry of Religious Affairs emphasized full dedication to MAK N's success, providing resources, enhancing curricula, and coordinating with local governments and industries. The Head of the Regional Office in Ende echoed this, prioritizing MAK N to advance Islamic vocational education through technical support and local coordination. The Head of MAK N 02 Ende, despite resource constraints, optimizes available assets and collaborates with stakeholders to deliver quality education,

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<sup>43</sup> Merilee S. Grindle., *Politic and Policy Implementation in the Third World*, New Jersey, Princeton University Press, 1980, page.41.

<sup>44</sup> Donald S. Van Meter and Carl E. Van Horn, *The Policy Implementation Process: A Conceptual Framework*, *Administration & Society*, Vol.6, no.4, 1975, page.445.

<sup>45</sup> Joko Widodo., *Analisis Kebijakan Publik*, Malang, Banyu Media Publishing, 2010, page. 238.

<sup>46</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.316.

<sup>47</sup> Joko Widodo., *Analisis Kebijakan Publik*, Malang, Banyu Media Publishing, 2010, page. 163.

reflecting strong commitment. Edwards III<sup>48</sup> and Grindle<sup>49</sup> highlight that such commitment aligns implementers with policy objectives.

Motivation drives MAKAN's implementation. The Secretary General stated that MAKAN aims to produce skilled, faith-based graduates for the workforce, addressing gaps in existing vocational education. The Head of the Regional Office in Ende emphasized investing in youth to foster regional progress, while the Head of MAKAN 02 Ende focused on equipping students for competitive job markets. Observations confirmed high dedication among teachers and staff, creating conducive learning environments, aligning with Edwards III's<sup>50</sup> view that shared goals enhance efficiency.

Positive attitudes further support MAKAN's implementation. The Secretary General noted exceptional collaboration among stakeholders, while the Head of MAKAN 02 Ende observed enthusiasm from students and parents. A parent informant confirmed students' active engagement in vocational programs, fostering critical thinking and practical skills. Observations revealed active student participation, reflecting openness to change. Edwards III and Grindle<sup>51</sup> stress that positive attitudes reduce resistance, enhancing implementation.

However, Edwards III<sup>52</sup> warns that misaligned perspectives between policymakers and implementers complicate execution. Incentives can address disposition issues by aligning implementers' actions with policy goals, as human tendencies lean toward personal interests. Consistent commitment, clear motivation, and positive attitudes among MAKAN stakeholders in Ende demonstrate a unified vision, supported by strategic coordination and resource optimization. Despite challenges, the strong disposition of implementers, reinforced by collaborative efforts, positions MAKAN to advance Islamic vocational education effectively.

Bureaucratic structure significantly influences the implementation of MAKAN policies, as outlined by Edwards III.<sup>53</sup> Key characteristics include Standard Operating Procedures (SOPs) and fragmentation.<sup>54</sup> SOPs provide clear, systematic guidelines for implementers, ensuring consistency and efficiency. However,

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<sup>48</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.361.

<sup>49</sup> Merilee S. Grindle., *Politik and Policy Implementation in the Third World*, New Jersey, Princeton University Press, 1980, page.36.

<sup>50</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.312.

<sup>51</sup> Merilee S. Grindle., *Politik and Policy Implementation in the Third World*, New Jersey, Princeton University Press, 1980, page.31.

<sup>52</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

<sup>53</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

<sup>54</sup> Budi Winarno., *Kebijakan Publik, Teori, Proses dan Studi Kasus*, Yogyakarta, CAPS, 2014, page. 232.

inefficient bureaucratic structures can hinder policy execution.<sup>55</sup>

Data indicates MAKN's bureaucracy is well-structured. The Head of the Regional Office in Ende highlighted clear command lines and effective coordination, enabling swift policy dissemination to stakeholders. SOPs, governed by Ministerial Regulation Number 66/2016, guide MAKN operations, covering administration and teaching processes. These SOPs ensure transparency and accountability, though they are general to madrasahs, not MAKN-specific. Observations confirm SOPs' role in maintaining consistency, with regular updates incorporating field feedback to enhance relevance<sup>56</sup>.

Fragmentation, however, poses challenges. The Head of the Regional Office noted clear role divisions among stakeholders, including the Ministry of Religious Affairs and local education offices. Yet, observations reveal overlapping responsibilities among the Ministry of Religious Affairs, Ministry of Education, and local governments, leading to coordination issues. Edwards III<sup>57</sup> warns that weak bureaucratic structures can render resources ineffective, while fragmentation causes unclear responsibilities, decision-making delays, and conflicting priorities.<sup>58</sup> Differing interpretations of policy goals among institutions further complicate implementation.

Edwards III<sup>59</sup> also emphasizes bureaucratic appointments and incentives to align implementers' actions with policy goals. Dedicated personnel and tailored incentives enhance policy execution. Despite robust SOPs and defined roles, MAKN's implementation requires improved inter-agency collaboration to address fragmentation and ensure efficient policy delivery.

### **3.2. Internal and External Barriers in the Implementation Policy**

Internal barriers significantly hinder the implementation of MAKN policies in Ende, primarily due to inadequate human resources, limited infrastructure, and constrained budgets. The Head of the Regional Office in Ende highlighted the shortage of qualified teachers, noting that MAKN's integrated curriculum—combining general, vocational, and religious education—requires educators with diverse competencies. However, the lack of teachers with specialized vocational skills is a major obstacle. A teacher at MAKN 02 Ende echoed this, stating that many lack certifications for specific subjects, forcing them to teach outside their expertise. Financial constraints prevent teachers from funding training, and schools lack budgets for professional development. Ilham emphasizes that without adequate resources, MAKN's educational goals cannot be achieved. Infrastructure

<sup>55</sup> Joko Widodo., *Analisis Kebijakan Publik*, Malang, Banyu Media Publishing, 2010, page. 231.

<sup>56</sup> Donald S. Van Meter and Carl E. Van Horn, The Policy Implementation Process: A Conceptual Framework, *Administration & Society*, Vol.6, no.4, 1975, page.445. See too, Merilee S. Grindle., *Politic and Policy Implementation in the Third World*, New Jersey, Princeton University Press, 1980, page.32.

<sup>57</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

<sup>58</sup> Budi Winarno., *Kebijakan Publik, Teori, Proses dan Studi Kasus*, Yogyakarta, CAPS, 2014, page. 231.

<sup>59</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

deficiencies further impede MAK N's operations.<sup>60</sup> The Head of MAK N 02 Ende stressed the need for specialized practice rooms, noting that insufficient facilities disrupt learning and limit students' vocational skill acquisition. The critical role of infrastructure in practice-based learning, essential for MAK N's vocational focus. The Head of the Regional Office added that while central government funding supports MAK N, it falls short of regional needs, and local governments face similar budget constraints, hampering infrastructure development. Budget limitations exacerbate these issues. The Head of MAK N 02 Ende explained that funds are prioritized for urgent needs like teacher salaries and maintenance, leaving little for additional facilities or training. Limited budgets restrict access to modern equipment and learning materials, compromising educational quality.<sup>61</sup> The interplay of these barriers—insufficient human resources, inadequate infrastructure, and constrained funding—undermines MAK N's ability to deliver integrated education effectively. Addressing these challenges requires comprehensive efforts. Increased budget allocations for education, robust teacher training programs, and partnerships with local governments, educational institutions, and the private sector are essential to enhance human resources and infrastructure. Such measures would support MAK N's goal of producing skilled, faith-based graduates ready for the workforce.

Internal barriers to MAK N policy implementation include the absence of a dedicated vocational education directorate within the Ministry of Religious Affairs. The Secretary of the Directorate General of Islamic Education noted that Ministry of Religious Affairs prioritizes general and religious education, integrating MAK N's vocational programs into existing structures due to resource constraints. This lack of a specialized directorate limits focused policy development, curriculum responsiveness, and industry partnerships, which are crucial for aligning MAK N graduates with workforce needs. A dedicated directorate could standardize vocational education, develop industry-responsive curricula, provide specialized teacher training, and foster internship programs, enhancing graduate competitiveness in the Industry 4.0 era.<sup>62</sup> Presidential Regulation Number 68/2022 emphasizes vocational education's role in producing market-ready graduates, prompting Ministry of Religious Affairs to establish MAK N and 341 Madrasah Aliyah Plus Keterampilan by 2024, focusing on critical thinking, communication, and 21st-century skills.

External barriers involve inconsistent government policies and curriculum

<sup>60</sup> Muh Ilham, *Manajemen Strategi Pengembangan Dan Peningkatan Mutu Pendidikan Institusi Pemerintah Dalam Negeri: Studi Kasus di IPDN Jawa Barat* (PhD diss., Universitas Pendidikan Indonesia, 2007), 92.

<sup>61</sup> Muhammad Alfarizi, Kurnia Sari, and Rini, *Alokasi Anggaran Pendidikan Menuju Visi SDGs di Indonesia: Wawasan Literatur Perbandingan Terhadap Negara ASEAN*, *Jurnal Budget: Isu dan Masalah Keuangan Negara*, Vol.9, no.1, 2024, page.45.

<sup>62</sup> Lusi Ramadhani Firman Firman, Neviyarni Suhaili, and Muhammad Asyraf bin Che Amat., *Implementing the Guidance and Counseling Program at State Madrasah Aliyah in the Society 5.0 Era*, *Indonesian Journal of Counseling and Development*, Vol.5, no.2, 2023, page.134.

challenges. The Secretary of the Directorate General highlighted that shifts in government priorities, such as policies favoring regular Vocational School graduates, often overlook MAKN's vocational contributions, disrupting curriculum alignment and graduate placement. The Head of the Curriculum and Evaluation Sub-Directorate noted that existing regulations struggle to balance religious, general, and vocational content, with frequent revisions causing instability. These changes, governed by both Ministry of Religious Affairs and the Ministry of Education, create confusion among implementers. Observations confirm that rapid regulatory shifts require constant adaptation, straining resources and time. At MAKN 02 Ende, integrating IT into vocational learning is hindered by teachers' limited skills and inadequate equipment. Frequent curriculum changes, without sufficient teacher training, disrupt learning stability, pressuring educators and students to adapt quickly. These external factors underscore the need for coordinated, stable policies to support MAKN's effective implementation.

Teachers at MAKN 02 Ende face challenges in adapting to new curriculum and regulatory changes due to inadequate training and resources. A teacher informant reported insufficient training on the latest vocational curriculum, which emphasizes project-based skills and digital technology, leading to low confidence in implementation. Additional resources like textbooks and teaching aids are often unavailable, slowing adaptation and reducing learning quality. Limited access to updated materials hinders students' ability to meet expected vocational competencies.

Government policies aim to align MAKN with general vocational schools, but this increases MAKN's curriculum load. MAKN must allocate 30% to Islamic subjects (e.g., Islamic history, Arabic, ethics) while integrating vocational skills, balancing faith (*imtaq*) and technology (*iptek*). Historical regulations, like Ministerial Decree Number 73/1987, introduced the *Madrasah Aliyah Program Khusus* (MAPK), prioritizing 70% religious content. Law Number 2/1989 redefined madrasahs as general schools with Islamic characteristics, formalized by Decree Number 489/U/1992. *Madrasah Aliyah Keagamaan* (MAK), established under Decree Number 371/1993, continued MAPK's focus on religious education (70%).

Law Number 20/2003 and subsequent regulations, including Ministerial Decrees Number 28/2009 and Number 70/2013, integrated MAKN's curriculum with national and Islamic education standards, incorporating vocational skills per Decree Number 60/2015. The 2022 Decree Number 347 introduced the Kurikulum Merdeka, allowing flexible, project-based learning to foster Pancasila values and 21st-century skills.<sup>63</sup> However, these regulations lack specific guidance for MAKN, causing ambiguity in curriculum and operations.

A dedicated MAKN regulation is needed to align curricula with market demands, enhance teaching quality, foster industry partnerships, and ensure legal clarity. Such a regulation would improve graduate employability, access to professional certifications, and MAKN's operational efficiency, supporting Indonesia's goal of

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<sup>63</sup> Andi Mahrissal Sabil, Firdaus, and Burhanuddin, Implementasi Keputusan Menteri Agama Nomor 184 Tahun 2019 Tentang Pedoman Implementasi Kurikulum Pada Madrasah Dalam Mewujudkan Mutu Pendidikan, *Jurnal Al-Ilmi Jurnal Riset Pendidikan Islam*, Vol.3, no.02, 2023, page.101.

producing competitive human resources.<sup>64</sup>

External barriers to implementing MAKN policies in Ende include socioeconomic and cultural challenges, as well as limited collaboration with stakeholders. The Head of the Regional Office in Ende noted that high poverty and unemployment rates reduce community participation in MAKN programs. A teacher at MAKN 02 Ende highlighted cultural perceptions, where vocational education is viewed as suitable for lower classes, while middle and upper classes prefer traditional livelihoods like farming or fishing, diminishing interest in MAKN. The Head of MAKN 02 Ende added that limited local infrastructure and weak collaboration among community, industry, and government hinder partnerships with businesses, crucial for vocational education.<sup>65</sup>

Field observations confirm these issues, noting Ende's agrarian and maritime topography, which aligns with dominant livelihoods and makes MAKN's vocational goals challenging to achieve. Farming and fishing as prevalent occupations, reflecting cultural and economic patterns. Ethnic segregation in settlement patterns reinforces intra-ethnic cohesion and inter-ethnic biases, complicating community engagement with MAKN. Social stratification, with *elite mosa laki* and lower *ana kalo fai walu* or *aji ana* classes, limits social mobility and reinforces traditional roles, further reducing MAKN's appeal.

Lack of stakeholder collaboration exacerbates these barriers. Effective partnerships with industry, local government, and communities could enhance curriculum relevance, meet workforce needs, and improve infrastructure, but such synergy is underdeveloped. Researchers suggest that collaboration could involve industry input on curricula, internship programs, and infrastructure development, boosting community participation and educational quality.

Thus, addressing external barriers in the implementation of the MAKN policy in Ende Regency must take a multidimensional approach that considers local social, economic, and cultural conditions. Efforts to improve infrastructure, educate the public about the value of vocational education, and strengthen partnerships with the industry sector are essential. Without these steps, the MAKN program will continue to face challenges in achieving its goals of improving skills and job opportunities for students in Ende Regency. To address these external barriers, a series of coordinated and comprehensive actions need to be taken. These steps include policy and regulatory stability, ongoing curriculum revision, adequate training for teachers and education personnel, additional resources, public education campaigns about the importance of vocational education, strong

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<sup>64</sup> Nugroho Widhi, Pendidikan Vokasi Madrasah Aliyah Sebagai Upaya Menciptakan SDM Unggul Dan Siap Kerja, *SKULA: Jurnal Pendidikan Profesi Guru Madrasah*, Vol.2, no.3, 2022, page.123. See too, Lusi Ramadhani Firman Firman, Neviyarni Suhaili, and Muhammad Asyraf bin Che Amat., Implementing the Guidance and Counseling Program at State Madrasah Aliyah in the Society 5.0 Era, *Indonesian Journal of Counseling and Development*, Vol.5, no.2, 2023, page.134.

<sup>65</sup> Ananiah, Problema Lembaga Pendidikan Madrasah dan Strategi Pengembangannya, *Dinamika Ilmu Jurnal Kependidikan*, Vol.6, no.2, 2006, page.112.

partnerships with local industries, the development of education infrastructure, and the empowerment of local communities. By implementing these strategies effectively, it is hoped that MAKN can overcome external challenges and provide significant benefits to students and the Ende community in developing skills and employment opportunities.

### **3.3. Policy Implementation Model for Organizing Vocational Islamic School**

To design an effective implementation model for MAKN policies in Ende, a reconstruction process is undertaken, building on prior problem identification, implementation analysis, and barriers outlined earlier. Key issues include the scarcity of vocational schools, impacting graduate employability due to limited job opportunities and a curriculum misaligned with industry needs.<sup>66</sup> Insufficient funding restricts facilities, equipment, and support programs, while fewer than 50-70% of MAKN teachers meet certification standards for the 81 vocational competencies under Indonesia's National Qualifications Framework (KKNI). Limited stakeholder collaboration further hinders graduate absorption into the workforce.

Analysis of MAKN policy implementation in Ende, using Edwards III's<sup>67</sup> model, reveals mixed outcomes. Communication is effectively conducted through various sustained channels, reflecting strong policy dissemination.<sup>68</sup> Implementers, including Ministry of Religious Affairs, local government, and communities, exhibit high commitment and motivation, aligning with Edwards III's disposition aspect. However, resource optimization remains suboptimal, with inadequate facilities and uncertified teachers constraining MAKN's success. Bureaucratic structure, despite having Standard Operating Procedures (SOPs), faces challenges from frequent regulatory changes and fragmented authority. Education governance splits between central (Ministry of Education, Culture, Research and Technology and Ministry of Religious Affairs) and local governments, creating synchronization issues that impede policy execution.

Internal barriers, such as limited human resources and infrastructure, and external factors, including socioeconomic conditions and weak industry partnerships, exacerbate implementation challenges. Edwards III's<sup>69</sup> model highlights communication and disposition as strengths but reveals deficiencies in resources and bureaucracy. Additionally, the model does not fully account for policy environment and target group dynamics, necessitating a tailored approach.

A new implementation model is proposed to address these gaps, aligning with Ende's regional context and governance frameworks.<sup>70</sup> This model aims to

<sup>66</sup> Muchlis Hamdi, *Bunga Rampai Pemerintahan*, Jakarta, Yarsif Watampone, 2002, page.77;

<sup>67</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.316.

<sup>68</sup> Muchlis Hamdi, *Kebijakan Publik: Proses, Analisis, dan Partisipasi*, Jakarta, Ghalia Indonesia, 2014, page.45

<sup>69</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.361.

<sup>70</sup> Iyoh Mastiyah and Elis Lisyawati, Model Penyelenggaraan Program Madrasah Aliyah Negeri Insan Cendekia (MAN IC) Pekalongan Jawa Tengah, *Edukasi: Jurnal Penelitian Pendidikan Agama dan*



optimize resources, streamline bureaucratic coordination, and enhance stakeholder collaboration to ensure MAK N produces competitive, religiously grounded graduates.

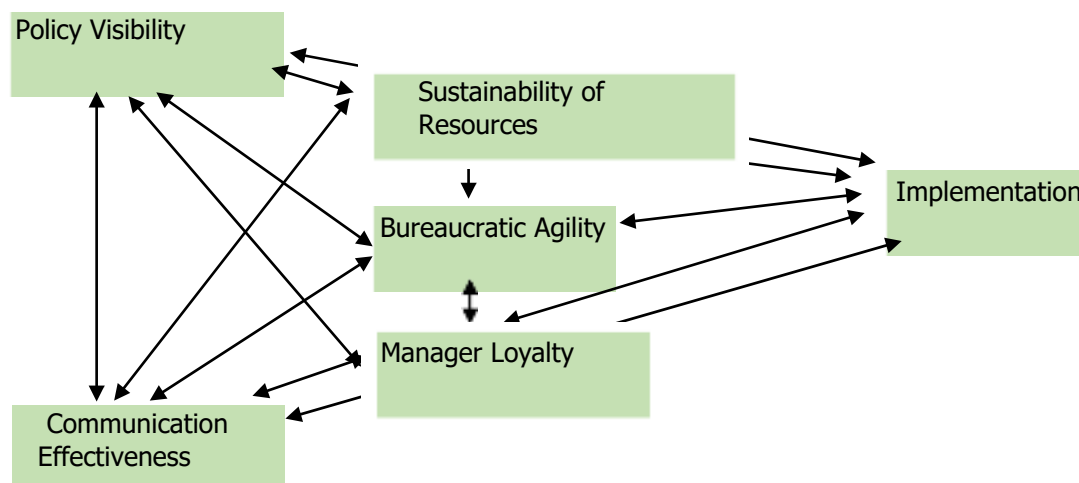


Figure 1. Vocational Education Policy Implementation Model

The proposed model for MAK N policy implementation identifies five interconnected dimensions, with policy feasibility as a novel addition inspired by local conditions in Ende. Informants, including the Head and a teacher at MAK N 02 Ende, highlighted a mismatch: MAK N's focus on digital technology and multimedia contrasts with Ende's dominant agricultural and fisheries sectors, which drive employment opportunities. Observations and regional GDP data confirm Ende's agrarian and maritime character, underscoring the need for a feasibility dimension to ensure policy alignment with local potential.

This misalignment risks producing graduates unabsorbed by local industries, potentially leading to migration or urbanization, as vocational skills in digital fields are less relevant in Ende's agro-maritime economy. While MAK N's programs may anticipate future regional development, immediate alignment with existing opportunities would better address unemployment and skill gaps. Policy feasibility assesses a policy's practicality for implementation in a specific context. Lasswell and Kaplan<sup>71</sup> emphasize policies as goal-driven programs incorporating technical, social, and political feasibility.

Challenges in policy formulation include political constraints, resource availability, and technological limitations, which may prioritize political viability over practicality. Lasswell<sup>72</sup> outlines feasibility criteria—technical, economic, political,

*Keagamaan*, Vol.20, no.1, 2022, page.65. See too, A. Hoogerwerf, *Ilmu Pemerintahan*, Jakarta, Erlangga, 1983, page.334

<sup>71</sup> Harold D. Lasswell., *Power and personality*, London, Routledge, 2017, page.158.

<sup>72</sup> Harold D. Lasswell., *Power and personality*, London, Routledge, 2017, page.160.

and administrative—while Dunn<sup>73</sup> includes effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Policy origins and practicality considerations shape implementation success. For MAK N, ensuring feasibility requires aligning vocational programs with Ende's economic strengths to enhance graduate employability and regional development.

Assessing MAK N policy implementation in Ende requires a robust framework, with Hamdi<sup>74</sup> typology providing four key criteria: technical feasibility (achieving policy goals technically), economic and financial possibility (cost-benefit analysis), political viability (political impact on groups), and administrative operability (resource and time availability). The proposed model introduces policy feasibility as a critical dimension, encompassing regional and target feasibility, linked to economic and social feasibility. These aspects influence policy acceptance or resistance, with social legitimacy, per Beetham<sup>75</sup>, tied to public recognition and support. Dunn<sup>76</sup> further specifies feasibility parameters: administrative, economic, legal, political, and social. Feasibility shapes implementation success; impractical policies risk rejection by targets or reluctance from implementers. In Ende, MAK N's digital-focused programs misalign with the region's agricultural and fisheries dominance, reducing graduate employability locally and potentially driving migration. Adjusting programs to include agribusiness or fisheries could enhance feasibility and local relevance.

Effective communication, adapted from Edwards III, is another vital dimension, emphasizing clear, consistent policy transmission through optimal channels. Edwards III underscores communication's role in ensuring implementers understand policy steps. The model adds effective communication channels, leveraging advanced technology for efficiency.<sup>77</sup> Informants confirm MAK N's communication is well-executed, justifying its retention. Grindle, Meter and Horn, and Mazmanian and Sabatier highlight communication's role in stakeholder dialogue, behavioral change, and external condition awareness.<sup>78</sup> OECD frameworks stress coherent strategies, smart policy design, and evaluation, all supported by effective communication. In governance, communication builds trust and collaboration, per Severin and James<sup>79</sup>, aligning with organizational communication theories. For MAK N, effective communication ensures stakeholder alignment, resource sustainability, bureaucratic agility, and implementer loyalty, fostering collaborative governance to achieve educational goals.

<sup>73</sup> William N. Dunn., *Public Policy Analysis, An Integrated Approach*, New York, Routledge, 2018, page.114.

<sup>74</sup> Muchlis Hamdi, *Kebijakan Publik: Proses, Analisis, dan Partisipasi*, Jakarta, Ghalia Indonesia, 2014, page.31

<sup>75</sup> David Beetham., *Democracy and Human Rights*, UK, Polity Press, 1987, page.76.

<sup>76</sup> William N. Dunn., *Public Policy Analysis, An Integrated Approach*, New York, Routledge, 2018, page.123.

<sup>77</sup> Warner J. Severin, and James W. Tankard, *Teori Komunikasi: Sejarah, Metode, dan Terapan di Dalam Media Massa*, Jakarta, Prenada Media Group, 2008, page.161.

<sup>78</sup> Donald S. Van Meter and Carl E. Van Horn, The Policy Implementation Process: A Conceptual Framework, *Administration & Society*, Vol.6, no.4, 1975, page.445.

<sup>79</sup> Severin, and James., *Teori Komunikasi: Sejarah, Metode, dan Terapan di Dalam Media Massa*, page.132.

Effective government communication is crucial for successful MAKN policy implementation in Ende. To achieve this, governments must: select appropriate language, channels, and media tailored to the audience and desired outcomes; minimize communication barriers, especially during crises; master effective communication practices, understanding audience, message, and medium; and shift from traditional press releases to strategic, professional communication. Communication reduces information gaps between government and society across policy stages—pre-, during, and post-implementation—enhancing public trust and participation. In MAKN's context, effective communication ensures stakeholders understand policy goals, roles, and processes, reducing misunderstandings, fostering collaboration, and enabling quick issue resolution. It builds legitimacy, encourages support, and facilitates monitoring and evaluation, aligning with governance principles.

The sustainability of resources dimension, adapted from Edwards III's<sup>80</sup> resource focus, emphasizes long-term resource availability. Informants highlighted MAKN's challenges: limited competent human resources, inadequate budgets, and insufficient infrastructure. Observations confirmed poor regional infrastructure, hindering policy execution. Edwards III<sup>81</sup> and Meter & Horn stress that inadequate resources lead to implementation failure, even with clear communication.<sup>82</sup> Sustainability ensures consistent policy execution, efficiency, and adaptability to changing conditions.<sup>83</sup> For MAKN, sustainable budgeting requires consistent annual allocations, even if reduced, to maintain operations. Sustainable resources align with Sustainable Development Goals, reflecting social and environmental responsibility. By prioritizing resource sustainability, MAKN can address shortages in certified teachers, funding, and facilities, ensuring effective vocational education delivery and graduate employability.

The bureaucratic agility dimension, adapted from Edwards III's bureaucratic structure, emphasizes flexibility in MAKN policy implementation in Ende. Agile bureaucracy adapts to disruptions while delivering efficient public services. Informants noted barriers like fragmented authority, with education split between central (Ministry of Religious Affairs, Ministry of Education, Culture, Research and Technology) and local governments, causing curriculum inconsistencies and resource shortages. These highlight the need for agile governance to overcome bureaucratic inefficiencies.

Agile governance enables rapid responses to unpredictable changes, enhancing

<sup>80</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.312.

<sup>81</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.321.

<sup>82</sup> Donald S. Van Meter and Carl E. Van Horn, The Policy Implementation Process: A Conceptual Framework, *Administration & Society*, Vol.6, no.4, 1975, page.445.

<sup>83</sup> Ida Dahyar Daraba, Sampara Lukman, and Eko Budi Santoso., Implementation of Slum Management Policies in Realizing Sustainable Development, *Budapest International Research and Critics Institute-Journal (BIRCI-Journal)*, Vol.4, no.4, 2021, page.567.

service delivery and stakeholder satisfaction.<sup>84</sup> Beetham<sup>85</sup> outline six principles: context-specific governance, business-driven decisions, human focus, quick wins, adaptive approaches, and continuous improvement. Leveraging ICT is crucial for agility, simplifying processes and exploiting technological opportunities. Agile governance as cost-efficient, innovative, and competitive, fostering organizational productivity.

Dynamic governance complements agility, ensuring policies remain relevant through continuous adaptation to socioeconomic changes. It promotes proactive innovation, stakeholder participation, and contextualized policies, as seen in Singapore's governance model, which integrates cultural values like meritocracy and pragmatism. For MAKN, dynamic governance integrates local feedback to align curricula with regional needs, such as agriculture, enhancing graduate employability.

In Indonesia, bureaucratic pathologies—corruption, inefficiency, and rigidity—hinder progress.<sup>86</sup> Agile governance, supported by improved ICT infrastructure and training, counters these issues, fostering digital governance.<sup>87</sup> MAKN requires agile, dynamic bureaucracy to streamline resource allocation, adapt curricula, and respond to stakeholder needs swiftly, ensuring operational efficiency and policy relevance in a disruptive era.<sup>88</sup>

The implementer loyalty dimension, adapted from Edwards III's<sup>89</sup> disposition aspect, emphasizes dedication in *MAKN* policy implementation in Ende. Loyalty reflects implementers' commitment, motivation, and sincerity, as noted by informants who reported positive attitudes among policy actors. Field observations and reviews found no evidence of misconduct, reinforcing implementers' integrity from central to local levels. However, socio-cultural factors, like Ende's rigid class structure—divided into elites (*mosa laki*) and lower classes (*ana kalo fai walu, aji ana*)—threaten loyalty by distorting organizational culture and performance. This structure limits social mobility, fostering a patron-client culture that contradicts agile governance principles.

James C. Scott<sup>90</sup> describes Indonesia's patrimonial power, rooted in vertical patron-client relationships, where elites maintain control, stifling innovation.

<sup>84</sup> Daniel Kaufmann, Human Rights and Governance: The Empirical Challenge, *Human Rights and Development: Towards Mutual Reinforcement Conference*, Vol.7, no.5, 2004, page.34.

<sup>85</sup> David Beetham., *Democracy and Human Rights*, UK, Polity Press, 1987, page.63.

<sup>86</sup> Eko Prasjo., *Reformasi kedua: melanjutkan estafet reformasi*, Jakarta, Penerbit Salemba, 2009, page.23. See too, H.M. Ismail., *Politikasi Birokrasi*, Malang, Ash-Shiddiqy Press, 2009, page. 332

<sup>87</sup> Rengga Vernanda, Kesiapan Indonesia Menuju Agile Governance, *Konferensi Nasional Ilmu Administrasi*, Vol.3, no.1, 2019, page.78.

<sup>88</sup> Marijn Janssen and Haiko Van der Voort, Agile and Adaptive Governance in Crisis Response: Lessons from the COVID-19 Pandemic, *International Journal of Information Management*, Vol.55, no.2, 2020, page.102.

<sup>89</sup> George C. Edwards., *Implementing public policy*, Washington DC, Congressional Quarterly Press, 1980, page.316.

<sup>90</sup> James C. Scott, The Infrapolitics of Subordinate Groups, *The Global Resistance Reader*, Vol.5, no.2, 2005, page.123.

Riggs<sup>91</sup> prismatic society theory highlights Ende's transitional state, where traditional values clash with modern bureaucratic demands, hindering agility. This cultural rigidity risks undermining implementers' loyalty, as traditional norms may prioritize personal ties over public service. For MAKAN, such dynamics could reduce policy effectiveness, as implementers face pressure from local customs.<sup>92</sup>

Agile and dynamic governance requires flexible, innovative bureaucracies, but Ende's patron-client system resists change, preserving the status quo. To counter this, comprehensive strategies are needed: training to enhance implementers' skills and adaptability, and organizational reforms to foster inclusive work cultures. Loyal implementers must balance dedication with innovation to meet modern demands. By addressing socio-cultural barriers, MAKAN can cultivate a bureaucracy that supports vocational education goals, ensuring graduates are competitive and policies are effectively implemented.

Overall, the research on MAKAN implementation in Ende identifies key issues: low graduate employability due to limited job opportunities, curriculum misalignment with industry needs, inadequate funding, infrastructure deficits, uncertified teachers, and weak stakeholder collaboration. Findings reveal MAKAN's suboptimal implementation, with resource constraints—limited budgets, facilities, and human resources—posing significant barriers, despite effective communication, adequate bureaucratic structure, and positive implementer attitudes. These challenges reflect governance failures in creating a robust vocational education-job market ecosystem, a critical issue in Government Science.

Vocational education policies, including SMK and MAKAN, have not fully addressed these problems, with curricula often irrelevant to industry demands, suggesting hidden institutional agendas. Overlapping authority between Ministry of Education, Culture, Research and Technology (SMK) and Ministry of Religious Affairs (MAKAN) exacerbates coordination issues, complicating implementation. However, Ministry of Religious Affairs MAKAN initiative aligns with constitutional mandates to advance national education and prepare competitive, religiously grounded human resources for Indonesia's 2045 vision, fulfilling its public service role.

The proposed model, reconstructing Edwards III's framework, introduces policy feasibility as a key dimension, assessing acceptability during formulation, implementation, and evaluation. Practically, it highlights the need for policy reform, enhanced stakeholder collaboration, teacher certification, industry-aligned curricula, and improved infrastructure. Transparency and accountability in resource use are vital for efficiency. The model's strengths include ensuring practical policy design (feasibility), transparency (communication), long-term

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<sup>91</sup> Fred W. Riggs., *Administration in Developing Countries: The Theory of Prismatic Society*, Boston, Houghton Mifflin Company, 1964, page.99.

<sup>92</sup> Suhana, Endang Soetari Ad, and Ijudin, Pengaruh Pelaksanaan Kebijakan Rencana Kegiatan Dan Anggaran Madrasah Terhadap Manajemen Anggaran Kegiatan Madrasah Untuk Mewujudkan Efektifitas Penggunaan Anggaran Madrasah (Studi Di Madrasah Aliyah Negeri 1 Garut), *Khazanah Akademia*, Vol.7, no.1, 2023, page.145.

resource use (sustainability), efficiency (agile bureaucracy), and dedication (implementer loyalty). Weaknesses involve potential overemphasis on technical feasibility, communication resource demands, resource constraints limiting innovation, bureaucratic resistance to agility, and challenges in measuring loyalty.

Nationally, applying the model faces barriers: misaligned national-local policies, resource disparities, socioeconomic variations, cultural differences, and infrastructure limitations in remote areas, all hindering MAKN's effectiveness. Solutions include balanced policy formulation, structured communication plans, resource diversification, bureaucratic reform, and incentive systems to foster loyalty, enhancing MAKN's impact on vocational education and employability.

#### 4. Conclusion

The conclusion of this study shows that the implementation of the policy for organizing MAKN in Ende Regency is not yet fully optimal. The dimensions of policy communication and implementation attitudes have gone fairly well, but there are still weaknesses in the dimensions of resources and bureaucracy. These weaknesses mainly come from a shortage of human and non-human resources, and from a bureaucratic structure that has not been well implemented due to a lack of clear institutions and regulations related to MAKN policy.

Some obstacles were identified in the implementation process. Internal obstacles include limited resources, a lack of collaboration with related stakeholders, and a vocational education system that is not well organized. External obstacles come from policy inconsistency, fragmented responsibilities, and a socio-cultural environment that sometimes does not fully support the policy's goals in Ende Regency.

This study also designed a policy implementation model, which was constructed based on Edwards III's framework and enriched by adding the policy feasibility dimension. The proposed model covers policy feasibility, communication effectiveness, resources sustainability, bureaucracy agility, and implementer loyalty. It aims to help policy makers and stakeholders implement vocational education policy more effectively and efficiently, taking into account the conditions and needs of the community.

Some recommendations arise from this study. The government should find additional funding sources, increase collaboration across sectors, and establish a special directory to manage the implementation of MAKN policy. The model can be applied practically to transform Madrasah Aliyah Plus Keterampilan into Madrasah Aliyah Kejuruan Negeri. Furthermore, future research can be conducted in different regions and with different methods to validate this model and to better contribute to the theory of policy implementation and the practice of vocational education.

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