

Enhancing Collaborative Governance through IT for Specialized Job Market Programs in Banten Province's Vocational High Schools

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Abstract

INTRODUCTION: Several facts on the ground show that the implementation of Collaborative governance in the Special Job Exchange Program in Banten Province has not been effective. So, it is necessary to analyze and look for the formulation of the ideal Collaborative governance model that can optimize the implementation of the Special Job Exchange policy program in Banten Province.

OBJECTIVE: This study aims to determine the concept of collaborative governance and formulate an ideal collaborative governance model in the BKK SMK policy program in Banten Province.

METHOD: This study used a qualitative approach with descriptive analysis. To produce an effective collaborative governance model in the SMK BKK Program in Banten Province, researchers used the Soft System Methodology (SSM) method.

RESULT: Collaborative governance in the SMK Special Job Exchange Program in Banten Province has not been implemented effectively. Factors in the implementation of collaborative governance in the Vocational High School Special Job Exchange Program in Banten Province are system context, drivers, collaboration dynamics, collaboration action, collaborative outcomes and adaptation factors that have not been optimal. The ideal model to be applied in collaborative governance in the Vocational High School Special Job Exchange Program in Banten Province is a model that involves the five elements of collaboration with equal roles, as well as strengthening in the dissemination of collaboration regulations that govern the roles of each collaboration stakeholder namely government, industry, society, academia, mass media, and legislative.

CONCLUSION: The government must immediately formulate a concept for elemental participation in the BKK SMK program, and is advised to encourage and maximize the use of IT and the participation of all stakeholders involved in the BKK SMK program in Banten Province.

Keywords: Collaborative Governance, IT, SMK Special Job Exchange.

1. Introduction

The SMK Special Job Exchange (BKK) is an important component in measuring the success of education at SMK, because BKK is an institution that has a role in optimizing the distribution of SMK graduates and a source of information for job seekers. In implementing BKK, schools must try and seek to interact with the Business World and the Industrial World (DUDI) so that adequate communication is established for both parties (schools and DUDI), namely as a mediator for the meeting of the interests of graduates as prospective workers and DUDI as potential users of labor. with various criteria and qualifications required.

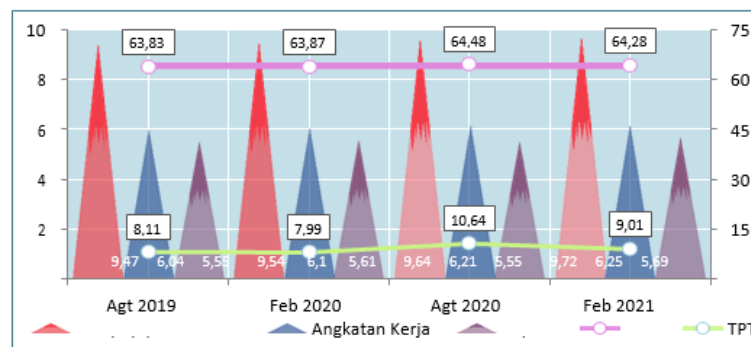
In practice, even though the concept of implementing the BKK Program is quite old, there are still many problems related to the management of the BKK so that it seems that the role of the BKK is still not optimal. One of the obstacles faced by the BKK SMK includes the suboptimal function and role of the local government in encouraging the BKK SMK Program, so that the program cannot run effectively.

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The existence of budget constraints and fiscal dependence sometimes makes it impossible for local governments to implement their programs properly, especially the BKK SMK Program. Therefore, the local government must look for other legitimate sources of income other than those specified in the APBD. This can be done by building and developing effective collaborative governance between local governments and stakeholders outside the local government.

The BKK program involves the provincial government and district/city governments, in this case the Manpower and Transmigration Office, the Education and Culture Office, the Provincial BKK Forum, DUDI, the SMK BKK Management, and SMK graduates/community as the target group or beneficiaries of the program. In the perspective of governance theory, the three parties namely the state/government, the private sector, and society are known as the triple helix.

The Banten Province Open Unemployment Rate (TPT) was 9.01 percent in February 2021, ranking the second highest nationally after the Riau Islands.



Source: BPS, Sakernas (2021)
Figure 1 Labor Force Participation Rate

In line with the increasing number of labor force, the Labor Force Participation Rate (TPAK) also increased from 63.87 percent in February 2020 to 64.28 percent in February 2021. This TPAK figure has decreased compared to conditions in August 2020, this decline was more influenced by decrease in the number of unemployed in that period. The LFPR of 64.28 percent means that out of 100 people of working age there are around 64 to 65 people who are economically active, both those who are working and those who are looking for work.

Several facts on the ground show that the implementation of Collaborative governance in the Special Job Exchange Program in Banten Province has not been effective. So, it is necessary to analyze and look for the formulation of the ideal Collaborative governance model that can optimize the implementation of the Special Job Exchange policy program in Banten Province.

2. Literature Review

2.1. Contemporary Public Administration

In its classical sense, state administration is understood as the implementation of policies made by public officials, the use of power to impose in order to guarantee public good and the relationship between the public and the bureaucracy that has been appointed to carry out common interests. State administration was formed to carry out public interests and serve the public. In principle, state administration is formed to serve the public and may not take sides with any political interests, for any reason. State administration must be neutral and non-partisan so that services to the public can be carried out fairly without discriminating against someone's social status, position and political preference.

The public itself is everything related to the wider community and the interests of the people. Public can mean the state and its authorities and equipment, civil society organizations, private organizations, educational organizations, religious organizations, even the smallest organizations such as Rukun Tetangga (RT) are manifestations of the public. So, it is wrong if there is an opinion that the public is

only the state, outside the state it is not the public. The concept of public itself is not only a state monopoly, but more than that the public is a domain related to the interests of society at large.

State administration also has a paradigm or point of view that can be divided based on the context in which it appears. Public administration, formerly known as state administration, has developed as an academic study through five overlapping paradigms, namely:

1. Dichotomy paradigm of political administration (1900-1926);
2. The paradigm of administrative principles (1927-1937);
3. Paradigm of state administration as political science (1950-1970);
4. The paradigm of state administration as administrative science (1956-1970);
5. Paradigm of state administration as state administration (1970) (Thoha, 2014:18)

Denhardt and Denhardt, in the book *The New Public Service: Serving, not Steering*, which was written in 2003, divided the state administration paradigm into 3 paradigms, namely as follows:

1. Old Public Administration (OPA);
2. New Public Management (NPM); and
3. New Public Service (NPS).

According to Denhardt and Denhardt, the most recent paradigm in state administration is NPS. In general, the NPS mindset opposes the previous paradigms (OPA and NPM). The theoretical basis of the NPS paradigm is developed from theories about democracy, with greater respect for differences, participation and the rights of citizens. In the NPS the concept of public interest is the result of a dialogue on various values that exist in society.

Values such as fairness, transparency and accountability are values that are upheld in public services. The NPS paradigm holds that bureaucratic responsiveness is more directed to citizens not clients, constituents and not customers.

Denhardt & Denhardt (2006:1) say that contemporary public administration today is related to the management of public (community) programs. Public administration works at all levels of government and manages various forms of not-for-profit organizations, associations, and interest groups. According to Cooper et al. (1998:15), public administration in the 21st century faces several challenges, including globalization, pluralism, cultural influences, limited resources, increasing complexity of intergovernmental and intersectoral relations, as well as legal and legal aspects.

2.2. Governance and Good Governance

According to the State Administration Agency (LAN) it is stated that governance is the process of administering state power in carrying out the provision of public goods and services. The best practice is called good governance. Paradigm differences between government and governance, the following table shows the differences in the terms, government and governance.

Rosenau (Winarno, 2014:284) explains the difference between government and governance as follows: Governance is not synonymous with government. Both refer to directed behavior, goal-oriented activities, and the existence of a certain set of rules. Government carries out its activities with the support of formal authority, in the sense that it has authority and power, as well as the power to ensure policy implementation is carried out. Whereas governance, on the other hand, refers to activities based on common goals or interests which may originate from formal legal responsibilities and do not depend on necessity but not always the existence of power/authority, both ensuring their fulfillment and resolving conflicts that arise in its implementation. Governance is a set of rules (a system of rules) that are established with and depend on mutual agreements that are binding on the parties involved in their formation. Therefore, governance can work well if it is accepted by a majority of parties, or at least by a more powerful (powerful) party.

The concept of good governance put forward by the expert above means that the new paradigm is considered more perfect and eliminates the gap between the state, market and society in building good governance.

Good governance is basically a concept that refers to the process of reaching decisions and their implementation that can be jointly accounted for. As a consensus reached by the government, citizens and the private sector for the administration of governance in a country.

According to the World Bank, good governance is an implementation of solid and responsible government management in line with the principles of democracy, an efficient market, preventing corruption, implementing budgetary discipline, and creating a legal and political framework for the growth of private activity.

According to UNDP (United National Development Planning) good governance is the practice of applying authority to manage various affairs. Meanwhile, according to Government Regulation No. 101 of 2000, good governance (good governance) is a government that develops and implements the principles of professionalism, accountability, transparency, excellent service, democracy, efficiency, effectiveness, rule of law, and can be accepted by all people.

2.3. Organizational Theory

An organization is a social unit of a group of individuals who interact with each other according to a pattern that is structured in a certain way so that each member of the organization has their own duties and functions, and as a unit has certain goals and also has clear boundaries so that the organization can be strictly separated from the environment.

Organizational theory consists of three approaches, namely rational organization theory, contingency theory, and interorganizational theory.

Rational organization theory views organizations as coherent units with clear goals. Organizations are seen as machines and this type of organization can be found in classic bureaucratic organizations.

The processes within the organization take place rationally, determined from above, directed towards goals, and the highest output through planning, organizing and controlling. In this rational organization theory, goals and values have been clearly defined.

The rational perspective states that organizational structure is perceived as a means to achieve specific goals effectively (Harits, 2021:41)

Contingency theory is a modern organizational theory. This theory views the organization as an open system consisting of interrelated sub-systems. As an open system, the organization has a relationship with the environment and the environment also influences internal processes within the organization. Benjamin Harits (2021:467) states that dynamic organizations understand the environment fundamentally from the various underlying variables.

Inter-organization theory is a post-modern or contemporary organizational theory. This theory views the organization as part of a network (work network). Organizational processes are interorganizational interactions where resources are exchanged between organizations. Decisions are made based on the results of negotiations between organizations and the goal of continuing the flow of resources needed to survive. Within the organization there is no centralized authority and power depends on resource requirements.

2.4. Collaborative Governance

The concept of collaborative governance cannot be separated from the concept of good governance that has been described previously. To realize good governance, the three domains or triple helix in governance, namely the state (state/government), the private sector (private sector), and society (society) must both play an active role.

According to Wasistiono (2002: 60), in developing countries where the private sector and the public sector are relatively immature, the government sector plays a very decisive role. The government sector should act as a promoter of development. In time, when the private sector and the public sector are

increasingly advanced due to development, the role of the government sector inevitably begins to decrease gradually.

Ansell and Gash (2007:546) define collaborative governance as follows.

Collaborative governance is therefore a type of governance in which public and private actors work collectively in a distinctive way, using particular processes, to establish laws and rules for the provision of public goods”

Collaborative governance can be said as one type of governance. This concept states the importance of a condition in which public actors and private actors (business) work together in certain ways and processes which will produce laws, rules and policies that are appropriate for the public or society. This concept shows that in administering government, public actors, namely the government and private actors, namely business organizations or companies, are not separate entities and work separately but work together for the benefit of society.

Furthermore, Ansell & Gash (2007:544) defines collaborative governance as follows: A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.

Thus, collaborative governance is a management arrangement in which one or more public agencies directly involve non-state stakeholders in a collective and deliberative decision-making process with the aim of making or implementing public policies or managing programs and assets public assets.

According to Cordery & Hartman (2012:89) Collaborative governance is a process that involves various agencies in achieving common goals. Based on some of these meanings, collaborative governance can be interpreted as an activity that binds between related parties. The party is a work partner to achieve a goal in accordance with mutually beneficial terms and agreements to produce goods and services.

Emerson, Nabatchi & Balogh (2011:2) emphasizes "multipartner governance" which includes partnerships between state/government, private sector, civil society, and communities such as joint governance and hybrid (mixed) arrangements, for example public-private partnerships, private partnerships -community, and co-management.

Based on the above understanding, collaborative governance is a governance process that involves the state/government and stakeholders outside the state/government. The purpose of collaborative governance is to make or implement public policies, manage programs and public assets, and achieve public goals that cannot be achieved in any other way than by collaborating.

Several experts put forward a collaborative governance model, including Ansell & Gash (2007) and Emerson & Nabatchi (2015). A. Ansell & Gash (2007: 550) developed a collaborative governance model consisting of five variables/factors where each variable/factor has several sub-factors, namely:

1. Starting condition (initial condition), with sub factors namely
2. Facilitative leadership
3. Institutional design
4. Collaborative process
5. Outcomes (results).

Ansell & Gash (2007:550), say that starting conditions will affect the collaborative process. The collaboration process itself is influenced by facilitative leadership and institutional design. Furthermore, from this collaborative process, outcomes will be obtained.

Emerson & Nabatchi (2015:27) created a model called Integrative Framework for Collaborative governance. the Integrative Framework for Collaborative governance model consists of a set of dimensions nested in two oval circles where each dimension has various components and elements that work together dynamically, nonlinearly and iteratively. The outermost oval circle shows the general system context. From the system context emerge drivers that will help start the Collaborative Governance Regime (CGR) which is described in the second oval circle which is nested inside the first oval circle (Emerson & Nabatchi, 2015:27).

In the Integrative Framework for Collaborative governance model, there are six factors or variables that influence collaborative governance, namely (1) System context, (2) Drivers, (3) Collaborative dynamics and (4) Actions, which is part of Collaborative governance Regimes (CGR), (5) Outcomes (results), and (6) Adaptation.

3. Method

This study used a qualitative approach with descriptive analysis. To produce a product in the form of an effective collaborative governance model in the SMK BKK Program in Banten Province, researchers used the Soft System Methodology (SSM) method. Informants selected based on the considerations above are the Work Development and Placement Sector of the Banten Province Manpower and Transmigration Service, the Vocational School Field of the Banten Province Education and Culture Office, the Management of the BKK Vocational Forum for Banten Province Vocational Schools, BKK SMK Negeri 1 Serang City, BKK SMK Negeri 3 Kota Tangerang, BKK SMK Negeri 1 Pandeglang, Management/HRD PT. Mayora, Leadership/HRD PT PNM, Leadership/HRD PT. Alfaria.

3. Result and Discussion

3.1. Collaborative Governance in the Special Job Exchange Program (BKK) in Banten Province

The Special Work Program (BKK) in Banten Province refers to the Minister of Manpower Regulation No. 39 of 2016 concerning Work Placement, and regulated in PERDA of Banten Province Number 4 of 2016 concerning Employment Implementation and Governor Regulation (Pergub) of Banten Province Number 9 of 2018 concerning Procedures for Submitting Job Vacancies and Placement of Information.

Based on data obtained from the Office of Manpower and Transmigration of Banten Province, until now not all companies domiciled in Banten Province are willing to cooperate with BKK. Approximately 180 MoU have been signed between BKK SMKs throughout Banten Province and companies. The MoU contains an agreement in implementing the recruitment of SMK graduates, apprentices and street vendors for SMK students.

Based on data obtained from the Office of Manpower and Transmigration of Banten Province, until now not all companies domiciled in Banten Province are willing to cooperate with BKK. Approximately many MoU have been signed between BKK SMKs throughout Banten Province and companies. The MoU contains an agreement in implementing the recruitment of SMK graduates, apprentices and street vendors for SMK students.

Institutions in the collaboration of the BKK SMK program in Banten Province, namely the Manpower and Transmigration Office, Education and Culture Office, Vocational Schools, the BKK Forum and companies as BKK partners. Each of these institutions has its own duties and functions in the BKK program which of course ideally must complement and complement each other in order to realize optimal implementation of the BKK SMK program.

1. Office of Manpower and Transmigration Banten Province

As the duties and functions of the Manpower and Transmigration Office which have been described in the previous section, the functions of the Manpower and Transmigration Office include formulating labor policies, implementing labor policies, labor administration, labor supervision, reporting and evaluation in the labor sector.

2. Office of Education and Culture of Banten Province

The Provincial Office of Education and Culture has a crucial role in the Special Job Exchange Program (BKK) program in Banten Province.

3. BKK Forum SMK Banten Province

4. Vocational High School in Banten Province

In general, BKK Banten Province performs the function of bringing together SMK graduates with the business/industry world that requires a middle-level workforce; improve cooperative relations between Vocational High Schools and the business/industry world; increase the insight of prospective SMK graduates/graduates about job opportunities in the business/industry world; increase the absorption capacity of SMK graduates entering the workforce and become a medium for SMK achievement in the employment of its graduates.

One of the funding for the BKK program in Banten Province is based on the provisions of the Regulation of Authority for Budget Users for Work Unit Directorate of Vocational High School Development Number: 057/D5.6/Ku/2018 Concerning Guidelines for Implementing Government Assistance for Development of BKK Services. In Chapter II of the regulation, it is stated that the Organization for implementing Direct Assistance activities for the Development of Vocational Schools for BKK Service Development involves elements of the Directorate of Vocational Development, the Provincial Education Office and Vocational High Schools (SMK).

Duties and responsibilities in funding the BKK program in Banten Province are borne by the Office of Manpower and Banten Province and the Office of Education and Culture of Banten Province. The job descriptions of the two agencies are presented in the following table:

Table 1 Duties and Responsibilities of the BKK Program in Banten Province

Department of Education and Culture Banten Province	Department of Manpower and Transmigration Banten Province
<ol style="list-style-type: none"> 1. Socialize the BKK Service Development assistance program 2. from the Directorate of Vocational School Development to Schools (SMK) under its auspices and related institutions; 3. Be a witness in the letter of agreement for the provision of BKK Service Development assistance between the School Principal and the Officer Making the Commitment of Assistance; 4. Conduct guidance and supervision of the implementation of the BKK Service Development Assistance program in accordance with the provisions; 5. Follow up on problems that occur in the field; 6. Receive and approve reports on the implementation of BKK Service Development Assistance activities from schools/institutions. 7. Recording the handover of assets resulting from the SMK Development 8. Carry out monitoring and evaluation of the implementation of activities 	<ol style="list-style-type: none"> 1. implementation of system preparation, promotion and technical guidelines for the development of labor market information for job seekers and employers 2. implementation of dissemination of labor market information across districts/cities within and outside the province 3. implementing the development of job analysis information in the form of job descriptions, requirements along with skills and analysis of labor market conditions; 4. implementing the development of counseling and position guidance in work relations and outside work relations to job seekers and the world of education/work training as well as career consultations; 5. fostering the implementation of job fairs, assisting special job fairs and providing recommendations for the implementation of job fairs 6. Facilitation of facilities and infrastructure and development of public service standards

Source: Processed by researchers (2023)

According to the Cooperation Agreement between the Ministry of Education and Culture and the Ministry of Manpower of the Republic of Indonesia No. 076/U/1993 and No. KEP, 215/MEN/1993 in Chapter XI article 10, states that the cost of carrying out job market activities in secondary education units is borne by the respective work units and in terms of inter-work service compensation which is not contrary to the provisions of the applicable laws and regulations. To finance the implementation of guiding job market organizers in secondary education units is charged to the budget of the Ministry of Manpower and the Ministry of Education and Culture in accordance with the available budget.

The budget for BKK financing in carrying out activities is borne by each BKK, and from compensation for inter-work services, meanwhile for the guiding costs of BKK organizers which

include inter-work counseling and guidance activities given to supervising teachers, administrative divisions or teachers appointed by the relevant school, originating from the Ministry of Manpower and the Ministry of Education and Culture.

3.2. Factors of Collaborative Governance in the Special Job Exchange Program (BKK) in Banten Province

The concept of collaborative governance in the BKK SMK program in Banten Province will be described based on aspects of the study in accordance with the theory used as an analytical knife, namely the theory of collaborative governance put forward by Emerson and Nabatchi (2015) with six collaborative governance factors consisting of system context, drivers, collaborative dynamic, collaborative action, output collaboration and adaptation.

1. System Context

Public Service or Resource Conditions (conditions of public services or resources) are very important because they are a big basic problem and at the same time will provide opportunities for the collaborative governance regime to work. This is very important because they are basic problems and will also provide opportunities for the collaborative governance regime (CGR) to work. Public service conditions can be in the form of the quality of public services in various fields, while resource conditions can be in the form of natural environmental conditions, conditions of man-made resources, adequacy of resources, and others (Emerson & Nabatchi, 2015: 40-41). Public services related to the function of BKK, especially in bridging students with industry, have not fully run optimally. This is also evident in the observations made by researchers, where public services carried out by agencies related to the BKK program were carried out by the Banten Province Manpower and Transmigration Office by facilitating the BKK MoU with industry which was carried out in coordination with the City and Regency Manpower and Transmigration Offices.

BKK services in the work placement of BKK graduates are very dependent on the quality and quantity of BKK in the Banten Province area. The large number of BKK can attract more cooperation with industry. The current condition, given the large number of industries in Banten Province, BKK's cooperation with industry is still far from optimal.

Another obstacle that appears to be dominant in the implementation of the Special Job Exchange policy on work placements for Vocational High Schools in Banten Province is related to the budget. The dualism of sources of costs caused by the two agencies that are the main BKK in operations has caused confusion for BKK personnel and also the school which is the BKK user and parent.

Research shows that there has been no good outreach from the government regarding BKK regulations both to BKK officers and to the wider community. This created difficulties for BKK personnel in carrying out their duties, besides that the school was also unable to provide maximum support, especially with regard to financing.

Socioeconomic and cultural characteristics also include financial and information sources and the level of complexity that must be limited is overcome through collaborative decision making (Emerson & Nabatchi, 2015:42). The socioeconomic and cultural characteristics that will be discussed are related to the socio-cultural and economic conditions that affect the counseling program in the Provincial Government of Banten.

The obstacles to collaborative governance in the BKK program originate from the internal factors of students as policy objects. Regional culture that does not support students to be able to develop careers outside the region is indeed a problem in itself, BKK will deal directly with families so it is difficult to unravel this problem.

There is no information system that connects industry with BKK and related agencies, not to mention information systems, databases on the number of MoUs, how many BKK and graduates absorbed by industry are still difficult to obtain. This was discovered by the researchers when conducting field observations, where the researchers themselves experienced difficulties in collecting

information data related to the implementation of the duties and functions of the BKK in Banten Province.

Collaborative governance in the BKK program requires strong interaction or communication between the Provincial Government of Banten and companies, both formal and informal interactions, which are carried out in a transparent manner. This transparency of interaction or communication is important so that companies can understand what facilities and infrastructure are needed by the Government of Banten Province.

Based on the observations of researchers, both the leadership of the Banten Provincial Education Office and the Banten Province Manpower Office, as well as BKK personnel and industry actually have a desire to communicate and interact intensely in this program. This is motivated by the interests of each. Industry has an interest in getting trained workers, and BKK SMK has an interest in marketing SMK graduates, while the Education and Culture Office of Banten Province and the Office of Manpower and Transmigration of Banten Province have an interest in carrying out the tasks and policies that have been stipulated in the government program, namely the BKK program.

Based on the description above, the context system in the form of network characteristics has been implemented but has not been effective and optimal because there is no information system specifically made for the BKK program. In addition, the frequency of interactions in the form of meetings and discussions between related parties is still minimal, so the strength of the interactions is lacking.

The BKK program is a program issued by the central government, in this case the Ministry of Manpower and Transmigration, which in practice collaborates with the Ministry of Education and Culture, through the single regulation of the Minister of Manpower Regulation Number 39 of 2016 concerning work placements. As a program initiated by the center, the BKK program is not directly affected by political conditions in the regions. This is because this regulation has not yet made derivative regulations formulated by the local government so that the results of the research conducted show that in terms of political dynamics, there are no significant problems and obstacles.

Organizational control mechanisms, financial resources and accountability, funding processes, and organizational standard operating procedures in the BKK Program are still lacking. This can be seen from the fact that there are still many DUDI who accept their own workers without strict control from the government, the use of financial resources that is not optimal, and the standard operational procedures for recruiting workers through the BKK are not yet clear.

According to the results of field observations, conflicts that occur in the BKK program in Banten Province are generally conflicts between job providers and the surrounding community. Inter-institutional relations in the collaborative governance of the BKK program in Banten Province are still relatively good, conflicts between institutions are still relatively low. However, this relatively low conflict must receive attention so that the conflict does not escalate and cause wider gaps and hinder the collaborative government process in the BKK Program in Banten Province.

The level of trust of the Banten Provincial Government through the Manpower and Education Agency and the Education and Culture Office for companies in the Banten Province area is still relatively high. This is because the existence of companies is very important for the Banten Provincial government because companies are economic actors driving regional industries that will absorb labor in Banten Province, and have the potential to reduce the unemployment rate which is a priority for the Banten Provincial government at this time.

Even though it is relatively small, there are still old conflicts that arise, related to the recruitment of workers between the local "jawara" people and the company where the company is located, when they are not involved in the recruitment of workers.

2. Drivers

These drivers consist of uncertainty, interdependence, consequential incentives, and leadership. Regulatory uncertainty is caused by several things, including the legality of the main regulations and their derivatives, as well as organizational unit programs. The absence of regional regulations or policies that specifically regulate the BKK Program indicates that there is uncertainty about the regulations regarding the BKK Program in Banten Province.

Uncertainty in this regulation has hampered the implementation of the BKK program in Banten Province, especially at the implementing level which was not equipped with implementing regulations, and created confusion for implementers, and affected the success of BKK in its duties and functions to increase the absorption of SMK graduates in Banten Province.

The interdependence that will be analyzed here is the interdependence between the Provincial Government of Banten and companies outside and within the BKK program. Based on the interview above, it is known that the industry has a fairly high dependency on BKK, because BKK is indeed one of the official distributors of SMK workers appointed by central government regulations through Permenaker 39 of 2016. However, based on the observations of researchers, a sense of interdependence, especially between the government and DUDI, is still lacking. This is evidenced by the fact that many DUDI recruit their own workforce, and the government, in this case the Manpower and Transmigration Office, does not have clear data related to this.

The consequence factors of incentives that will be discussed here are positive incentives (rewards) and negative incentives (punishment/sanctions). Incentives and sanctions are very important in collaboration because people need to be persuaded to collaborate. Incentives can be in the form of positive incentives in the form of rewards (rewards) or negative incentives in the form of punishment (punishment). Facts on the ground, the provision of incentives in the form of rewards and punishments in the context of the BKK Program has not been carried out by the government of Banten Province. Even if there is, it is not routine and permanent.

The role of the leader in collaboration is very important, because the leader will determine the direction of policies and program priorities that will be carried out by an organization. The BKK policy is a policy that is closely related to the government's efforts to increase the employment of SMK workers, which results from the problem of unemployment.

The vision of the Provincial Government of Banten for 2017-2022 is very good, namely "Banten that is Advanced, Independent, Competitive, Prosperous and Has Good Morals". However, innovations related to the BKK Program have yet to appear in its missions and programs. This, again, can be seen from the absence of Regional Regulations regarding the BKK Program and the absence of initiatives from the local government regarding this matter. However, good faith has been seen with the formal legality of the Banten Province BKK Forum SK.

In addition to having a vision and mission, leaders must also have innovation. Regional leadership of the Banten Province, in this case the Office of Labor and Transmigration of the Banten Province, has made innovations in order to expedite the duties and functions of the Banten Provincial BKK.

In addition to having a vision and mission, leaders must also have commitment. Commitment is the attachment to do something that has been previously promised. From this commitment can be seen his sincerity in carrying out the promises that have been made, the plans that have been made and the decisions that have been determined. In political science terminology, this commitment is also called political will.

BKK cannot work optimally without the support of a good vision, mission, innovation and commitment from the leadership. Although there are still elements of collaboration who feel that the BKK program is currently more dominant at the implementing level, namely the BKK officers themselves, the government still feels that it lacks attention and lacks commitment.

3. Collaborations Dynamics

Collaborative dynamics shows how CGR moves from the bottom and then starts moving and how the participants progress from starting to taking actions (Emerson & Nabatchi, 2015:58). Principled engagement which has four sub-factors has not been optimally seen in the BKK Program in Banten Province. Disnakertrans, Dindikbud, DUDI, BKK Forum, and BKK Management, have not been directly involved in finding problems, determining opportunities, conducting deliberations, and making joint decisions in the BKK Program in Banten Province. However, incidental and partial forums have started to take place. Discussions between BKK and Dindikbud, Disnakertrans, and DUDI have started

to build, although they are not yet intense and have not resulted in some kind of agreement as outlined in a special regulatory policy regarding the BKK Program in Banten Province.

There has been inter-stakeholder coordination to discuss the problems of the BKK program in Banten Province. Even though it has not been carried out routinely, each party has realized the importance of communication and coordination in the success of the BKK Program. Coordination meetings are very important so that there is an understanding of the problems faced and alternative solutions as well as determining which party will be the executor. This is to avoid overlapping work programs, overlapping and sectoral egos in implementing the BKK program in Banten Province.

The preparation of procedures and institutions for the BKK program in Banten Province was carried out by each party separately. The Manpower and Transmigration Office took a role in preparing the registration procedure, the Banten Province Education and Culture Office took a role in the operational mechanism of the BKK in SMK units in fostering graduate students, as well as industry and the BKK itself.

In the observations of researchers, actually participants in Banten Province related to the BKK Program already have the capacity to carry out joint actions, namely (1) procedural and institutional arrangements, (2) leadership, (3) knowledge (knowledge), and (4) resources (resources). However, collaboration has not been carried out optimally so that the capacity for joint action has not been utilized properly.

4. Collaborative Actions

Support from related parties in the implementation of the Banten Provincial BKK Program is seen to have begun to emerge, they even tend to try to mutually secure this support by establishing good communication. This can be seen from the close and caring relationship between DUDI and BKK in Banten Province. Maintain the commitments that have been built through the MoU, share the facilities needed in the implementation of the BKK Program, and try to comply with applicable regulations. However, this is still partial, not comprehensive to all related parties. This of course must be followed up with a policy from the Provincial Government of Banten to issue a Regional Regulation or the like which regulates the procedures for implementing the BKK Program in Banten Province by accommodating input from all parties.

5. Outcome

The results showed that government support was felt by the industry, marked by quite intense activities carried out by the Banten Province Manpower and Transmigration Office in order to facilitate the recruitment of SMK graduates by industry, but these activities have not been complemented by regulatory instruments that guarantee companies process, apart from that the rewards promised by the government for companies participating in the program have not been fully utilized by companies.

Regarding efforts to secure this support, the results of interviews with several members of c.q. The BKK Facilitation Team secures this support only for company leaders who at the time the forum was held showed their interest in collaborating with the Government of Banten Province in the BKK program. Meanwhile for company leaders who do not or have not shown their interest, the Provincial Government of Banten does not secure support.

Banten Provincial Government, has not made efforts to secure support optimally. The Provincial Government of Banten is only oriented towards certain things, so it does not want to waste energy, money and time securing support from company leaders who do not or have not shown interest in collaborating with the Provincial Government of Banten in the BKK program.

The results of the study concluded that the implementation of the BKK program in Banten Province had been running only based on central regulations and supporting regulations issued by the Governor, the absence of technical regulations made the implementation of the BKK not optimal.

6. Adaptation

Adaptation has started to occur, as was done by the Provincial Government and Regency/City Government through the Manpower and Transmigration Office by issuing BKK operational permits and the BKK Forum SK-making as a form of adaptation to administrative needs.

With regard to the context, objectives, and type of collaborative governance regime, collaborative actions will vary, ranging from strategic outputs such as obtaining external support; provide information or training to constituents or the public; enact policy measures, laws or regulations and arrange external resources to direct action such as deploying staff; seating facilities or buildings; issue permits; cleaning or restoring the environment; undertake new management practices; monitor implementation and enforce compliance.

3.3. An Effective Collaborative Governance Model for Optimizing the Special Job Exchange Program (BKK) in Banten Province

Researchers use the soft system methodology (SSM) method which includes two steps, namely exploration of current problems and model construction. There are several factors that need to be considered in the development of a collaborative governance model for the BKK program in Banten Province, namely the need for collaborative governance in the implementation of the BKK program, the rationale for making the model, the purpose of making the model and the scope of the model.

Based on the research results, it is known that collaborative governance in implementing the BKK program in Banten Province has not been effective. The role of the Office of Manpower and Transmigration of Banten Province needs to be balanced with the role of other elements of collaboration, namely the community, private/industry, academics/schools, mass media and legislative, so that a hexa-helix collaboration is formed as shown below:

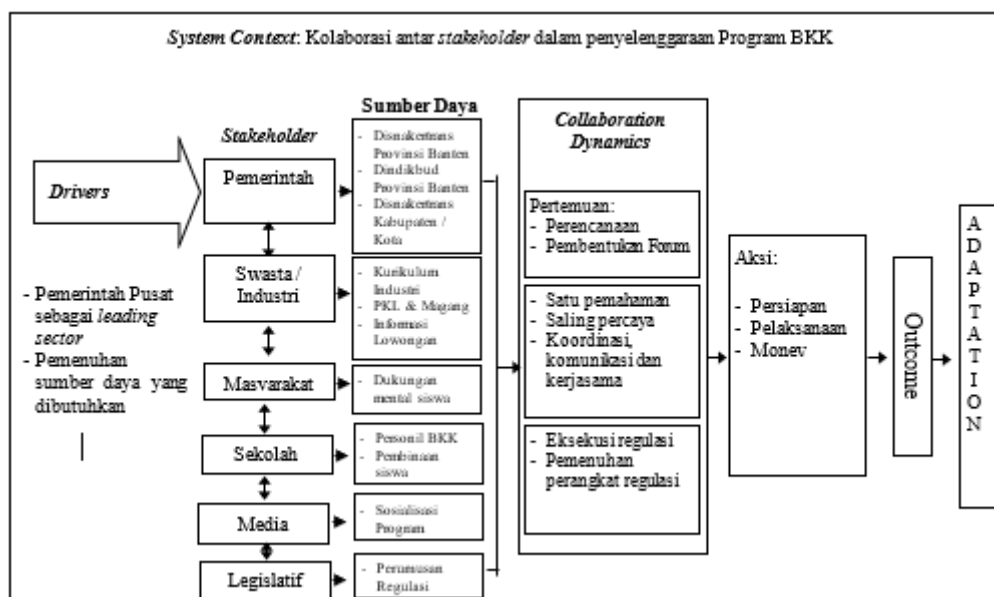


Figure 2 Collaborative governance BKK Program Model Hexa Helix

It is known that collaborative governance for the implementation of the BKK program in Banten Province has not involved the community and corporate/industry in decision making. It is known that the collaboration dynamic process only involves elements of the government. It can even be said that the determination of the program plan for implementing the BKK program is only carried out by elements of the government through related agencies. This shows the dominant role of government elements in the collaborative implementation of the BKK program in Banten Province. Meanwhile, community and corporate/industry contributions are more to the object/target of the program. So that the ideal model that is proposed to be formulated is by proposing the hexa helix model concept.

The hexa helix model could be a comprehensive concept to be applied in collaborative governance in implementing the BKK program in Banten Province. The hexa helix concept is a general strategy used by the government in developing a policy innovation (Etzkowitz and Leydesdorff: 1999). This model defines stakeholders into five groups, namely (1) government; (2) the business world; (3) academic; (4) society (5) media and developed by adding a 6th element, namely the legislature.

Based on the results of this study, a novelty was obtained regarding collaborative governance in the implementation of the BKK Program in Banten Province, namely the participation dimension. The six stakeholders involved must maximize their participation in the planning, implementation and evaluation of the BKK SMK Program in Banten Province.

4. Conclusion

Based on the research results, it can be seen that collaborative governance in the Vocational High School Special Job Exchange Program in Banten Province has not been implemented effectively. This is indicated by the high rate of educated unemployment in Banten Province. The collaborative governance factors contained in the SMK Special Job Exchange Program in Banten Province are system context factors, drivers, collaboration dynamics, collaboration actions, collaborative outcomes and adaptation. This study found another dimension that is also important in determining the success of collaborative governance of the Special Job Exchange in Banten Province, namely the dimension of participation in collaboration, with the factor of participation in the planning, implementation and evaluation of collaboration. The ideal model to be applied in collaborative governance in the SMK Special Job Exchange Program in Banten Province is a model that involves six elements of collaboration with equal roles, as well as strengthening in the dissemination of collaboration regulations that regulate the participation of each collaboration stakeholder namely government, industry, community, academia, IT/mass media, and legislature, so that their role is maximized in the success of the BKK SMK program in Banten Province.

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