

IMPLEMENTATION OF THE NATIONAL INTERNSHIP PROGRAM (MAGANGHUB) TO STRENGTHEN THE JOB READINESS OF FRESH GRADUATES IN SURABAYA

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Abstract

The Open Unemployment Rate (OUR) in East Java in 2025 was recorded at 3.71%, with 4.36% of the unemployed being university graduates. In Surabaya City, the unemployment rate reached 4.84%, of which 4.62% consisted of educated unemployed individuals. This condition indicates a persistent gap between the competencies of higher education graduates and labor market demands, as well as weaknesses in the transition mechanism from education to employment. To address this issue, the Ministry of Manpower launched the National Internship Program (MagangHub). This study aims to analyze the implementation of the MagangHub Program in enhancing the work readiness of fresh graduates in Surabaya City using Richard E. Matland's policy implementation theory, which encompasses the dimensions of policy accuracy, implementer accuracy, target accuracy, and environmental accuracy. This research employed a descriptive qualitative approach, with data collected through interviews and document analysis. The findings indicate that the implementation of the MagangHub Program has been relatively effective. The program is considered appropriate in addressing the issue of skill mismatch, supported by a structured mentoring system, targeted at recent graduates as a group requiring work experience, and implemented within a conducive working environment. The program has also proven effective in improving participants' hard skills, soft skills, and overall work readiness. However, the study identified an implementation gap between the program's objective of supporting workforce absorption and the realities of its implementation in practice. Regulatory and institutional limitations, particularly within government agencies, have prevented internship experiences from being directly transformed into more certain employment opportunities. Therefore, while the MagangHub Program has successfully enhanced participants' employability, it has not yet fully achieved employment outcomes in the form of sustainable workforce absorption.

Keywords: Educated Unemployment, Fresh Graduates, Maganghub, Policy Implementation, Work Readiness.

A. INTRODUCTION

Over the past few decades, the world of work has undergone rapid transformation alongside the advancement of the Fourth Industrial Revolution (Industry 4.0). The increasing integration of modern technologies has significantly improved workplace efficiency. On the other hand, these developments have also raised the standards of labor competencies required in the global job market (Cahyaningtyas et al., 2023). This shift has led to growing demands for digital skills, problem-solving abilities, and adaptability, which are not always aligned with the competencies possessed by university graduates. Consequently, the phenomenon of skill mismatch has emerged, contributing to an increase in educated unemployment. This condition highlights that formal education has not yet been fully capable of meeting the dynamic needs of industry (Dalimunthe & Irawan, 2024).

In line with these changing labor market demands, the number of university graduates in Indonesia has continued to increase as access to higher education has expanded. However, this growth in the number of graduates has not always been accompanied by a proportional increase in employment opportunities. The imbalance between the number of job seekers and the availability of jobs has ultimately resulted in a phenomenon known as educated unemployment (Faried et al., 2024). The following data present the number of openly unemployed university graduates in Indonesia during the 2023–2025 period.



Figure 1. Number of Openly Unemployed University Graduates in Indonesia, 2023–2025

Source: Statistics Indonesia (BPS), 2025

Data from Statistics Indonesia (BPS) presented in Figure 1 indicate that the number of openly unemployed university graduates, including both bachelor's and diploma degree holders, reached approximately 1.1 million people in 2025 (BPS, 2025). There has been a significant increase in the number of unemployed higher education graduates over the past three years. According to BPS (2025), the number rose from 787,973 individuals in 2023 to 842,378 individuals in 2024. This consistent upward trend suggests that educated unemployment is a critical issue requiring in-depth study and serious government intervention.

In the context of East Java Province, the labor market's capacity to absorb the workforce continues to face several challenges. According to a report published by Statistics Indonesia (BPS) in November 2025, the Open Unemployment Rate (OUR) was recorded at 3.71% of the total labor force in East Java, with 4.36% of the unemployed being university graduates

(Directorate of Population and Employment Statistics, 2025). In Surabaya City, the unemployment rate remained relatively high at 4.84% of the labor force in August 2025. Of this figure, 4.62% consisted of educated unemployed individuals. The imbalance between job vacancies and job seekers has become increasingly complex because many employers require prior work experience, while fresh graduates have limited opportunities to acquire such experience. Therefore, when viewed in the context of the global Industry 4.0 transformation and the national trend of rising educated unemployment, the primary issue is not merely the growing number of job seekers but also the inadequacy of the transition system between education and employment. This situation has made educated unemployment a strategic issue requiring adaptive policy intervention.

As a strategic effort to reduce this gap, the Government, through the Ministry of Manpower's National Internship Program (MagangHub), initiated a collaborative model linking the education sector with industry. Based on Minister of Manpower Regulation Number 8 of 2025, the program aims to enhance the competencies and competitiveness of university graduates through practical work experience in order to accelerate workforce absorption within industry. In addition, the program provides fresh graduates with opportunities to improve their skills through various supplementary training activities focused on digital competencies and offers direct exposure to professional work environments. Since its initial launch in October 2025, the MagangHub Program has entered the implementation phase, which has been conducted in three batches.

Although the MagangHub Program has been implemented, academic studies examining its implementation remain very limited. Existing research has primarily focused on the involvement of policy actors and the Ministry of Manpower's strategies at the central government level, while the accuracy and effectiveness of implementation at the regional level have received little attention. This gap is important to address, considering that the effectiveness of employment policies is ultimately determined by how they are implemented in practice.

Since the program's launch and implementation, various responses have emerged from the public and policy observers, many of which have been published in mass media. Based on a podcast featured in the *Harian Kompas Cetak* segment entitled "*Promising Employment Opportunities, the Government Launches an Internship Program*", which specifically discussed the launch of MagangHub, it can be concluded that although the program has positive objectives and focuses on enhancing the capacity of university graduates, there remains a need for sustainability and long-term guarantees for internship participants. This concern arises because the program can only be undertaken once within a six-month period, and there is no certainty that participants will secure employment immediately after completing the program.

Questions regarding the sustainability of the program, post-internship employment certainty, and the effectiveness of implementation at the regional level remain academically and empirically unanswered. Moreover, the success of a policy is determined not only by its design at the central government level but also by how it is implemented in practice. This situation indicates the existence of an implementation gap between the policy design formulated at the national level and the realities experienced by participants and partner

institutions in the field. Therefore, this study focuses on several MagangHub partner institutions in Surabaya to address this research gap and provide a contextual understanding of the accuracy of program implementation at the regional level. Specifically, the study seeks to examine whether the implementation has been appropriate based on Richard E. Matland's (1995) implementation theory.

More specifically, Surabaya City was selected as the research locus because it is both an industrial center and a major concentration of job seekers in East Java. Surabaya recorded 264 MagangHub partner institutions, the highest number in East Java out of a total of 11,772 partners nationwide, consisting of both private companies and government agencies. The program targeted a total of 20,000 internship participants in Batch 1 (Ministry of Manpower, 2025). The novelty of this study lies in its in-depth analysis of the implementation of the MagangHub National Internship Program as a national-scale public policy in the field of employment. The program is examined not merely as a training mechanism but as a strategic instrument for enhancing the competencies and work readiness of fresh graduate internship participants in Surabaya, using Richard Matland's analytical framework, which encompasses policy accuracy, implementer accuracy, target accuracy, and environmental accuracy.

B. LITERATURE REVIEW

The theory used as the foundation of this study is Richard E. Matland's (1995) Policy Implementation Theory. The Ambiguity–Conflict Model developed by Matland emerged as an effort to synthesize the long-standing debate between the top-down and bottom-up approaches in public policy implementation studies. Matland argues that implementation effectiveness is not determined by a single approach; rather, it depends on two crucial variables:

1. Conflict (the degree of disagreement among actors), and
2. Ambiguity (the degree of uncertainty regarding policy goals or means).

The level of ambiguity inherent in a policy directly influences the implementation process in several significant ways. It affects the ability of superiors to monitor activities, the likelihood that a policy will be interpreted uniformly across different implementation settings, the probability that local contextual factors will play a significant role, and the extent to which relevant actors vary across implementation sites (Matland, 1995). Matland developed the ambiguity–conflict matrix model of policy implementation (Kadji, 2015), which can be explained as follows:

(a) Administrative Implementation (Low Ambiguity and Low Conflict)

Administrative implementation refers to policy execution through the routine activities of government bureaucracy. In this situation, policies are characterized by low ambiguity and minimal conflict. Policy objectives and implementation procedures are generally clear, and implementers share a common understanding of the policy. As a result, implementation success largely depends on the availability of administrative resources and bureaucratic capacity.

(b) Political Implementation (Low Ambiguity and High Conflict)

Political implementation occurs when a policy must be promoted or enforced through political power. Although the policy objectives and implementation procedures are relatively

clear (low ambiguity), the level of conflict among stakeholders is high. Consequently, implementation outcomes are heavily influenced by the distribution of political power, negotiation processes, and the ability of dominant actors to mobilize support or overcome opposition.

(c) Experimental Implementation (High Ambiguity and Low Conflict)

Experimental implementation applies to policies characterized by high ambiguity but relatively low conflict. In this context, policy goals or methods may not be clearly defined, allowing implementers considerable discretion in interpreting and adapting the policy to local conditions. This situation enables policy implementation to proceed through experimentation, innovation, and adjustment based on practical experience and local needs.

(d) Symbolic Implementation (High Ambiguity and High Conflict)

Symbolic implementation occurs when both ambiguity and conflict are high. In such circumstances, policies tend to be largely symbolic because they face both uncertainty regarding objectives and strong opposition among stakeholders. This condition may arise when a policy enjoys broad rhetorical support or consensus but lacks clear guidance on how its objectives should be achieved (Matland, 1995). Under this type of implementation, outcomes vary significantly depending on the capacity, resources, and commitment of local actors. Since central authorities do not provide rigid technical guidance due to the high level of ambiguity, actual implementation becomes a practical testing ground for determining policy success.

		CONFLICT	
		Low	High
AMBIGUITY	Low	<i>Administrative Implementation</i> Resources Example: Smallpox eradication	<i>Political Implementation</i> Power Example: Busing
	High	<i>Experimental Implementation</i> Contextual Conditions Example: Headstart	<i>Symbolic Implementation</i> Coalition Strength Example: Community action agencies

Figure 2. Richard E. Matland's Ambiguity–Conflict Model

Source: Matland, Richard E. (1995)

Within Richard E. Matland's ambiguity–conflict model, policy ambiguity creates opportunities for various actors to become involved in the implementation process. As a result, actors possessing stronger interests or greater resources are more likely to influence the direction and outcomes of the program. The extent to which an actor actively participates is influenced by several factors, including the intensity of their interests, the availability of time, their physical proximity to decision-making centers, and other contextual factors (Islami et al., 2019).

Fundamentally, Matland's matrix emphasizes four key dimensions that must be fulfilled to ensure effective policy implementation, commonly referred to as the "four appropriateness dimensions" (4 Tepat), namely:

- Policy Appropriateness (*Ketepatan Kebijakan*)
- Implementer Appropriateness (*Ketepatan Pelaksana*)
- Target Group Appropriateness (*Ketepatan Sasaran*)
- Environmental Appropriateness (*Ketepatan Lingkungan*)

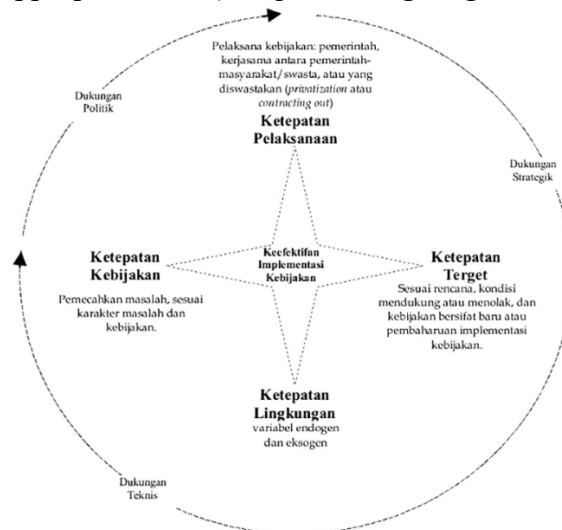


Figure 3. Richard E. Matland's Ambiguity–Conflict Model

Source: Matland, Richard E. (1995)

In addition to these four dimensions, successful policy implementation must also be supported by three types of support, namely political support, strategic support, and technical support (Kadji, 2015). The “4 Appropriateness” (4 Tepat) framework will serve as the primary focus for data collection and discussion development in this study. Through this framework, it is possible to examine the extent to which local actors are able to translate policy ambiguity into accurate and effective actions, thereby ensuring that variations in implementation outcomes remain controlled and aligned with the achievement of program objectives.

C. RESEARCH METHODOLOGY

This study employs a descriptive qualitative approach. A qualitative approach was chosen because the research does not aim to test hypotheses or measure relationships between variables statistically, but rather to gain an in-depth understanding of the implementation process of the MagangHub Program and how the program is perceived in enhancing the competencies and work readiness of fresh graduates. According to Creswell (2014), qualitative research is an approach used to explore and understand the meanings that individuals or groups ascribe to social or human problems. Through this approach, the study seeks to uncover the empirical reality of the phenomenon within its contextual setting, including its dynamics, field-level practices, and factors supporting program implementation.

This research is descriptive in nature, meaning that it aims to describe phenomena systematically and factually without manipulating the variables under study. Descriptive research seeks to provide an accurate depiction of the characteristics of a particular phenomenon or population (Neuman, 2014). In this context, the study focuses on describing the policy implementation process, implementation mechanisms, and achievements of the

MagangHub Program in improving the competencies of fresh graduates in Surabaya, using the four dimensions of policy appropriateness proposed by Richard Matland (1995) as the analytical framework. The research was conducted in Surabaya City, one of the major educational centers and concentrations of job seekers in East Java.

Data were collected through interviews and documentary studies. According to Kvale (1996), qualitative interviews aim to understand the meanings of individuals' experiences regarding a particular phenomenon. Interviews were conducted using a semi-structured approach to obtain data on participants' experiences, perceptions, and evaluations of the program's implementation. Informants were selected using purposive sampling, a technique in which participants are chosen based on specific considerations relevant to the research objectives (Sugiyono, 2019). The informants consisted of active MagangHub participants placed at program partner institutions in Surabaya, namely the Occupational Health and Safety Center (Balai Hiperkes dan Kesehatan Kerja/K3) Surabaya, as well as internship mentors appointed by the partner institution who were responsible for supervising and guiding the interns. Secondary data were obtained from relevant articles concerning program implementation, including scientific publications, official publications from the Ministry of Manpower, Statistics Indonesia (BPS), and other reliable sources. Data analysis was conducted interactively through the stages of data reduction, data display, and conclusion drawing, as proposed by Miles, Huberman, and Saldaña (2014). To ensure the credibility of the findings, the study employed source triangulation, which involved comparing interview data with documents and other secondary sources

D. RESULT AND DISCUSSION

This study aims to analyze the implementation of the **National Internship Program (MagangHub)** in improving the work readiness of fresh graduates in Surabaya. Research data were obtained through in-depth interviews with mentors and interns from partner institutions participating in the program. The analysis was conducted using **Richard E. Matland's policy implementation theory**, which emphasizes four dimensions of appropriateness: **policy appropriateness, implementer appropriateness, target-group appropriateness, and environmental appropriateness**. This framework was used to assess the extent to which the MagangHub Program has been translated into practice at the local level and has provided benefits to its target group.

The findings indicate that the MagangHub Program plays an important role in bridging the gap between higher education and the labor market. Throughout the program, participants not only gained direct work experience but also engaged in various professional activities relevant to their respective fields of study. Such involvement enabled participants to develop a more comprehensive understanding of workplace culture, operational procedures, professional responsibilities, and technical skills required in a professional environment. These findings suggest that the internship program functions not only as a training mechanism but also as an instrument for competency development and employability enhancement among fresh graduates.

On the other hand, the study also found that the success of program implementation is influenced by various factors originating from both the internal and external environments of

the implementing organizations. Mentor support, a structured supervision system, and a conducive work environment emerged as the primary enabling factors in participants' learning processes. However, structural constraints remain, particularly concerning the limited authority of government institutions to recruit interns after the completion of the program. This condition indicates that although the MagangHub Program has successfully improved participants' work readiness, it has not yet been able to fully guarantee sustainable employment opportunities. Therefore, the discussion of the research findings is presented according to Richard E. Matland's four dimensions of policy implementation to provide a deeper understanding of the implementation of the MagangHub Program in Surabaya.

Policy Appropriateness

The findings show that the MagangHub Program is aligned with the problem it seeks to address, namely the high rate of educated unemployment and the competency gap between university graduates and labor market demands. The program provides fresh graduates with opportunities to gain work experience, which is often difficult to obtain due to employers' demands for prior experience during recruitment processes. Furthermore, participants are involved directly in work processes, including preparation, implementation, analysis, and report writing. This demonstrates that the program is capable of reducing the **skills mismatch** through experiential workplace learning. Nevertheless, the program has not fully addressed unemployment issues because government institutions do not have the authority to directly recruit participants after the internship period ends.

Implementer Appropriateness

The implementation of the program is supported by mentors who serve as supervisors, facilitators, monitors, and evaluators of internship participants. The mentoring process is conducted progressively, beginning with the provision of basic materials, followed by guided practice, and eventually independent task assignments. In addition, program coordination utilizes the **Siap Kerja** digital platform, which is used for activity reporting, monitoring, and participant evaluation. Assessments are conducted through daily reports, periodic evaluations, written examinations, practical tests, and competency certification. These findings indicate that program implementers have performed their implementation functions systematically and effectively in supporting participants' competency development.

Target-Group Appropriateness

The MagangHub Program is considered appropriately targeted because it is specifically designed for fresh graduates who are transitioning from education to employment. Most participants joined the program because they needed work experience and sought to enhance their professional competencies. The findings also indicate that participants demonstrated a high level of readiness to engage in the program and were able to adapt well to the workplace environment during the internship period. The six-month duration of the program provides sufficient opportunities for participants to build work experience, increase self-confidence, and gain a deeper understanding of professional workplace culture.

Environmental Appropriateness

The success of program implementation is also influenced by both internal and external environmental factors. Internally, implementing institutions have a substantial demand for human resources, making the presence of interns beneficial to organizational operations. A

supportive work environment also enables participants to engage directly in daily work activities, thereby optimizing the learning process. Externally, there is positive support for the continuation of the program; however, bureaucratic regulations remain a challenge, particularly those that restrict the direct recruitment of interns as permanent employees. This indicates that institutional factors continue to pose obstacles to the full achievement of program objectives.

The Impact of the Program on the Work Readiness of MagangHub Participants

The findings demonstrate that the MagangHub Program has a positive impact on participants' work readiness. In terms of hard skills, participants experienced improvements in technical competencies such as the use of laboratory instruments, data processing, work-result analysis, and report writing. In terms of soft skills, participants improved their discipline, communication abilities, sense of responsibility, adaptability, and understanding of professional workplace culture. Direct involvement in workplace activities over a six-month period enabled participants to acquire experiences that could not be obtained through academic learning alone.

Therefore, the MagangHub Program has proven effective in enhancing the employability and work readiness of fresh graduates, although it has not yet been fully successful in ensuring employment placement after program completion. This study demonstrates that the implementation of the National Internship Program (MagangHub) in Surabaya has been relatively effective based on Richard E. Matland's four dimensions of policy implementation: policy appropriateness, implementer appropriateness, target-group appropriateness, and environmental appropriateness. The program has been shown to improve fresh graduates' work readiness by strengthening both hard and soft skills while bridging the gap between formal education and labor market demands. Consequently, MagangHub has successfully fulfilled its strategic role as an instrument for enhancing the employability of new graduates.

However, the study also found that successful implementation has not been fully accompanied by increased employment absorption. Regulatory and institutional limitations, particularly within government agencies, prevent internship experience from directly translating into more secure employment opportunities. These findings underscore that the success of public policy implementation is determined not only by the quality of policy design and program execution but also by the capacity of institutional systems to connect program outcomes with labor market demands. Therefore, while the MagangHub Program can be considered successful as an instrument for strengthening work readiness, it still requires further policy support and institutional strengthening to generate broader and more sustainable impacts on reducing educated unemployment.

E. CONCLUSION

The findings indicate that the National Internship Program (MagangHub) has strong relevance in addressing the issues of educated unemployment and skill mismatch experienced by fresh graduates. The program provides participants with opportunities to gain real-world work experience, which is often difficult to obtain due to employers' high demands for prior work experience during recruitment processes. However, the study also

found that the successful implementation of the program has not been fully accompanied by increased employment absorption. Regulatory and institutional limitations, particularly within government agencies, prevent internship experience from directly translating into more secure employment opportunities. This finding suggests that the success of a policy is determined not only by the appropriateness of its objectives but also by the institutional structures within which it is implemented.

From the perspective of Richard E. Matland's policy implementation theory, this condition indicates that the dimension of policy appropriateness has been fulfilled, as the program effectively addresses the need to enhance the competencies of fresh graduates. The program functions not only as a training mechanism but also as a transitional instrument that connects academic competencies with labor market demands. Nevertheless, implementation success continues to be influenced by external environmental factors that lie beyond the control of program implementers. The study further demonstrates that the root cause of educated unemployment is not solely the lack of available jobs, but also the weakness of the transition mechanisms between higher education and the world of work.

In this context, the MagangHub Program has successfully served as a bridge that narrows the competency gap between university graduates and organizational needs. However, without complementary policies that connect internship outcomes to more concrete employment opportunities, the benefits of the program risk being limited to competency enhancement alone. Therefore, policy effectiveness should not be measured solely by the successful implementation of a program, but also by its ability to generate sustainable impacts on participants' access to employment opportunities.

In conclusion, the MagangHub Program can be considered successful in improving the work readiness and competitiveness of fresh graduates. Nevertheless, it still requires further policy support capable of linking internship outcomes with more concrete employment opportunities so that its impact on reducing educated unemployment can be broader, more sustainable, and produce long-term benefits.

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