

THE IMPLEMENTATION POLICY OF THE DUAL EDUCATION SYSTEM PROGRAM BASED *TEACHING FACTORY* TO IMPROVE THE GRADUATED STUDENTS ABSORBED VOCATIONAL HIGH SCHOOL
(CASE STUDY OF DUAL EDUCATION SYSTEM PROGRAM BASED *TEACHING FACTORY* IN SMKN 3
PAMEKASAN)

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1. Background

Development of a State is determined by many qualified human resources, because human resources are the object and the subject of development. One way to do development in the field of human resources, through education. Therefore, it is necessary for the existence of educational institutions in accordance with the demands and dynamics of development, development of science and technology and the needs of professional workers. To meet these conditions, it requires professional education management and government policy to solve various problems in the field of education in order to achieve development goals.

Competition among Southeast Asian countries through the Asean Free Trade Area (AFTA) since 2003 and the world free market in 2020 will result in intense competition in both finished goods / commodities and services. This means that Indonesia must improve the competitiveness of both the quality of products and services. Increased competitiveness is started from the preparation of Human Resources (HR) quality which is a factor of excellence in facing the competition. If we can not anticipate qualified human resource preparation, among others, educated, skilled and skilled especially for the number of workers, then Indonesia will be victim of free trade. Therefore, the government needs to prepare human resources at the middle level that have capabilities that match the needs of industry or business world. SDM intended to be prepared both by the government through the Ministry of Education and Culture, Ministry of Manpower, and / or Ministry of Trade and by the private sector through the Chamber of Commerce and the community of service users. Faced with the above conditions, vocational secondary education is faced with various problems. The current problems related to the purpose of vocational secondary education is to improve intelligence, knowledge and personality, noble character, and skills to live independently and follow further education in accordance with the vocational (BSNP, 2006: 11). All that causes Indonesian labor difficult to compete , not even a few job opportunities exist in Indonesia itself taken by foreign workers if not handled seriously. Added to the fact that humans have used technology to meet their needs, even in almost every aspect of life, the introduction of new technologies often leads to the disruption or emergence of negative aspects that cause new unexpected social problems. (Hamalik, 2008: 93).

To anticipate this problem, human resource development should be a priority in development especially in facing globalization era, it is needed by qualified workforce to be able to make superior products that can compete in free market. In the face of intense global competition is required skilled labor capable of producing with competitive quality and competitive prices, otherwise Indonesia will be flooded with cheap products and quality as a result of local companies will fold bankruptcy. Similarly, human resources as a workforce in the Business / Industrial World (DU / DI) will be filled by professionals from outside, the implications on Indonesian workers will experience a lot of unemployment. The conditions mentioned above can only be overcome by quality education from Indonesian citizens, skilled professional citizens as laborers. Through vocational schools are expected to

emerge graduates of vocational schools ready to work and ready to fill DU / DI in addition to able to open employment opportunities through entrepreneurial activities.

In fact the condition as described above is not in line with the expectations of the Indonesian government, there are many problems experienced by high school graduates especially vocational school graduates. About absorption in business world / industry when they have finished their study at vocational school (SMK) is the main problem experienced by vocational education in Indonesia. The problem of unemployed vocational school graduates after they graduate from vocational school is a problem that needs to be handled seriously, in addition to unemployed many of them are continuing education at a higher level. Unemployment rate of secondary education is due to many things that affect each other. The main thing that unemployment from SMK graduates is due to the lack of willingness of SMK graduates to work because their vocational competencies are not in accordance with the competencies required by the Industry. The absorption of the graduates in addition to the competencies of the graduates is not in accordance with the competencies required by the industry as well because the competence of graduates is below the competence standards demanded by the industry.

The conditions described above do not match the expectations of the Indonesian government, there are many problems faced by secondary school graduates, especially vocational school graduates. The problem is caused by the internal and external conditions of the school. The internal condition of the school as a result of many vocational schools which in implementing the standard of learning process is not supported by adequate and standardized learning facilities and infrastructures such as 8 (eight) standard that must be owned by the school such as Graduate Competency Standard (SKL), Process Standard, Content Standards (SI), Management Standards, Standards of educators and education personnel, Financing standards, Standard of infrastructure facilities, and evaluation standards.

The external condition of the school is the limitation of the number of World / Industrial Enterprises (DU / DI) that will accommodate SMK graduates. Competence of graduates who are not in accordance with the competencies required by DU / DI. The low quality of graduates and the low absorptive power of labor due to the low influence of economic growth as a result of the limited investment that makes the number of graduates of unemployed vocational schools after they graduate from vocational schools.

While the Central Bureau of Statistics (BPS) revealed, the number of unemployed graduates SMK was larger than the high school graduates, unemployment is from year to year continues to increase. Data of Jakarta Central Bureau of Statistics (BPS) states as per February 2010 recorded the number of open unemployment based on education history that is: Diploma I / II / III reach 15,71%, Bachelor 14,24%, SMK reach 13,81%, SMU 11,9 %, SMP 7.55% and SD to below 3.71% from 8.59 million unemployment. In the last three years, the unemployment rate of SMK shows an increasing trend. In August 2012 the unemployment rate of SMK is only 9.87%. A year later in August 2013, the figure jumped to 11.19%, and increased again to 11.24% as of August 2014. The Central Bureau of Statistics (BPS) reported the number of unemployed in August 2014 of 7.24 million, or decreased by 170,000 compared to the number of unemployed in August 2013. However, when compared to February 2014 data, the number of unemployed rose by 90,000

inhabitants. In February 2016, the highest open unemployment rate at the vocational education level was 9.84%. This figure increased by 0.79% compared to February 2015, unemployment is caused by many vocational school graduates (vocational school) whose vocational competence is not in accordance with the competencies desired by DU / DI. data from BPS Kabupaten Pamekasan shows the same thing that the number of unemployed SMK graduates far greater than the high school graduates. The data of SMK graduates working in 2015 can be seen in table 1.1

Table1.1 Population data aged 15 and above which includes the labor force in 2015.

Tingkat Pendidikan	Penduduk yang Bekerja		
	Laki - Laki	perempuan	Jumlah
Tidak/Blum pernah sekolah	19.917	30.834	50.751
Tidak/Blum tamat SD	30.948	33.426	64.374
SD	76.613	63.481	140.091
SLTP/Sederat	33.166	37.110	70.276
SMU/Sederajat	45.115	11.315	56.430
SMK/Sederajat	9.474	2.075	11.549
Diploma I/II/III/Akademi	3.250	2.051	5.311
Universitas	17.456	9.095	26.551
Jumlah	235.946	189.387	425.333

Sumber BPS Kab/Pamekasan

Table 1.2 Population data aged over 15 Kab.Pamekasan working in 2017

Tingkat Pendidikan	Penduduk yang Bekerja		
	Laki - Laki	perempuan	Jumlah
SD kebawah	130.286	144.077	274.363
SLTP/Sederat	33.313	18.049	51.362
SMU/Sederajat	38.525	15.277	53.802
SMK/Sederajat	13.184	5.318	18.502
Diploma I/II/III/Akademi	1.480	3.271	4.751
Universitas	29.242	13.246	42.488
Jumlah	246.030	199.238	425.333

Data from BPS Kabupaten Pamekasan mentioned above shows graduates of SMK / equivalent who work much smaller than high school graduates / equal. They are on average not ready to work this as one of the reasons for the absorption of secondary school graduates Kujuruan (SMK) to the workforce is still low.

In addition to the low absorptive capacity of Indonesian middle-class workers, at the international level Indonesia has a relatively low competitiveness and human resource quality among ASEAN countries. The 2000 Development Report of the United Nations Development Program (UNDP) states that Indonesia's Human Development Index (HDI) rankings are at No. 110. The rankings are far below the Philippines (77), Thailand (76), Malaysia (61), Brunei Darussalam (32), South Korea (30), and Singapore (24). In 2002 the position of Indonesia decreased. Indonesia's Human Development Index (HDI) value of 0.684 is ranked 110, below Vietnam, Malaysia and Singapore. In 2003 HDI Indonesia deteriorated to 112th place below Vietnam (109), Philippines (85), Thailand (74), Brunei Darussalam (31), Korea (30) and Singapore (28), (Kompas, 10 June 2003). The data shows the declining position of Indonesian labor competitiveness compared to the labor force of ASEAN countries. As for the number of Global Competitiveness Index (GCI) in 2003, Indonesia

ranks 53. Meanwhile, Vietnam is at 50. The World Competitiveness Year Book report places the ability of education in Indonesia to compete steadily. According to Hamid (in Soekartawi, 2007) in 1977 at the beginning of the economic crisis, the rank or rank of education in Indonesia was ranked 9th and then in 1999 the order decreased to 46th out of 47 countries. In 2002 the competitiveness ranking of education in Indonesia declined again to 47th out of 49 countries. The latest data according to The Global Competitiveness Index 2015-2016 released by the World Economic Forum, Indonesia's current position is ranked at 37 from 140 countries with a score of 4.52 (score range 1-7). This rating positioned Indonesia under Singapore, Malaysia, and Thailand in the region of Southeast Asia along with the implementation of the MEA since 2015. This MEA policy is an economic cooperation agreed by ASEAN countries to create a single market and production base, a highly competitive economic region, a region with equitable economic development, and an area integrated into the global economy in Southeast Asia. This clearly states that there will be intense competition among ASEAN countries in the field of economics and professional human resources. MEA phenomenon in real terms can be seen from the creation of free market in the field of capital, goods and services, and labor. Therefore, it takes a professional human resources to remain competitive and exist in the era of MEA. Hasibuan (2003: 244), explains that the definition of human resources (HR) is an integrated ability and physical power owned by individuals. Perpetrators and nature are done by heredity and environment, while her work performance is motivated by desire to fulfill her satisfaction. This understanding shows that human resources can be formed by several supporting factors that synergize to realize a professional competence that can be done in various ways. For the sake of realizing it, it takes an effort made to achieve that goal. Many things can be attempted to develop and improve the professionalism of human resources in Indonesia in the era of MEA, one of which is to improve the quality of education.

The low absorptive capacity of vocational school graduates is a serious problem affecting social problems. This is not in line with the government's desire to plan vocational school graduates, the government's expectation is that the graduates of the vocational schools fill the Business World / DU / DI as energy intermediate work, they can be independent by way of entrepreneurship, open employment opportunities and other goals that prinsipnya they are prepared to work. Law Number 20 of 2003 in the elucidation of article 15, which reads:

"Vocational education is a secondary education that prepares students primarily to work in a particular field".

Also stressed PP No.19 of 2005 on National Education Standard explained that;

"Vocational Secondary Education is secondary education that prioritizes the development of students' skills for certain types of work".

In line with these objectives, then in the implementation of the SMK curriculum needs to be identified and the selection of teaching materials relevant to the world of work. In order to improve the relevance of curriculum in schools and the needs of the world of work, the government establishes Link and Match policy through the provision of dual system education (PSG).

Since Pelita VI in 1994 the government has established Link and Match policies through the provision of dual system education (PSG). Literally links are related, involving an interactive process, and matches are appropriate, the results should be appropriate or equivalent, so links

and matches are often translated to be "related and suitable / commensurate". Referring to this concept, it is hoped that there will be relevance and compatibility between the world of education and the world of work, in which the orientation of vocational education and human resource training is directed to meet the needs of the world of work. Therefore, it is necessary to apply the concept of linkage and match (link and match) in various education policies and programs. Some of the main principles of the concept are: (1) the education system must be related and worth the need, (2) there is relevance between the competencies of the vocational graduates who will fill the world of work with the standard competencies required by the world of work. It is a classic problem for SMK education in Indonesia in general, that the link and match between the output of vocational education and business world / industry (DU / DI) as the user of SMK education output has not been achieved. Among these needs, the needs or demands of the world of work / business / industry, felt very urgent, then the priority of link and match given to the fulfillment of the needs of the world of work (Wardiman J, 1994: 15-16).

The link and match policy implemented through the PSG program in addition to addressing the problem of the low absorption of industrial vocational graduates due to the lack of synchronization between the competencies possessed by SMK graduates and the competencies required by industry also in order to prepare skilled workers ahead of the coming into effect of APEC free trade era in 2020.

Implementation of PSG in SMK which is applied since academic year 1993/1994 is part and implementation of link and match concept. PSG program policies that design the curriculum, learning process, and implementation of its evaluation is designed and implemented together between the school and industry, is expected to produce a qualified graduate SMK. Students are not only equipped with basic knowledge of the industrial world, but are directly in touch with practical experience in the real world. The double-system education approach as an inseparable study of link and match policies is highly relevant to vocational schools. Because one of the link vocational courses can be translated by the term of linkage of educational programs that have a clear mission of need in employment. Match can be translated as comparability. This means that educational programs that have been associated with these various interests must be equated with the number of quality or value levels demanded or required by the community including changes in interests that always occur in education. Winarsih, Sri (2012: 8) Link and match is defined as an educational process that should be appropriate and directly related to the needs of development, so that the results are in accordance with the demands of the needs, both the amount, quality, type, and time.

In implementing the PSG program is never separated from the use of the curriculum because the curriculum is a guide in carrying out learning activities to achieve national goals as described by Law no. 20 Year 2003,

"... that the curriculum is a set of plans and arrangements regarding the objectives, content and learning materials and the means used as guidelines for the implementation of learning activities to achieve national education goals".

PSG program is government policy through mendikbud in solving the problem of competency owned by vocational high school graduates with DU / DI who need vocational graduates. This policy is contained in kepmendikbud number 323 / U / 1997. Implementation of this policy since

the beginning of the PSG program which is the academic year 1993/1994 by using the SMK curriculum 1993/1994. Background The curriculum changes are mainly based on considerations to conform with the new provisions of Law no. 2 of 1989 on National Education System, PP No.29 of 1990 on Secondary Education and SK Mendikbud No.0490 / U / 1992 on Vocational High School and Other Considerations that occur in the employment and development sector, and trends.

If seen the progress of PSG from the beginning of the enactment of PSG until now experiencing many problems related to prakerin and absorption of graduates. PSG program is designed with the aim that SMK graduates are easily absorbed in DU / DI, able to open employment opportunities / entrepreneurship and not become a burden of government with the accumulation of unemployed graduates SMK power. Problems that occur from several studies revealed that the implementation of PSG program, the obstacle that often arises is the lack of willingness DU / DI partnered with SMK, the number of SMK is not proportional to the number of DU / DI available. The more SMK, the more the existence of the program of expertise, while the development of DU / DI relatively slow. With the least amount of DU / DI, the capacity to accept students prakerin more limited. This resulted in the difficulty of SMK to seek the Couple Industry (IP) to implement prakerin. This difficulty makes the SMKs are not controlled again in search of IP, for most SMK they seek IP just to carry out the obligations demanded by the curriculum this resulted in the implementation process goes according to the stages required by the curriculum but did not give maximum results. Daya absorption SMK graduates become low, students will be more unemployed or continue their schooling to fill the time. This research tries to dig deeper and raise in case study, the problem that often arises is low absorption because of the many graduates who want to continue the study. Many factors that affect the absorption of vocational graduates include, economic, political, security law, culture, and so on, including the quality of graduates and the relevance of education. The focus of the research is more on the absorption of graduates as seen from the quality of the graduates and the relevance of education as a result of the implementation of PSG policy as stated in kepmandikbud no. 323 / U / 1997 on the implementation of PSG in vocational schools. Policy implementation is crucial to the success of the policy, if the implementation of the policy is carried out with compliance, carried out with the correct process and executed in accordance with the desired results. As Ripley and Franklin's theories in policy implementation, the implementation of the policy will not result if there is a non-compliance of the implementer in implementing the policy. Similarly, Ripley and Franklin said from the perspective of process and outcome, that if perceptible seen from the success of the implementation process is not necessarily said to be successful when viewed from the implementation, and vice versa. Vocational education policy in order to link and match with DU / DI as stated in Kepmendikbud. 323 / U / 1997 on the Implementation of Dual System Education (PSG), namely:

"The dual system education hereinafter referred to as PSG is a form of vocational skill education that systematically integrates and synchronizes educational programs in vocational high schools and mastery programs gained through direct working activities in the world of work to achieve a level of professional expertise".

In accordance with the conditions desired and expected by the government in planning vocational school graduates, the government's expectation is that the graduates of the vocational schools fill the Business World / Industrial World as middle workers, they can be independent by way of entrepreneurship, open employment opportunities and other objectives in principle they are prepared to work. This objective is contained in the government policy set forth in the National Education System Law No. 2 of 1989 which is subsequently amended through Law Number 20 Year 2003 on vocational secondary schools in the elucidation of Article 15, which reads:

"Vocational education is a secondary education that prepares students primarily to work in a particular field".

Also affirmed on the PP. 19 of 2005 on National Education Standards explained that:

"Vocational Secondary Education is secondary education that prioritizes the development of students' skills for certain types of work".

In general, education in vocational schools aims to improve the knowledge and skills of learners, as arranged in the SMK curriculum contained in kepmendikbud No. 080 / V / 1993 on the curriculum of vocational high schools that states:

- a. Using a school production unit to operate professionally as a vehicle for vocational training.
- b. Implementing a group of vocational subjects in school, and partly in business and industry.
- c. Implement a group of fully vocational skills subjects in the community business and industry.

The SMK curriculum prepares them as skilled, educated, skilled, professional work ethic, and able to develop themselves according to the development of science and technology. So that SMK graduates are expected to be more oriented to the needs of business and industry.

PSG is a combination of the implementation of learning in school (SMK) with the implementation of industrial work practices (prakerin) in partner institutions (companies: services, trade, industry), synchronously and systematically, aims to deliver learners on the mastery of certain work skills, become relevant graduates as expected. PSG, known as dual system according to Pakpaham, (1995) in Anwar (2006: 48) are:

".... The model of vocational education in which the planning and implementation of education is realized in the form of partnerships between the world of work with schools, so that the implementation of education takes place partly in school and partly in DU / DI"

In the implementation of the PSG program can not be released with the applicable curriculum demands, since the policy of PSG program was first implemented the academic year 1993/1994 by referring to Act number 2 year 1989 until the implementation of PSG in the academic year 2016/2017 which is guided by UU sisdiknas number 20 of 2003, the implementation of PSG has changed the curriculum several times, namely the curriculum 1984, the 1994 curriculum, the 1999 curriculum, the 2004 curriculum, the 2006 curriculum, until the 2013 curriculum.

Each curriculum has its own distinctive color and characteristic. The color and characteristic of each curriculum shows the curriculum trying to present the learner's most appropriate figure with his era. Curriculum changes from time to time are encouraged by the desire to continue to improve and refine and follow the times, the curriculum 1984 replaces the curriculum 1976/1977 where in the curriculum 1976/1977 the graduate vocational school is printed to become a workforce and students are not allowed to continue study at ladder level. At that time the PSG program has not been rolled out by the government. The curriculum of 1984 to improve the curriculum of 1976/1977 undertook the development of vocational education as a first step in the assessment of the appropriateness of the curriculum to the needs of the world of work, whereby the curriculum was developed through the number 0289b / U / 1985 kepmendikbud on high school curriculum curriculum (SMKTA) The main objective of the SMK 1984 curriculum is to prepare students to become ready-to-work people by providing broad opportunities to develop themselves (giving opportunities for students to continue to the level of education that higher), the 1984 curriculum is the first step towards the appropriateness of the curriculum to the needs of the working world. School Production Unit (UPJ) as a means of school cooperation with the business world / industry to be a place of practice of teachers and students in improving professional skills, because the production unit can be developed in business resembles a business / industry that generate funds to help students practice.

Furthermore, the 1984 curriculum was developed in the 1994 curriculum by referring to Law no. 2 year 1989 on National Education System, PP. 29 of 1990 on Secondary Education and SK Mendikbud No.0490 / U / 1992 on Vocational High School and other considerations occurring in the employment and development sector, as well as future trends. The 1994 curriculum uses a competency-based approach, in PP no. 29 Year 1990 on senior high school , Chapter 1 Article 1 of Clause 3 which reads:

"Vocational Secondary Education is education at the level of 'secondary education prioritizing the development of students' ability to undertake certain types of work'.

Then Chapter II Article 3 of Clause 2 says that:

"Vocational Secondary Education prioritizes the preparation of students to enter the employment and develop a professional attitude".

In the 1994 curriculum, PSG was initiated by the government. The cooperation between SMK and industry was stated in the policy of the Minister of Education and Culture No. 0490/1992 on SMK cooperation with the industrial parties that arranged the cooperation between SMK and the Industry with the establishment of School Assembly (MS) at the school level. Through PSG, students study in 2 places, schools and industry. Thus, the implementation of PSG demands shared responsibility between the school and its industry. There are four goals of the PSG program, namely:

- a. Able to produce a workforce that has professional expertise.
- b. Improving and strengthening the relevance and compatibility of educational institutions and vocational training with the world of work.
- c. Improving the efficiency of professional quality education and training process.
- d. Giving recognition and appreciation of work experience as part of the education process.

Through the 1994 curriculum used as a learning guide, Link and Macth's learning strategy is one of the new policies for educational development that are often translated into and related. The Link and Macth policy implies human resource insights, future insights, quality insights and superior insights, professionalism insight, value-added insight and economic insight in the provision of education, especially vocational education. The educational approach is done from supply-driven to demand-driven. The old supply-driven approach is done unilaterally by the provision of vocational education, from planning, curriculum development and evaluation.

In the demand-driven approach that expects the business world, the industrial world or the world of work. Vocational High School (SMK) as a formal educational institution as a form of a unit of vocational education continues to follow market developments in accordance with the applicable curriculum. Vocational High School is expected to produce graduates who have competence in the field of expertise and can be developed and ready to enter the workforce.

The 1994 Curriculum change from the previous curriculum was a revamp of the School-based dual-program program. Approach the learning through a competency-based approach (Competency based training). The change from a double-based school-based education by implementing a program of learning carried out in two places. Basic vocational theories and practices are carried out in schools, whereas productive skills are carried out in DU / DI with the principle of learning by doing. In carrying out this curriculum shall be in the form of National Vocational Education Assembly (MPKN) for the National level established by the Joint Decree (SKB) Mendikbud and chairman of KADIN on 17 October 1994 No.0267a / U / 1994 and No. 84 / KU / X / 1994. MPKN has effectively mobilized various corporate organization bodies and professional associations under the auspices of the Chamber of Commerce, while at the school level an MS (School Assembly) must be formed to determine / determine the Couple Industry (IP) that will be used as prakerin students. MS is always working with SMK in various ways to implement the PSG program, among others, is to arrange curriculum synchronization between the materials that will

be taught in the industry and in the SMK on DU / DI IP, MS also supervise the implementation of PSG program together with SMK .

Furthermore, in the 1999 curriculum development through PP 29/1990, vocational education is only described in three places. Article 1 Paragraph 3 states:

"... vocational secondary education is education in secondary education which prioritizes the development of students' ability to perform certain types of work".

Meanwhile, Article 3 Paragraph 2 states that:

"Vocational secondary education prioritizes the preparation of students to enter employment and develop professional attitudes".

The implementation of PSG with the development of the 1999 edition of the curriculum finds a variety of constraints, including: geographic constraints, readiness constraints and potential SMK, SMK program constraints that are less supported by the existence of industry in the area, less effective teachers from schools, and instructors in industry, the difficulty of collaborating with IP, and the weakness of management training in the industry. This coincided with the enactment of Law no. 22 of 1999 on Regional Government, and Law No. 25 of 1999 on Central-Regional Financial Balance. Strategy of application of PSG in Curriculum of 1999 Edition using Competency Based Training approach and approach

The strategy of applying PSG in Curriculum of 1999 Edition using Competency Based Training approach and Broad Based Competency (BBC) approach was less successful or arguably failed to overcome the problems of education in SMK so that starting from 2000 year of policy about link and match and dual system education models are not popular anymore. Prominent failures due to lack of standardization in terms of competence and certification so that students' knowledge and skills are largely unsuitable when applying for employment, as well as certification issued by the certification body / agency not recognized by industry

Furthermore, in the development of the PSG program when the enactment of the 2004 curriculum as a refinement of the 1999 edition curriculum. One of the innovations on the SMK Curriculum of 1999 Edition is the enactment of the Decree of the Minister of Education and Culture R.I. No. 323 / U / 1997 on the Implementation of Double Systems at Vocational High School on December 31, 1997, which contains the necessary components in the organization of PSG. The change of curriculum in line with the policy of the enactment of Law number 20 year 2003 regarding *sisdiknas* (national education system) as described in SK Kepmendikbud as mentioned above, explained that:

"The purpose of vocational education is to prepare learners to become productive human beings, able to work independently, fill vacancies in the DU / DI as middle-level workers, in accordance with competence in the program of expertise chosen. Preparing learners to be able to choose a career, tenacious and persistent in competing, adapt the work environment and develop a professional attitude in the field of expertise that interest ".

The 2004 curriculum equips learners with knowledge, technology and arts so SMK graduates have the competence to fill the working world or develop themselves through the improvement of study ladder.

Implementation of PSG when SMK implements this 2004 curriculum if seen from the relationship of cooperation between SMK and DU / DI, have the same model with PSG implementation in previous curriculum only difference occurs in learning in SMK based on curriculum that must be

run. In connection with the 2004 curriculum learning approach using the approach of PBT (Production Based training) that is production-based education. In terms of the implementation process, if the 1999 edition of the Curriculum assessment of competency test and certification test is not a mandatory evaluation but only as a matter of choice means that students can pass Ebtanas without having to follow competency test or certification test, but in the 2004 curriculum competency and certification test is a mandatory part as part of PSG implementation process, students can not pass Final Examination if not pass competency test and certification test from IP.

The implementation of PSG in 2004 using the 2004 curriculum to the current PSG implementation using the 2006 curriculum (Curriculum Level of Education Unit / KTSP) and the 2013 curriculum, has the same problem in implementing the PSG program. This study was made when SMK partly used the 2006 curriculum and partly used the 2013 curriculum.

Implementation of PSG program which is currently conducted in the academic year 2016/2017 guided by the 2006 curriculum (KTSP curriculum). The approach of learning is done through the approach of PBT (Production Based Training) that is production-based learning approach, that is through Teaching Factor Teaching (TEFA) Teaching Production. This learning program is a development of Unit Production and Services activities (UPJ) that exist in SMK. If the UPJ activities students are only trained in the skills to meet the demands of the curriculum for productive subjects and to market the students' production products to the community as well as to the community business groups without educating them on the working atmosphere and work ethic of the industry, the teaching teaching experience refines the UPJ activities of the school by the way students are taught work according to the working atmosphere in the Industry but the implementation remains in school. Teaching factory is an oriented education

industrial world with an emphasis on learning approaches and supported by a curriculum appropriate to the work situation in the industry. The industrial world that is the target of the process and the learning outcomes of vocational schools has its own character and nuance, therefore the vocational education institution in the learning process should be able to make the appropriate learning approach and in accordance with the desires of the industrial world. This is also in line with the mission of the directorate of vocational development in order to empower SMK in creating graduates who are entrepreneurial and have the competence of expertise through the development of cooperation with industry and various relevant business entities in the form of teaching factory teaching. The teaching factory program is a combination of existing learning, Competency Based Training (CBT) and Production Based Training (PBT). Understanding that a skill or life skills process is designed and implemented based on actual work procedures and standards to produce products that meet market / consumer demands. In a brief explanation of teaching factory is business-oriented learning and production. The process of applying the teaching factory program is by combining business concepts and vocational education in accordance with relevant competency skills, for example: in the course of dress or culinary expertise study through baking or clothing making activities made and done by the students themselves. The fact that the vocational education institutions always try and work optimally in motivating and responding to the distribution of alumni, both as a workforce that fills the scope of work and who create their own employment. However, due to the lack of information on job

opportunities is a constraint and a bitter reality that must be accepted for the ranks of schools located in areas far from the activities of job / business exchanges. With the teaching factory program is a positive step offered through government policies to develop the entrepreneurial spirit, in the hope that graduate school vocational school (SMK) can be a regional asset and not a burden of the region. Furthermore, it is expected that through the teaching factory program, many emerging entrepreneur candidates will come from SMK graduates.

Graduates of Year 2011/2011 Graduates of 2011/2012 Graduates of the Year 2012/2013

No Competence

Expertise Rich

Kerjake DU / DI graduates continue Graduation of Work Graduates to DU / DI Continue Kml
Kerjake DU / DI continue

1 A.PERHOTELAN 27 19% 41% 44 11% 41% 68 35% 53%

2 TATA BOGA 31 19% 35% 53 22% 34% 49 24% 55%

3 TATA BUSANA 114 11% 19% 60 42% 47% 114 13% 25%

4 RPL 66 12% 53% 148 19% 30% 66 12% 58%

5 MUTI MEDIA 0 0 0 0 0 0 0 0

6 T. BEAUTY 0 0 0 0 0 0 0 0

In the above table that is not tracked by BKK (Special Bureau) that handles graduates, are those who are not employed / unemployed or entrepreneur.

By implementing the PSG program through various curriculum improvements from the curriculum of 1984, the 1994 curriculum, the 1999 curriculum, the 1999 edition curriculum, the 2004 curriculum, the 2006 curriculum to the 2013 curriculum, beginning in the academic year 1993/1994 until the academic year 2012/2013, maximum results as the government wishes. The desire of the government in making the PSG program policy is the absorption of SMK graduates in the industry, able to open job opportunities so as to suppress unemployment of middle-level workers. But what happened from the curriculum to PSG implementation curriculum did not get the maximum results, which happened just a lot of vocational high school graduates who continue higher studies. DU / DI still finds it difficult to accept SMK graduates because of their competence under DU / DI standards and lack of relevance between competencies of graduates with competencies required by DU / DI. The absorption capacity of SMK graduates in the

workforce is still relatively low compared to those who continue the study as shown in the table above

Implementation of PSG based on teaching factory as UPJ development of school which is a productive-based learning approach is expected to give maximum result to the absorption of students in fact the field condition does not show the result as expected by the government. In preliminary research data obtained from the research locus namely SMKN 3 Pamekasan obtained data that in the last 3 years graduate SMKN 3 Pamekasan, students continue more studies than the absorbed in the world of work. Table 1.4 below shows the absorption condition of students graduated from SMKN 3 Pamekasan in the last 3 years.

Table.1.4 Absorption power of SMKN 3 Pamekasan 3 years after application of teaching factory

Graduated Year 2014/2015 Graduated Year 2015/2016 Graduated Year 2016/2017

No Competence

Expertise

Number

graduates

Work

Go to DU / DI

Continue

Number

graduates

Number

graduates

Work

Go to DU / DI

Continue

Work

Go to DU / DI

Continue

1 A.HOTELS	54	39%	44%	45	4%	51%	70	12%	4%
2 TATA BOGA	37	11%	27%	38	29%	53%	61	7%	21%
3 TATA BUSANA	96	7%	45%	69	38%	.41%	34	9%	65%
4 RPL	105	11%	74%	99	19%	67%	144	8%	51%
5 MUTI MEDIA	0	0	0	37	5%	81%	144	10%	42%
6 T. BEAUTY	0	0	0	0	0	0	0	0	0

The condition as shown in the table above shows that the result of PSG program implementation using teaching factory teaching and curriculum that is in effect (2006) has the same tendency with the research of PSG implementation which uses the previous curriculum that the absorption ability is low relative than the students who continue the study. This is not in line with the expectations of the government implementing the PSG program policy with the aim that SMK graduates are absorbed in the world of work, opens job opportunities do not get maximum results if not to be called a failure. There are interesting things that need to get answers from the results of student absorption as above mentioned is whether the implementation of PSG program policies have been implemented correctly in accordance with the regulations contained in kepmendikbud number 323 / U / 1997 on the implementation of PSG in SMK?

Implementation of PSG using teaching factory as a basis to improve student competence should give results as expected by the government, given that students are given adequate skills before implementing prakerin. This is in line with the government's expectation through the PSG policy and teaching factory issued by the government that SMK graduates can be absorbed by the world of work. This PSG program when considered is a form of student promotion strategy through approach to DU / DI as school partner. With this approach, DU / DI is expected to be interested in

the competency of the vocational students, so it is expected that DU / DI can absorb SMK graduates to become employees in the place of business.

However, the government's policy in the field of education in which there is a desire to improve the competence of graduates in accordance with the vocational competencies required by the DU / DI and is a form of promotion strategy graduates through the approach to DU / DI as the user labor will not bring results if the implementation of policy is not carried out properly, with the correct process in accordance with the objectives of the policy being created and by complying with the policy as regulated by the policymaker. Many theories about policy implementation that explain the things that affect the success of the implementation of policy but the policy implementation theory Ripley and Franklin Model is more appropriate in viewing the implementation of PSG programs and teaching factory run by the school. According to Ripley and Franklin are three dominant ways to know the success of an implementation as revealed by Ripley and Franklin, in Amri Yousa (2007: 82), namely:

1. The success of an implementation, should be measured from the level of compliance (compliance). This compliance perspective merely deals with issues of bureaucratic behavior regulated in law;
2. That the success of the implementation is characterized by the smoothness of the functional routine and the absence of problems encountered;
3. That the success of an implementation refers to and leads to the implementation and its desired impact of all desired programs.

Ripley and Franklin's opinion above shows that the success of an implementation will be determined how the level of compliance of the implementer, the smoothness of the functionality of the institution / the smoothness of the implementation process, and the outcomes of the program in accordance with the program plan. When viewed from the above provisions, then these three factors can actually also be seen as one tool to evaluate the implementation of the policy.

Implementation of PSG program policies that are carried out properly in the hope of PSG program objectives and teaching factory will be realized. Successful implementation will increase the absorption of SMK graduates in the world of work according to government policy objectives through Kepmendikbud as stated in kepmendikbud number 323 / U / 1997 about the implementation of PSG, another impact is the reduction of unemployment of secondary staff.

Based on what is described above, the authors try to do research to find out how the implementation of PSG program policies and teaching factory in SMKN 3 Pamekasan run. In addition to knowing whether the government policy has implications for the absorptive power of graduates. The study is a case study

implementation of Dual System Education at SMK Negeri 1 Salatiga, (2) describes the role of DUDI in the implementation of Industrial Work Practice of SMK Negeri 1 Salatiga, and (3) to know DU / DI Perception toward the implementation of Dual System Education. This research is an analytical

descriptive research using qualitative approach. Through this research, it can be concluded that the Role / Participation of DUDI is still limited to the willingness to accept the students of practice, not yet actively involved in planning / preparation and decision making concerning the concept and the initiative for the improvement of the implementation of Dual System System and Industrial Work Practice (Prakerin). In improving the students' quality competency and the quality of vocational education and the implementation of Dual System Education at SMK Negeri 1 Salatiga, DU / DI has roles in the following stages: (1) planning / preparation, (2) implementation, and (3) monitoring and evaluation. In general, the recommendations or recommendations to optimize the role of DU / DI are as follows: (1) the need for reconstruction of partnership scheme between school (SMK N 1 Salatiga) with partner institution (both from government and private institution) in making cooperation, (2) the need for authorization or involvement of DU / DI in the process of competency and certification test, considering that for this time, the DU / DI can play more role in every process of Dual System Education, as well as its implementation in every stages of the implementation of Industrial Work Practices; DU / DI is not involved in competency and certification tests. This is one of the efforts to get quality students and meet the demands of the job market

Wahyu Nurharjadmo in 2008 conducted a study with the title: "EVALUATION IMPLEMENTATION OF DOUBLE SYSTEMS EDUCATION POLICY IN SCHOOL HIGH SCHOOL"

This research is a research designed in the form of evaluation research of PSG Program implementation where the result will be described in qualitative descriptive form. The research was conducted at SMK Negeri II Klaten. This is based on the consideration that SMK Negeri II Klaten is the most public vocational school deemed successful by most of the community. Primary data was collected from the informants / resource persons both in the Education and Culture Office of Klaten Regency (SUBDIN DIKMENJUR), in SMK Negeri such as School Principals, Teacher Board, School Committee, Siawa and also on the company / industry as its working partner. Meanwhile, secondary data obtained by looking at archives, documents relating to the implementation of PSG, the state of the school and so forth. The data was collected through in-depth interviews, observation / observation and documentation study. Data analysis with qualitative descriptive analysis method, researcher using interactive analysis model from Miles & Huberman (1988). Furthermore, to test the validity of the data obtained, the researchers used the technique of triangulation of sources to test the validity of the data. From the research results obtained 1. Implementation of Double Dual System Education System Program (PSG) in SMK Negeri 2 Klaten implemented refers to the Minister of Education and Culture Decree of the Republic of Indonesia number 323 / U / 1997 on the Implementation of Dual System Education In Vocational Secondary School. The implementation began in the academic year 1998 / 1999. PSG program is basically an education program conducted in two places, namely in schools, especially for the mastery of theory and in places of business / industry, especially as a partner for the needs of student work practices. In both places are assessed by both teachers and instructors who teach practice at their partner's institution. This PSG program covers vocational theory, basic practice and industrial work practice. For vocational theory and basic practice is done in School, while for industrial work practice held in the institution of his partner. For the implementation it is determined that students during the first three years get education at school and only in the

fourth year so students get education and training in their partner institutions. In terms of implementation, various stages performed by the school, among others are: a. Preparation of PSG Working Group PSG Development of PSG under the coordination of Deputy Head of School of Production and Industrial Relations Unit (UPHI). In the framework of the establishment of POKJA has successfully formed 3 Pokja namely: 1. PSG Pokja 2. Pokja BKK Humas Industri 3. Pokja Unit PSG Pokja Production Group, which is the Pokja that leads and coordinates all PSG activities. This Working Group is most responsible for the successful implementation of the PSG program. The Working Group is obliged to socialize the PSG program, to determine the partner institution to send students to industrial work practices. This Working Group together with Pokja BKK Humas Ind

the average researcher examines the evaluation of PSG Program in SMK and Teaching factory in terms of the influence resulting from the learning process with learning programs both PSG and teaching factory. The researchers did not discuss how the implementation of regulatory policy as a reference or legal basis for the implementation of PSG in SMK and the impact that occurs when the rule is not purely applied as a basis for the reference of PSG program implementation. Likewise with learning factory teaching has not been studied the influence of teaching factory teaching which is a form of factory learning implemented in schools on the quality of graduates as well as the effect on the absorption of graduates if the teaching factory program is applied in the school. For that reason researchers do research about it in the form of seeing how implementation of the program based on teaching factory PSG applied in SMK in this case in schools that have implemented teaching factory teaching in SMKN 3 Pamekasan that researchers make as research locus, with the hope of the results of this study it can be seen how schools implement PSG program policies that its implementation rules are regulated through Kepmendikbud number 323 / U / 1997.

3. Research Methods

The method of research that the authors do is qualitative method with case study approach, the researchers reasoned that SMKN 3 as a research object has a unique phenomenon compared with other SMK SMK Negeri or private SMK in Pamekasan. This uniqueness includes that teachers in SMKN 3 Pamekasan majority are women considering the vocational school before it changed its name to SMKN 3 Pamekasan is SMKK (Vocational School Keputrian). In addition the quality of teachers in the school is on average higher than the Other state SMKN both teachers in SMKN 1 and in SMKN 2 Pamekasan when viewed from the background of education, considering SMKN 3 ever become SMK RSBI since the academic year 2008/2009 until the closing of RSBI program in academic year 2012 / 2013. Sebagian teacher -the teacher is a graduate of S1 and S2 and the average is the alumni of students in the vocational school itself who get the opportunity to learn from the government scholarship to continue education S1. Likewise, teaching activities related to teaching factory and Unit Production and Service activities (UPJ) are quite advanced as evidenced by the production activities of bread, beverage, restaurant, fashion and hospitality services with the number of rooms as many as 19 professionally managed rooms. Judging from the absorption of graduates in DU / DI it turns out that many SMKN 3 graduates who are not absorbed in DUDI, this is the basis of researchers conducted research with qualitative methods through case study

approach. Case study in the form of observation, prioritizing data collection techniques through participant observation, while the focus of his study on a particular organization in this case is an educational institution SMKN 3 Pamekasan. The organizational sections that are the focus of the study include: (a) Institutional units that handle PSG activities; (b) The institutional unit handling the teaching factory activities; (c) Unit activities dealing with the Production Unit and services (UPJ); (d) Institutional Unit that handles Public Relations; (e) Institutional Unit that handles the curriculum; (f) The institutional unit that handles graduate marketing (BKK); (g) Institutional units dealing with school administration (TU); (h) Institutional leadership unit (School Head), (i) School partnership unit (school committee / School Assembly). Some aspects of the case study that can be drawn from this research are:

- (1) Determine the "case" for the research, the overall setting or location of research and responses to the marketing potential of SMKN 3 Pamekasan graduate students in DU / DI where students perform prakerin.
- (2) This case is a "bound system" bound by time (data set six months) and place (a marketing graduate student of SMKN 3 Pamekasan in DU / DI).
- (3) Using a large and extensive source of information in data collection to obtain a detailed picture of the implementation of PSG-based teaching factory program policy at SMKN 3 Pamekasan.
- (4) Using a lot of time to explain the context or setting of cases, the implementation of policies on teaching-based PSG programs at SMKN 3 Pamekasan

4. Exposure of Research Results

Implementation of PSG program policy in SMKN 3 Pamekasan from observation result, based on existing documentation and interview with headmaster and head of PSG working group where PSG working group in SMKN 3 Pamekasan is in the form of prakerin committee, obtained data that PSG program implementation supported by human resources derived from internal schools and external schools. The internal school's SDM is: (a) the principal, (b) a lapse

strengthening George C. Edward's policy implementation theory. According to the theory of policy implementation of George C. Edward III, one of the variables that influence the success of policy implementation is the resources. Resources are another important thing, in addition to communication variabel, disposition and bureaucratic structure. According to Goerge C. Edward III (in Agustino, 2008: 151-152). Resource indicator consists of several elements, namely: 1. Staf, 2. informasi, 3. authority and 4. facilities.

The results of research on the absorption capacity of vocational high school graduates in this study can not be generalized in all vocational schools but only occur in SMKN 3 Pamekasan, as a case study of the implementation of PSG program policies in improving absorption of graduates. Absorption of graduates is one indicator of several indicators that can show the success of

educational services products in SMK. The absorptive capacity of graduates is closely related to the quality of graduates, the needs of the workforce, the relevance of the competencies of the graduates with the required competencies and the conditions of national economic growth. This research does not discuss about the variables that influence the absorption as conducted in quantitative research but what is known is whether the Dual System Education program policy (PSG) is a policy of "link and match" a strategy that wants to produce graduates who have the appropriate competence with what the industry needs to improve students' absorptive capacity. With the implementation of the right policies in accordance with the policies set forth in kepmendikbud number 323 / U / 1997, the implementation of compliance with the rules and regulations that apply in implementing the policy will have an impact on the smooth implementation of the process without any problems. Smoothness in this process is expected to increase the absorption of students. This is in line with Ripley and Frankin's policy implementation theory that the success of a policy implementation will be determined how the level of compliance of the implementer in implementing the policy, the smoothness of the institution's functional routine, and the outcomes of the program according to the plan of the program.

5. Important Findings, Research Implications and Propositions

5.1. Implementation of PSG policy based on teaching factory

Dual System Education (PSG) is a learning system that is done in two places, namely in school (SMK) and in Industry (DU / DI). PSG is a learning system that must be run in Vocational High School (SMK). This learning system is a form of learning that is considered to solve the problems that occur between vocational schools as a supplier / provider of labor with the world of work (DU / DI) that require labor supply. If prior to the enactment of PSG, these two institutions are considered to be mutually exclusive, in which the SMK feel to produce graduates who are in accordance with the demands of the curriculum that is used as guidance, but the working world feel that SMK graduates do not have the competencies as required. Thus the hope of the vocational school to graduate immediately absorbed in the DU / DI, but the DU / DI difficult to accept the graduate SMK because the competency of SMK graduates are not in accordance with the required competencies. This condition requires a solution that can accommodate 2 (two) interests ie the interests of the SMK and the interests of the DU / DI, then put into effect "dual system" learning system that has the meaning of relevance and correspondence, related to the competence of students with competencies required DU / DI. Dual system is better known by the name of PSG. This program basically regulates the need for vocational competencies such as what DU / DI wants on vocational graduates. What educational facilities and infrastructure / facilities that must be prepared by the school so that the competence of graduates meet the wishes of the DU / DI. To implement the program required a legal umbrella, the legal basis governing the implementation of the PSG program is contained in government regulations through kepmendikbud number 323 / U / 1997 which includes the partnership policy of SMK and Dunia Usaha / Dunia Industri (DU / DI) in the framework of industrial practice. The policies contained in Kepmendikbud still continue since the implementation of the regulation on PSG program of the academic year 1997/1998 although there has been a change of government system from centralized to decentralization including education management. PSG program policies are

implemented through collaboration that essentially involves three important components namely the School Assembly (MS), the Business World / Industrial World (DUDI) that will use the students and the vocational high school (SMK). Those three institutions are implementing partnerships to improve the quality of human resources through PSG program mechanism.

Important findings:

5.1.1 Graduation rate through PSG-based teaching factory implementation

Implementation of PSG based teaching factory in SMKN 3 Pamekasan done by paying attention to the signs of the implementation of the PSG Level absorption graduates through the implementation of PSG based teaching factory

Implementation of PSG-based teaching factory in SMKN 3 Pamekasan is done by paying attention to the guidelines of PSG implementation as stipulated in the rules kepmendikbud number 323 / U / 1987. One of the objectives of the PSG policy stated in Kepmendikbud number 323 / U / 1997 article 2 is "To improve the quality and relevance of vocational education through the role of IP (Couple Industry);

Important findings:

In the implementation of the PSG program d SMKN 3 Pamekasan, All the process is from stage to stage start planning stage, implementation up to stage of monitoring and evaluation which is run with the support of Couple Industry (IP) but the findings data keserapan very low level. working in DU / DI. The objective of PSG policy implementation stated in one of article kepmendikbud no 323 / U / 1997 article 2 as mentioned above actually paves the way for the absorption of SMK graduates through the implementation of PSG. The reality of many students who are reluctant to work in DU / DI are used as partnerships, although there is an offer from DU / DI to work on the instansinya. This reluctance as a result of the students felt less suitable and uninteresting to work in the place where he did prakerin. This is one form of failure of the implementation of the policy because it does not meet the expected results, one of the causes because the IPs are made as the average pair of less standardized. This is as a result of the absence of MS who participate in the selection of IP appointment that deserve to be a place prakerin. Thus, although there is fluency in the process, from planning to implementation and evaluation, but does not guarantee the success of the desired goals. The above findings reinforce the policy theory according to Ripley and Franklin as follows:

Ripley and Franklin's theories that the success of policy implementation can be reviewed from the perspectives of the implementation process and the implementation results. From a process perspective, a government program is said to be successful if its implementation is in accordance with the guidelines and implementation provisions made by the programmer that include, among other things, the implementation, the implementing agency, the target group and the program benefits. While on the results perspective, the program can be considered successful when the program brings the impact as desired. A program may be successfully viewed from the point of view of the process, but may fail to be viewed from the resulting impact, or vice versa.

The findings obtained that the implementation process in SMKN 3 Pamekasan running well in accordance with the stages but did not provide results with no absorption of SMKN 3 Pamekasan graduates as desired.

5.1.2 Human Resources and facilities / infrastructure support

Implementation of PSG policy based on teaching factory in SMKN 3 Pamekasan supported by human resources both from internal school and from external school for the success of PSG program. The supporting human resources from the internal school are in addition to the leadership and from the leadership staff also came from teachers and employees, both administrative staff and employees of the production units and teaching factories. They work through an authority based on existing institutional organizational structures and the division of tasks according to their main tasks and functions (tupoksi). Communication between the leadership, staff and all staff on duty always interwoven smoothly. Likewise with the support of facilities / facilities that use the teaching factory to place students to practice and equip basic competencies as the provisions of the implementation of PSG. Where in the provision of PSG arranged in kepmendikbud number 323 / U / 1887 the school assignment provides vocational theory and basic vocational practice is the task of DU / DI on prakerin activities provide professional competence, work ethic and discipline. Support is also provided by institutions established by the school through the BKK (Special Bureau of Work) who get recognition from the province of East Java. Where BKK duty is to market students to the world of work (DU / DI). Support human resources and facilities / facilities relatively good enough it does not guarantee the success of the implementation of the PSG program with keterserapan SMK graduate in the world of work, but such support can have an impact on the smooth process of policy implementation. It also reinforces George Edward III's Policy Implementation Theory that the support of Resources, Facilities, Giving authority in accordance with tupoksi and intense communication done will have an impact on kel

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Important findings:

Implementation of PSG programs supported by qualified human resources (meet the standards of tendik) and infrastructure facilities that meet the educational infrastructure standards of 8 competency standards, with the aim of producing graduates who have professional competence as the desire of the industry so that the industry is ready to accommodate them to the workforce of the institution will bring results if the government still opens a policy opportunity that gives students the opportunity to pursue higher-level study as set forth in article 15 of UU sisdiknas number 20 year 2003. This policy is derived in the regulation of Pemrintah as kepmendikbud number 323 / U / 1997 Article 2 that there is no single PSG goal that requires graduates of SMK to work. This policy provides the choice between work and resume. The results of the study found that students of SMKN 3 Pamekasan continued study more than work.

5.2 Research implications

The theoretical applications

The theoretical implications of the policy implementation research results indicate that:

- 1) The results reinforce the theory of policy implementation of Ripley and Franklin, that the non-compliance of implementers in implementing the policy will impact on the success of the desired goal
- 2) The results also reinforce Replay and Franklin's implementation theory that the success of the policy or program is also studied based on the perspective of the implementation process and the results perspective. In the process perspective, government programs are said to succeed if their implementation is in accordance with the guidelines and implementation requirements. In the perspective of the program results are said to succeed if the program brings impact as desired implementing agent. A program may be successful from the side of the process but may fail when viewed from the side of the resulting impact, and vice versa.

3) The results also strengthen the theory of policy implementation George Edward III that the implementation of policies supported by resources, facilities, giving authority to staff according to tupoksi and intense communication carried out will bring the impact of the smooth process implementation policy

b. Practical implications

Implementation of PSG policy at SMKN 3 Pamekasan aimed at students to work in DU / DI will never bring results if students are still given the choice between work and study. Moreover, if the IP partner does not provide a better future guarantee if students have to work on the institution.

5.3 Proposition

The results of the implementation of PSG policy based on teaching factory in SMKN 3 Pamekasan can be formulated as follows:

1. Implementation of the policy will deliver results in accordance with the policy objectives if the implementer implements the policy by fulfilling the principle of compliance as the rules and guidelines set forth in the policy.

2. Keberhasilan Implementation of policy can be reviewed from the perspective of the process and results

not supported by other policies that provide reinforcement support on the desired policy

6. Conclusions and suggestions

6.1 Conclusions

Based on the results of data analysis and research findings that in the Implementation of Teaching Factory Double Teaching System policy in improving absorption capacity of Vocational High School can be concluded that;

1. Implementation of Double Teaching System Education Policy at SMKN 3 Pamekasan is not fully implemented as stated in PSG guidance from Directorate of Vocational High School Guidance refers to kepmendikbud RI number 323 / U / 1997 on PSG Implementation in SMK, with no formation School Assembly (MS) which has a very important role in the success of PSG, this is also not in line with the joint policy between mendikbud and chairman of Kadin as stipulated in kepmendikbud number 0267a / U / 1994 and number 84 / KU / X / 1994 dated 17 October 1994 on the Establishment of a Central-Level Cooperation Agency called the National Vocational Education Council (MPKN), the District Level called the Provincial Vocational Education Assembly (MPKP), and the School Level is called the School Assembly (MS). But from the side of the process from planning, implementation to monitoring and evaluation has been run in accordance with the stages determined as stated in the policy kepmendikbud number 323 / U / 1997.

.2. Daya Absorption graduates of SMKN 3 Pamekasan to work in DU / DI is lower than the graduates who continue their studies to the university one of the causes is DU / DI where do prakerin not through the choice of DU / DI in accordance with the expected SMK with no the formation of the MS where one of its task is to determine the IP (DU / DI) in accordance with the competence of skills required by the students, the Vocational School with DU / DI does not synchronize the curriculum to get the suitability between the competence of students and the required competence DU // DI. As a result students are not interested to work in their premises even though there is an offer to work in place prakerin.

3. Support of Human Resources, facilities and Infrastructure needed in the implementation of PSG is good enough with the support of human resources both coming from internal school and external school Human Resources support from internal school obtained from; (c) Head of the program of expertise, (d) Heads of UPJ schools, BKK organizations (Special Bureaux of Work) and (e) designated teachers according to the decree made by the principal. Prerinel committees are written through the principal's decree, complemented by a clear division of tasks, complete in the technical guidelines for the implementation of prakerin. External school support is; (a) the parents of the students, (b) the school committee, (c) the stakeholder, (d) the DU / DI leader who becomes the Pair Industry (IP) SMKN 3 Pamekasan. Support The infrastructure facilities are provided with availability, UPJ units and teaching factory learning facilities.

6.2 Suggestions

1. Suggestions for SMKN 3

a. Promotion of graduates using program implementation activities as a means of promoting graduates should pay attention to and comply with policies made by policy makers with regard to the policy items being made.

b. PSG activities based on teaching factory will bring optimal results if implemented properly. and to adhere to the principle of compliance with the content of the policy, MS shall be established as an institution that will assist the cooperation with DU / DI as stipulated in the articles on kepmendikbud number 323 / U / 1997.

2 Suggestions for Industrial Parties / DU / DI

a. Partnership cooperation with SMK should really be understood as a form of participation in improving the quality of graduate high school graduates who become partners

b. Cooperation partnership with the SMK sought to bring benefits with the concept of symbiosis mutualis

3 Suggestions for Government

Government policies should be accompanied by rewards and punishments through other policies that support / strengthen policies relating to the PSG program so that the policy is adhered to and implemented in accordance with the policy objectives and to bring results to policy implementers.

b. PSG policies involving several implementers of the policy need to be periodically evaluated to determine whether the policy is implemented correctly and in accordance with the policy objectives being made

c.If the PSG program policy is made with the aim that vocational school graduates are prepared for work then there should be other policies made that do not provide opportunities for graduate vocational schools to continue higher education level.