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**COMMUNICATION FACTORS IN IMPLEMENTING THE POLICY OF VOCATIONAL  
HIGH SCHOOL REVITALIZATION IN SOUTH SUMATERA PROVINCE**

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**Abstract:** This study aims to reveal the communication factors in the implementation of the Vocational Revitalization Policy (Presidential Decree No. 9 of 2016). The research location included SMKN 1 Gelumbang and SMKN 6 Palembang in South Sumatra province. The data were collected through interviews, observation and documentation. The data analyses were carried out by condensing the data, presenting it and drawing conclusions. The results show that first, although the transmission of policy information was carried out in all the revitalization areas through socialization and technical guidance, the distortions were still found. Second, the Industry, Business World, and Work World (IDUKA) did not get the maximum clarity of information on this policy. Third, the submission and clarity of information as well as coordination with the parties related lacked consistency. In the future, schools must be able to create an effective communication with all the elements of implementers and policy target groups so that the policy objectives could be achieved.

**Keywords:** communication, implementation, revitalization, vocational policy.

**Jel classification :** A21, I280

## INTRODUCTION

The open unemployment rate of vocational high school graduates in Indonesia is increasing every year. According to the Central Statistics Agency (BPS), the number of unemployed people accounted for 9.77 million in August 2020. Out of this number, the highest unemployment rate was recorded among SMK graduates. This figure increased by 2.67 million people compared to the same period in 2019 (Kusuma, 2020). Even though vocational school graduates are trained to be ready for professional activities, the percentage of employed vocational graduates is actually not higher than that of high school graduates, and even those of elementary and junior high school leavers. These indices are presented in Table 1.

Table 1

*The Percentage of Working Population by the Highest Education Completed, August 2018-August 2020*

No	Education	2018	2019	2020
1.	Elementary school	40,82	39,83	38.89
2.	Senior High School	17,97	18,26	18,95
3.	Junior High School	18,04	17,85	18,27
4.	Vocational High School	11,02	11,68	11,56
5.	University	9,38	9,69	9.63
6.	Diploma	2,77	2,69	2,70

Source: Central Statistics Agency 2020

According to Table 1, elementary school graduates are the most employed ones. The second place is taken by high school graduates, followed by junior high school graduates, while vocational high school graduates are in the fourth place, followed by university graduates and those who obtained diplomas.

In 2016, President Joko Widodo issued Presidential Decree No 9 concerning the revitalization of vocational high school policy to anticipate high employment of vocational graduates as part of the Nawa Cita development plan document (Nine Priorities Agenda). In the education context, revitalization is aimed to maximize all the elements of education including the Central Government, Provincial Governments, state-owned enterprises, provincially-owned corporations, private companies and related community organizations to facilitate the vocational education process. Furthermore, the Directorate of Vocational High School Development defined five revitalization areas which consist of (1) curriculum revitalization, (2) improvement of teachers and educational staff's qualifications, (3) cooperation with the Industry, Business World, and Work World (IDUKA), (4) certification and accreditation, and (5) improvement of the infrastructure and institutional facilities. Each of the five revitalization areas needs to be implemented through concrete steps taken to create competitive human resources in all fields.

The vocational high school revitalization policy is an educational policy, which aims to improve the quality of training vocational school graduates, so this policy must be understood by all the implementing elements as well as policy target groups, therefore the communication factor is very important in achieving it. The intended communication is in the form of delivering information about the objectives of the policy vision and mission as well as the procedures to attain them. Communication is carried out not only internally in schools, including the policy target groups, but also externally with stakeholders and other parties. The information provided must be complete and not half-assed to create a good understanding of the policies, whereas communication has to be performed in a serious and continuous manner. According to Edward (in Kuncoro and Indrawati, 2019), communication in the policy implementation process is intended so that all stakeholders involved can understand, show their attitudes and provide responses to the policy implementation process. Poor communication between the stakeholders involved will only create ineffectiveness in the policy implementation process (Nugroho in Kuncoro, 2019). In this research, the stakeholders are IDUKA, Central Government, Provincial Governments, state-owned enterprises, provincially-owned corporations, private companies and related community organizations. Each stakeholder has its functions and interest; therefore, poor communication may cause distortions in the implementation of this policy.

Based on the initial observations, it was found that there were some stakeholders still confused about their roles. Those stakeholders questioned their real duties and functions as the

parties that accept students for internships/practical work. They were never informed of the procedures to guide the internship process. In fact, communication with IDUKA is very important to build the relationship and match with the world of work. On the other hand, there are also some IDUKAs that do not know about this policy at all, even the term IDUKA itself was heard for the first time when the researchers were making observations.

According to Kuncoro and Indrawati (2019), success in the process of implementing the disaster mitigation policies in the Southern coastal area is influenced by the communication used. In another research, it was concluded that communication in the implementation of the business license policy for management and utilization of swallows' nests in Pekanbaru was seen from the process of delivering information to policy implementers and target groups, and analysed from the aspect of the communication media used as well as the accuracy and clarity of the information received (Wendra et al., 2020).

The communication problems stated above made the authors interested in conducting the research that focuses on the study of educational policies regarding the revitalization of Vocational High Schools, namely Presidential Decree No. 9 of 2016, which was carried out by the Government of the Province of South Sumatra. Therefore, this study aims to determine the communication factors in the implementation of vocational high school revitalization policies, especially in South Sumatra.

## **LITERATURE REVIEW**

Van Meter and Van Horn define implementation of public policy as "actions taken by public organizations in achieving the goals set out in the previous decisions". These actions include efforts to turn decisions into operational actions within a certain period of time and continuing efforts to achieve major and minor changes determined by policy decisions (Winarno, 2011). Other scholars stated that implementation is not only the implementation of basic policy or laws but also important executive orders or judiciary decisions (Wahab, 2015).

Therefore, policy implementation is an activity that is seen after the issuance of legal directions and includes efforts to manage inputs in order to produce outputs or outcomes for the community (Akib, 2010). This is in accordance with the views of Van Meter and van Horn that the task of implementation is to build a network that allows the achievement of public policy objectives through the activities of government agencies involving various interested parties (Van Meter and Van Horn, 1975).

Furthermore, Edward III stated that carrying out the implementation activities was strongly influenced by several factors, including four factors as the source of problems and prerequisites for a successful implementation process, namely: communication, resources, bureaucratic or implementer attitudes, and the organizational structure with a bureaucratic workflow (Merriam, 2000). Out of these four factors, communication is one of the important factors that determine successful implementation of a public policy.

In his paper, Agustino defines communication as one of the important variables affecting the implementation of public policy. Effective implementation is possible, if the decision makers know and understand what should be done. Information known to decision makers can only be obtained through good communication. According to Lawler III, there were three indicators used in measuring the success of communication variables, namely: transmission, clarity, and consistency. Transmission refers to distribution of communication, which is able to configure good implementation. The problem that often occurs in the distribution of communication is misunderstanding caused by many levels of bureaucracy that must be passed in the communication process. Clarity means that communication received by policy implementers must be clear, but not ambiguous or confusing. Consistency implies that the orders given in the communication must be consistent and clear to be executed. Inconsistent orders and information will cause policy implementers confusion (Agustino, 2008).

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Communication activities are carried out to ensure that implementation be in accordance with the contents of the public policy. Abdul Wahab 1997 (in Sidauruk, 2013) states that communication does play an important role for the ongoing coordination and implementation in general. However, it is very difficult to achieve truly perfect communication. According to Ramadhani in (Wendra et al., 2020), communication is the process of delivering information from the communicator to the communicant, while the communication referred to in this study is policy communication which is the process of delivering policy information from policy makers to policy implementers and target groups. This is what makes communication an important aspect in policy implementation.

Coordination is the integration of individual activities into joint efforts to achieve goals. Coordination is also defined as the activity of exchanging information and making joint arrangements by equal parties to achieve goals (Setiyanto, 2017). One of the common obstacles in coordination is ego sectoral. Aiyub and Astuti state that the sectoral ego of each profession causes cross-professional cooperation to run alone, lack coordination and stand out. Sectoral ego is the attitude of feeling the most important and most needed (Kuzairi et al., 2017).

In Van Poelje's writing entitled "*Algemene Inleiding tot bestuurskunde*", it is implied that the coordinating role holder in the government has always been the axis, keeper of balance and smooth rotation of the government "machine". In this study, what is meant by axis is the provincial secretariat as the top of the bureaucracy that oversees all OPDs. Furthermore, Van Polje stated that each state institution has different authorities in accordance with their duties and functions as regulated in the laws and regulations. Despite having differences in the context of authority, each state institution has the same goal to advance the state and realize community welfare.

Awareness of this common goal is a source of strength to reduce the central ego that is an obstacle to government coordination. The figure of the leader in the government is also an important factor to reduce sectoral ego. Leaders who embrace professional ethics are able to easily build coordination between the existing sectors, and even coordinate activities with the opposition in the context of leadership strategies.

## **PAPER OBJECTIVE**

This study aims to reveal the communication factors in the implementation of vocational high school revitalization policies, especially in South Sumatra. The implementation was executed in five areas of revitalization, namely: curriculum revitalization, improvement of teachers and educational staff's qualifications, cooperation with IDUKA, certification and accreditation, and improvement of the infrastructure and institutional facilities.

## **METHODOLOGY**

This research used a qualitative descriptive approach. The research locations included two vocational high schools which were part of the pilot project for revitalization of vocational high schools in South Sumatra, namely SMKN 1 Gelumbang and SMKN 6 Palembang. Both vocational high schools have expertise, with the priorities in vocational revitalization policies lying in the fields of agriculture and tourism.

Data collection techniques were applied through interviewing and observing in order to obtain primary data, while for secondary data, a review of documentation related to the vocational revitalization policy was made. The informants were people expected to master and understand the data, information or facts of this vocational high school's revitalization policy. The analytical technique was used in this research as well. According to Miles and Huberman (Sugiono, 2011), qualitative analysis consists of three stages, namely: data condensation, data presentation and drawing conclusions. The first stage covered the data condensation, data organizing, and reading, making memos, describing and interpreting the data based on the research focus, i.e. the five areas of revitalization. At the second stage, the research data were presented and discussed using the

communication factors according to Edward III (information transmission, information clarity, and information consistency). At the third stage, the analysis of the research results discussion was presented in the form of narrative or text, and Tables.

## **RESULTS AND DISCUSSION**

### **Information Transmission**

Transmission is the first aspect for an effective policy implementation: policy implementers must know what they should do (Edward III in Posangi, Lengkong and Dengo, 1999). The form of information transmission used in the implementation of the vocational high school revitalization policies was through socializing in schools, with teachers, students and IDUKA. Socialization with students was carried out regularly, for example during flag ceremonies, or at monthly meetings involving students' parents. Moreover, socialization with teachers included communication on curriculum revitalization at regular coordination meetings in each school. To improve the quality of teaching and overcome the shortage of productive teachers, the schools enrolled their teaching staff in the dual skill program to upgrade their skills. The teachers who had completed the technical guidance program (Bimtek) and external training were required to disseminate the information to other teachers. The socialization with IDUKA through a series of curriculum synchronization activities also involved the local government through the National Education Office. The teachers who also acted as assessors were often invited to participate in socialization and coordination meetings with the National Professional Certification Agency (BNSP), especially when competency exam were held through the Professional Certification Institute (LSP). The schools also involved their teachers in obtaining the technical guidance training related to provision of assistance through the TAKOLA system – Web-based application integrated with basic education data as a data source used to manage the process of offering, determining, monitoring and reporting assistance provided by the Directorate of Vocational Development to Schools. The ways of the policy information transmission are presented in Table 2.

*Table 2*

*Transmission of Information on the Implementation of the Vocational  
High School Revitalization Policy*

No	Revitalization Area	Transmission type	Related element	Scope
1.	Curriculum Revitalization	Socialization, Coordination meetings	Teacher and Students	Internal
2.	Teachers' skills improvement	Technical Guidance	Dual Skills Teacher, National Education Office	External
		Dissemination		Internal
3.	Collaboration with IDUKA	Curriculum Synchronization	IDUKA National Education Office	External
4.	Certification and accreditation	Technical Guidance Assessor Competency exam briefing	BNSP Alliance school Students	External
				Internal
5.	Facilities and infrastructure	TAKOLA Technical Guidance	National Education Office	External

*Source: Primary data 2020*



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Based on Table 1, the information transmission on revitalization policies was carried out both internally and externally in all areas of revitalization. However, based on the results of the interview with IDUKA, there was no socialization and coordination from the relevant agencies or government regarding the policies. Socialization with IDUKA was only done by the schools through activities carried out in the schools, such as curriculum synchronization as part of the vocational revitalization policies. This is also justified by the relevant agencies regarding the communication between local government organizations (OPD), which was less harmonious due to sectoral egos. The term sectoral ego is related to silo mentality or silo thinking, that is, the patterns of thinking and actions inherent in certain sectors or divisions that are not willing to share information with other units within the same organization/company/country. As a result, not only may this attitude reduce overall operational efficiency but it can also erode the morale of togetherness, which results in unwillingness to contribute and significant difficulties in achieving synergy (Hadinagoro, 2020).

In Presidential Decree No. 9 of 2016, the president issued instructions to twelve State Ministers and their subordinate ministries and services, BNSP and thirty-two governors throughout Indonesia so that they could synergize in revitalizing vocational schools. However, in fact, the stakeholders rarely communicate and/or coordinate activities with each other. This happens due to the fact that this policy is an educational policy focusing on vocational high schools; therefore other agencies think that this is not their field/sector of work. Differences between sectors result in differences in the vision, content and orientation of each, giving rise to intense competition between those sectors. One sector views other sectors as less important, and vice versa (Hadinagoro, 2020). For example, there is no communication between the vocational training centre (BLK) and the National Education Office. BLK stated that revitalization of vocational high schools is the task of the National Education Office, even though it is clearly declared in Presidential Decree No. 9 of 2016, section 4b that "BLKs must provide opportunities for vocational high school students to have traineeship at BLKs". However, BLKs had no special program of work practices for vocational high school graduates until 2019. Thus, everyone who wanted to get training and skills could attend the BLK trainings directly. According to Hadinagoro's opinion, this narrow mentality, which is only concerned with their respective sectors, can continue to weaken or eliminate the adhesiveness among sectors.

Furthermore, the figure of the leader in the government is also an important factor to reduce sectoral ego. Leaders who embrace and have good ethics will easily build coordination between the existing sectors, and even coordinate with the opposite parties in the context of leadership strategies (Febrian, 2015). In this study, the role of the leader referred to the governor, and therefore the elements of provincial leadership are coordinated by the Provincial Secretary. When the 2016 Presidential Decree was issued, the previous governor failed to make the regulations to support the implementation of this policy, so there was no automatic synergy among the stakeholders. After the change of the leadership, the new governor issued a supporting regulation. The new governor then issued Governor Regulation No 22 of 2019 regarding the acceleration of the vocational schools revitalization in South Sumatra. However, as for schools, most teachers as implementers did not know about this regulation. This might have been due to a delay in issuing this regulation while the revitalization itself had been implemented since 2017. On the other hand, it was found out that in Indonesia there were only five provinces that had issued Governor Regulations, namely Bangka Belitung (August 2019), DKI Jakarta (March 2019), West Java. (November 2019), East Java (May 2017) and South Sumatra (October 2019).

The issue of this supporting regulation strengthened the legal basis for the policies, but the role of the Provincial Secretary has not been effective yet. There is still no concrete effort to embrace the relevant OPDs to discuss the revitalization policies; thus, there is a tendency for OPDs to work on their own, but there is no synergy, let alone collaboration, even though the Provincial Secretary as the highest administrator in the province has the authority to make coordination with the OPD. The Provincial Secretary should be able to become the "administrative axis" in ensuring

the smooth implementation of the policies.

The National Education Office, for instance, is ready to coordinate with other OPDs to achieve the policy objectives, and so is the Manpower and Transmigration Office (Primary data 2019-2020). Meanwhile, the Industry Office actually has its own vocational program and has never coordinated it with the National Education Office. They even have complete infrastructures for conducting vocational education and have collaborated with several industries as the partners that will later accommodate their vocational program graduates. This shows that there has been an overlapping of the policies of improving the human resources quality and creating relationship and match with the industrial world even though the policies' goals are the same. As mentioned by Gafar, the sectoral ego factor is reflected in many policies that appear to support the implementation of their duties and functions, so that many public regulations overlap but are not aligned with each other, both at the central and provincial levels in Indonesia (Gafar, 2018). This situation can lead to ineffective policy implementation since each implementer has a different vision. Meanwhile, according to Febrian, awareness of the common goal is a source of strength to reduce the central ego which becomes an obstacle to government coordination (Febrian, 2015). According to Nuguro (in Kuncoro and Indrawati, 2019), poor communication between the stakeholders involved will only create ineffectiveness in the policy implementation process. Edward III also stated that policy implementation will be effective if the policy decisions are communicated effectively to policy implementers and policy target groups.

### **Information Clarity**

The second aspect in the policy communication context is the clarity of communication. Although some efforts have been made to transmit information, in reality IDUKA did not know much about this policy in depth, even though IDUKA was an important stakeholder in the implementation of vocational high school revitalization. This could have been due to a lack of socialization and coordination of the relevant agencies in relation to the policies. Some IDUKA parties were not aware of the policies.

Furthermore, IDUKA also regretted that there was no standard operating procedure (SOP) regarding students who did practical work at the company. The communication only covers the introduction of students into internships/industrial work practices. There were no clear rules and intensive communication about what were the actual goals to be achieved, therefore, internship activities were carried out on the basis of the knowledge and rules in a particular company. In fact, one of the objectives of this policy through this internship is the creation of links between vocational high schools and IDUKA. Edward III said (in Posangi, Lengkong and Dengo, 1999) that if a policy can be implemented as intended, then the implementation instructions must not only be accepted by policy implementers but also be clear to them. The ambiguity of the communication message conveyed regarding the policy implementation will lead to wrong interpretations that may cause contradictions to the original message.

### **Information consistency**

The third aspect in the communication factors of public policy implementation is consistency. Submission of information on curriculum revitalization was carried out regularly every month at coordination meetings. As for students, it was carried out every week using a method of lecture, both during formal ceremonies and in class, especially regarding competency exams as an obligation for students to improve the quality of graduates.

However, there was a difference regarding the communication with IDUKA. The communication was only performed incidentally before the start of work practice. Even though there were some IDUKAs involved in synchronizing the curriculum, it was still only carried out annually. IDUKA communication with the related agencies was also not performed continuously. For example, the Department of Manpower should be involved in this policy, but they had never conducted regular activities on the revitalization policies. They only collected data on the workforce

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used in IDUKA. Even the National Education Office had never made regular coordination with IDUKA, but only participated in meetings at the time of curriculum synchronization as fellow invitees. It caused IDUKA to become confused about giving orders to students for internships. Sometimes they used their own rules because students also did not have any information about the work and the situation in the field. IDUKA had to convey to students the rules and criteria to comply with. Students should no longer need a lot of information about what would be done at the internship site, because an advance visit procedure was introduced. Unfortunately, at first, the visit site of IDUKA was sometimes not the same as the place where students were to have their internship later. IDUKA finally had to train the students for at least 1 month for their jobs. This fact was, of course, contrary to the objectives to be achieved in this policy. The revitalization policy aims to prepare vocational high school graduates for work and provide benefits to IDUKA. As a result, some IDUKA sometimes politely refused students who needed to do their internship programs as they were considered burdensome. This surely affected vocational high school graduates tremendously if they did not have places for internships. Since not all the areas of expertise could be provided by schools given their facilities and infrastructure, they automatically cannot achieve the goals of this policy. Edward (in Posangi, Lengkong and Dengo, 1999) stated that the inconsistency of policy implementation orders would encourage implementers to take very loose actions in interpreting and implementing the policies; if this happened it would result in ineffective policy implementation since very loose measures were likely to be inappropriately used to implement the policy objectives.

From the results of the research in the field, it could be concluded that in the implementation of the given revitalization policy, the communication was carried out consistently in several revitalization areas internally, namely in schools, while in other areas, the communication was still accidental and non-sustainable, especially that regarding the relationship with IDUKA.

## CONCLUSION

Information transmission in communicating the implementation of the vocational high school revitalization policy in South Sumatra was carried out but it still had distortions. The transmission disruption among stakeholders occurred due to strong sectoral egos in OPDs and a weak role of the Provincial Secretary as the administrative axis in establishing communication and coordination. The reluctance of stakeholders to discuss reflected their feelings of being superior to other sectors and/or the beliefs that it was not their main task and function. The roles of the provincial leadership are essential in creating synergy. To reduce the sectoral ego, in the future it is necessary to think about building the Whole-of-Government (WoG) approach in the implementation of each policy.

The distortion of communication results in unclear information obtained by stakeholders. SOPs were not socialized optimally. Unclear information can also potentially lead to erroneous policy interpretations, so it is necessary to disseminate regulations to all elements involved in implementation.

Finally, there are still inconsistencies in the delivering information in the policy implementation. Submission of information periodically is only done internally such as in schools but not yet to external parties out of schools. It is necessary to create a regular activity to establish intensive communication not only for implementers and policy target groups, but also for stakeholders.

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## КОМУНІКАЦІЙНІ ФАКТОРИ В РЕАЛІЗАЦІЇ ПОЛІТИКИ ОЗДОРОВЛЕННЯ ПРОФЕСІЙНОГО ВНЗ В ПРОВІНЦІЇ ПІВДЕННА СУМАТРА

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Дослідження спрямоване на аналіз комунікаційних чинників у реалізації оздоровлення професійного ВНЗ. Місце проведення досліджень включало SMKN 1 Gelumbang та SMKN 6 Palembang у провінції Південна Суматра. Дані були зібрані за допомогою інтерв'ю, спостереження та документування. Дослідження будувалося на основі аналізу даних, їх подання та підбиття підсумків.

Доведено, що роль провінційного керівництва має важливе значення у створенні синергії. Щоб зменшити галузеву нерівність, у майбутньому необхідно подумати про побудову загальнодержавного підходу під час реалізації політики у сфері освіти. Нестача комунікації призводить до того, що зацікавлені сторони одержують нечітку інформацію. Нечітка інформація також потенційно може призвести до помилкового тлумачення політики, тому необхідно поширити правила на всі елементи, що беруть участь у реалізації. Існують невідповідності у наданні інформації при реалізації політики. Подання інформації періодично здійснюється лише всередині, наприклад, у школах, але ще зовнішнім сторонам поза шкіл. Необхідно створити регулярну діяльність для встановлення інтенсивного спілкування не лише між виконавцями та цільовими групами політики, а й між заінтересованими сторонами.

Результати показують, що хоча передача інформації про політику здійснювалася у всіх галузях активізації через соціалізацію та технічне керівництво, відхилення все ж таки були виявлені.

**Ключові слова:** комунікація, реалізація, активізація, професійна політика.

## КОММУНИКАЦИОННЫЕ ФАКТОРЫ В РЕАЛИЗАЦИИ ПОЛИТИКИ ОЗДОРОВЛЕНИЯ ПРОФЕССИОНАЛЬНОГО ВУЗА В ПРОВИНЦИИ ЮЖНАЯ СУМАТРА

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Исследование направлено на анализ коммуникационных факторов в реализации оздоровления профессионального вуза. Место проведения исследований включало SMKN 1 Gelumbang и SMKN 6 Palembang в провинции Южная Суматра. Данные были собраны посредством интервью, наблюдения и документирования. Исследование строилось на основе анализа данных, их представления и подведения итогов.

Доказано, что роль провинциального руководства имеет важное значение в создании синергии. Чтобы уменьшить отраслевое неравенство, в будущем необходимо подумать о построении общегосударственного подхода при реализации политики в сфере образования. Недостаток коммуникации приводит к тому, что заинтересованные стороны получают нечеткую информацию. Нечеткая информация также потенциально может привести к ошибочному толкованию политики, поэтому необходимо распространить правила на все элементы, участвующие в реализации. Существуют несоответствия в предоставлении информации при реализации политики. Представление информации периодически осуществляется только внутри, например, в школах, но еще не внешним сторонам за пределами школ. Необходимо создать регулярную деятельность для установления интенсивного общения не только между исполнителями и целевыми группами политики, но и между заинтересованными сторонами.

Результаты показывают, что хотя передача информации о политике осуществлялась во всех областях активизации через социализацию и техническое руководство, искажения все же были обнаружены.

**Ключевые слова:** коммуникация, реализация, активизация, профессиональная политика.