

Collaborative Governance in the Implementation of Sewing Training Program

Nur Afifah^{1*}, Sungkowo Edy Mulyono²

^{1,2}Department of Non-Formal Education, Universitas Negeri Semarang, Indonesia

ABSTRACT

The government continues to strive to reduce the unemployment rate through competency-based training programs at the Job Training Center. This study aims to investigate the implementation of collaborative governance in the sewing training program at UPTD BLK Kendal, employing a qualitative approach and a case study research design. Data were obtained through interviews, observations, and documentation, and then analyzed interactively using Ansell & Gash's theory. The results showed that the collaboration process went quite well through five stages: (1) Face to face dialogue through FKLPID; (2) BLK trust building gives full trust to LPK as the technical implementer of training; (3) Commitment to process through MoU; (4) Share to understanding already has the same understanding of the output and outcomes of the training program; and (5) Intermediate outcomes of the success of trainees in the competency test and absorbed into the world of work. As well as intermediate results in the form of certified graduates and absorbed work. However, there are still challenges such as suboptimal communication, participant readiness, and differences in training facilities. This research is expected to contribute to enhancing the effectiveness and efficiency of training program implementation strategies and strengthening collaboration among stakeholders to address unemployment.

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*Correspondent Author:

Nur Afifah

Email:

nurafifah201016@students.unnes.ac.id

INTRODUCTION

According to information obtained from the Central Statistics Agency (BPS) of Kendal Regency in 2023, there was a decrease in the Open Unemployment Rate (TPT) by 1.58 percentage points compared to August 2022, with the number of TPT in August 2023 of 5.76 percent or as many as 36,528 people (Central Statistics Agency, 2023). Although the number of decreases is visible, there is still an unemployment rate, amounting to 36,528 people. Various efforts will be made to reduce it in the following years, so that there is no more unemployment in the Kendal Regency area. Unemployment occurs due to the rapid increase in the number of workers compared to the available jobs. The high unemployment rate will create various problems, including poverty, crime, and economic instability. This will be an obstacle and a burden to a country's economic growth (Nurahman, 2020; Laksamana, 2016).

Therefore, strategic efforts are necessary to address the issue of unemployment, one of which is through community skills development. The community must be able to improve both soft skills and hard skills to compete effectively in the world of work (Umasugi et al., 2024). Increasing individual capacity, especially in the informal sector and MSMEs, can be a solution in creating new job opportunities. Job training programs, skills courses, and community empowerment initiatives based on local potential are crucial steps in enhancing the competitiveness of the workforce. When people are equipped with skills relevant to the job market's needs, they are not only more easily integrated into the world of work but also have the opportunity to create independent businesses.

The government itself plays a strategic role in providing skills training programs for the community, preparing policies, and building infrastructure for human resource development (Ginting, 2021; Fajriyani et al., 2023; Yulianto, 2025). Education and training are effective forms of collaboration in providing skills-based knowledge and understanding of the behaviors required for their application. Both are learning processes that take place systematically outside the formal education pathway to equip individuals with knowledge, skills, and attitudes that support performance improvement (Mulyono et al., 2023). Thus, skills development serves not only as a short-term solution to unemployment but also as a long-term investment in supporting inclusive and sustainable economic growth (Poai et al., 2025).

UPTD Job Training Center of Kendal Regency is a non-profit government institution that organizes training programs at the regional level. BLK is a platform for job training that enables individuals to acquire and master specific work skills (Adiputra et al., 2023). The sewing training program is the most popular training, with the highest attendance among many trainees. This is not spared from the cooperation that has been carried out previously with the Kawasan Industri Kendal (KIK), based on the analysis results, which indicate that the majority of companies need sewing services. KIK is the center of the area where industrial activities are concentrated, where various large companies are concentrated, which is a field of job opportunities for the people of Kendal (Sarfiyah et al., 2023).

The implementation of sewing training at UPTD BLK Kendal remains a question of whether it is truly effective in the implementation process and on target. Notably, many graduates from the Job Training Center who participate in this training do not immediately secure a job or find employment in the workforce (Kusnadi et al., 2022). Some of the participants who have graduated are still unemployed and have not found a job in the vocational field they studied. According to Nuraeni et al. (2022), there is a need for a strategy to manage the Job Training Center, facilitating its graduates' transition into the Business World and Industrial World. Through this cooperation, a business ecosystem and social network will be created.

Collaborative governance from the perspective of public administration, according to Astuti et al. (2020), involves a collaboration or cooperation with various parties in an activity to achieve predetermined goals. Collaborative governance is a collective decision-making process based on consensus regarding public management policies, involving various actors outside the government. These actors include community leaders, business people, academics, non-governmental organizations (NGOs), and other institutions that participate in jointly managing the public interest (Emerson & Nabatchi, 2015; Bryson et al., 2015; Islamy, 2018). The government itself, as a public servant, certainly has limitations in achieving optimal goals or results; therefore, it is necessary to involve other parties to achieve optimal results (Noor et al., 2022). Such as the implementation of sewing training at UPTD BLK Kendal in collaboration with Private LPK as an addition to instructors in the training, not only within the scope of the service.

Pratama et al. (2021) reveal that the training program's goals have not been fully achieved, as evidenced by the fact that some participants still struggle to enter the workforce or establish their businesses. During each training period, approximately 60% of participants secured a job in a company or started an independent business, while the remaining 40% were still unable to find employment. In addition, research conducted by Mutoharoh et al. (2024) on government collaboration to increase the competitiveness of the workforce through the Handak Begawi program in Bontang City has been running quite well, but not optimally, by involving relevant stakeholders. The study used the Collaborative Governance model of Ansel and Gash (2007) with four main variables, namely (1) starting condition; (2) institutional design; (3) facilitative leadership; and (4) collaborative process.

The novelty of this study lies in identifying how to implement the collaborative governance process in the sewing training program at UPTD BLK Kendal, utilizing the theory of [Ansell & Gash \(2008\)](#). Approach *collaborative governance* is considered relevant in the context of on-the-job training because it allows for the involvement of various stakeholders in actively designing, implementing, and evaluating programs. The use of collaborative governance for collective problem-solving has become a useful model for different levels of government in their efforts to achieve public goals ([Agbodzakey, 2015](#)).

The process of a collaboration is carried out in several stages. A stage of the collaboration model is crucial to consider as a strategy in the management aspect of a public affair ([Labib et al., 2023](#)). Thus, this study aims to identify collaborative governance in the implementation of sewing training program at UPTD BLK Kendal by using the concept of collaborative Governance by [Ansell & Gash \(2008\)](#) which focuses on the collaborative governance process itself which consists of (1) face to face dialogue; (2) Trust building; (3) Commitment to process; (4) Shared understanding; and, (5) intermediate outcomes. The results of the research are expected to make a valuable contribution to increasing the effectiveness and efficiency of strategies in implementing vocational competency-based sewing training programs, as well as strengthening collaboration between stakeholders in the context of reducing the unemployment rate.

METHOD

This research employs a qualitative approach, utilizing a case study research design. According to [Gunawan \(2022\)](#), case studies are methods that examine in depth a particular object considered a case, generally relating to a specific social unit observed under natural conditions. This research produces a thorough understanding, with subjects that can be individuals, groups, institutions, or communities. In qualitative research, the researcher serves as the primary instrument, and data collection is carried out non-numerically, utilizing a combination of techniques ([Scott, 2015](#)). The purpose of this study is to understand how the implementation of *collaborative governance* affects the sewing training program at UPTD BLK Kendal, including the challenges faced.

The research was conducted at the UPTD Kendal Regency Job Training Center. The selection of research subjects was conducted using purposive sampling techniques, which involve sampling with specific considerations, by establishing suitable standards and criteria for the research ([Scott, 2015](#)). Based on this, the subjects in this study are the parties involved in implementing the sewing training program at UPTD BLK Kendal, namely the Head of UPTD BLK Kendal, the Head of the Administration Sub-Division, the Training Administrator, the Training Instructor, the head of LPK, and the training participants.

The above informants are primary data in this study, which was obtained directly through data collection using interview and observation techniques. The interview was conducted to gather in-depth information about the implementation of collaborative governance in the sewing training program at UPTD BLK Kendal. The secondary data in the research are additional information from secondary sources, obtained through documentation from various sources, including journals, articles, news on internet sites, the Disperinaker website, written reports, and agency archives related to the research object.

The data is then analyzed through an interactive method ([Miles et al., 2014](#)). Data analysis is carried out in steps, namely data reduction, data presentation, and conclusion. Then, data validation is carried out using the triangulation technique, which involves a data validity check by utilizing other data in the context of checking and comparing. The triangulation technique employed by the researcher involves comparing the research subjects' interview results with the field conditions observed. In addition, the researcher also compared it with documents obtained in the field.

RESULTS AND DISCUSSION

The initial process is the planning process for organizing training at BLK, which is carried out annually before the implementation of training. This planning process involves training funding sources that originate from the State Budget, administered by the Ministry of Manpower, and then allocated to Balai Besar Pelatihan Vokasi dan Produktivitas (BBPVP Semarang). Also, the APBD is sourced from the General Allocation and Dana Bagi Hasil Cukai Hasil Tembakau (DBHCHT). At this stage, BLK prepares a proposal for a training or vocational program, which is submitted according to the specific funding mechanism. After the proposal is approved and the budget implementation document (DIPA for the State Budget and DPA for the APBD) is determined, then the training activities can begin through the preparation stage of infrastructure facilities, instructor selection, program preparation, and the dissemination of information on social media for training that will be opened until the recruitment process. This organized process is the primary foundation for the sustainability of the training and is one of the key indicators of the application of collaborative governance principles in the early stages of implementing sewing training programs. The implementation of the sewing training program at UPTD BLK Kendal is illustrated in Figure 1.



Figure 1. Implementation of Sewing Training

Based on the research carried out as a whole through field observations and interviews, the results of implementing collaborative governance in the sewing training program at BLK Kendal, which occurs through several stages, are presented in Table 1.

Table 1. Results of Collaborative Governance Stages

Stages	Information
Face-to-Face Dialogue	It was carried out before all training activities began, with the existence of Forum Komunikasi Lembaga Pelatihan dengan Industri Daerah (FKLPID), which was facilitated through good coordination with various parties from different government elements, the private sector, and related companies.
Trust Building	The existence of trust between stakeholders involved in the implementation of collaboration has been satisfactory, as all parties have their forms and ways of building trust. BLK's form of trust in LPK is shown through the provision of full responsibility for the management of trainees

Commitment to the Process	The commitment of the parties is shown by the agreement that is the basis for the implementation of the collaboration, and also the existence of a cooperation agreement in the form of an MoU, in addition to the commitment to the process, as shown by the concrete steps from the parties who establish cooperation.
Shared Understanding	The parties involved from BLK, LPK, and the trainees already share the same understanding regarding the vision, mission, and goals of the training, and each party has fulfilled its role effectively.
Intermediate Outcomes	This indicator is fulfilled through the collaboration process, specifically when trainees generally complete the program within the set duration and pass the competency test. This was stated directly by the head of UPTD BLK Kendal.

According to Ansell and Gash, Collaborative Governance is built through face-to-face dialogue or communication between stakeholders in the exact location and place. The goal is to identify common problems, set goals, and reach mutual agreements, so that direct interaction or face-to-face communication becomes a crucial stage in collaboration. This face-to-face meeting plays a crucial role in building trust, fostering mutual respect, creating a common understanding, and promoting commitment to the course of the activity process (Garvera et al., 2021; Farizal & Habibi, 2024). The initial process of collaborative governance for the sewing training program, namely Face-to-Face Dialogue, has been carried out through good coordination between various parties.

The form of face-to-face dialogue carried out is facilitated by Forum Komunikasi Lembaga Pelatihan dengan Industri Daerah (FKLPID). This forum is designed for face-to-face dialogue among parties who collaborate in the implementation of training. Stakeholders who are members of FKLPID include government and private elements. From government elements, those involved include UPTD BLK Kendal, the Department of Industry and Manpower (Disperinaker), and the Semarang Balai Besar Pelatihan Vokasi dan Produktivitas (BBPVP). Meanwhile, from the private sector, there were Lembaga Pelatihan Kerja Swasta (LPKS), public and private vocational high schools, companies that are members of Indonesian Chamber of Commerce and Industry (KADIN), the Indonesian Employers Association (APINDO), and Bursa Kerja Khusus (BKK) in line with Farizal and Habibi (2024) who stated that in developing partnerships between the government, both central and regional, with the business and industrial world to overcome the limitations of BLK facilities, cooperation is carried out with the Directorate General of Binalavotas together with the Manpower Office, APINDO, KADIN, and worker organizations. Stakeholders in the forum have their roles. The government acts as a source of funding and facilitator, while BLK Kendal serves as the main organizer tasked with preparing a competent workforce. The Private LPK acts as an instructor and assists in the technical implementation of training. This forum was formally held during the preparatory stage. In this forum, it not only fosters collaboration with various industries but also serves as a means to gather information for adjusting training programs to align with industry needs (Nawari et al., 2025).

Through the forum, various agreements were reached, including those regarding the purpose of the training, expected output, implementation schedule, division of instructor duties, governance of training administration, and technical implementation of activities. The existence of this forum is strengthened by a binding legal framework, as outlined in a Decree (SK) and a Memorandum of Understanding (MoU), which serve as the legal basis for ensuring the commitment and participation of all parties involved. (Nawari et al., 2025) stated that the training program aimed to equip participants to be ready to enter the world of work and be absorbed by industrial companies. In

addition, partnerships with companies through the Forum Komunikasi Lembaga Pelatihan dengan Industri Daerah (FKLPID) also support the identification of training types relevant to the labor market's needs.

Trust is the most important thing in establishing cooperation ([Henry et al., 2015](#)). According to Ansell and Gash, the Collaborative Governance process involves not only negotiating between actors but also building trust among stakeholders. Building trust here means that all parties involved have the same intention, namely, to take the best policy or decision in the future. One of the indicators of the success of Collaborative Governance is the development of mutual trust between actors, which stems from both professional and social relationships. This trust reflects the belief that each party involved can rely on the information and efforts made by other actors to achieve a common goal.

The trust between BLK and LPK is established through supervision and the clear allocation of responsibilities. BLK actively monitors the implementation of training under the auspices of LPK, and sets achievement targets in the form of competent trainees who are absorbed into the business world and industry after graduating from BLK Kendal. In addition, to establish trust with the company, BLK first conducts a Training Needs Assessment (TNA) before the training begins, ensuring the program is tailored to the real needs of the relevant industry (Stevens et al., 2024). From LPK itself, building trust with BLK involves working professionally and consistently to meet training standards.

BLK's trust in LPK is evident through the provision of full responsibility for managing trainees during the activity. LPK has the authority to sanction trainees who do not violate personal rights, and LPK is also required to produce training outputs that comply with the competency standards set by BLK. This is also an indicator that instructors from LPK have met the instructor competency qualifications required by BLK. On the other hand, LPK also has complete confidence in BLK that BLK will fulfill its rights as a partner, which is an important basis for maintaining the sustainability of cooperation between the two parties.

For government agencies, this element is vital because they need to have confidence that they can trust partners, both from within the government itself (such as sections, offices, or bodies in a local government) and from outside the government, to carry out mutually agreed activities ([Arianti & Satlita, 2018](#)). It can be concluded that Trust building has been carried out well from the government to other stakeholders in the implementation of this sewing training. Because each actor already has a form of trust by building their respective responsibilities in establishing cooperation. Commitment to the process involves a mutual understanding to consistently carry out a series of activities in order to achieve common goals, and it is a key element in the successful implementation of the sewing training program at UPTD BLK Kendal ([Tri & Pribadi, 2016](#)). Based on the results of a survey of American and Australian collaborative groups, Margerum (2002), as cited in [Ansell & Gash \(2008\)](#), found that member commitment is the most important factor in smoothing the collaborative process. This commitment is also closely related to the encouragement or motivation of actors in carrying out collaborative governance.

The form of commitment between stakeholders in implementing this training is the existence of a cooperation agreement and a Memorandum of Understanding (MoU) that binds all parties to carry out the training responsibly following the agreement. Additionally, the learning scheme has been systematically prepared as a guideline for implementing training activities, providing the technical basis for operations throughout the process. All parties involved, from leaders and instructors to staff at training institutions, demonstrate a commitment to achieving the set goal: producing competent and job-ready training graduates.

To ensure that this commitment is maintained and runs smoothly, BLK Kendal regularly holds internal meetings and monitors the training progress online. Commitment also comes from the training participants, as evidenced by their signing a letter of willingness to participate in the training

until its completion, as well as a letter of approval from parents or guardians. These various forms of commitment are an important foundation in ensuring that the training process runs consistently, purposefully, and responsibly. It can be said that the commitment of the various parties involved in this sewing training has been carried out well. Each party, including those from BLK, LPK, and training participants, has their own form of commitment to participating in the sewing training, and has concrete steps to achieve the common goals.

Sharing a common understanding between the parties involved regarding the vision and mission of the activity is a shared responsibility in this process, ensuring that future activities run smoothly and achieve the set goals (Garvera et al., 2021). In the implementation of this sewing training program, BLK and LPK have a common understanding of their respective tasks and goals to be achieved. BLK acts as the primary regulator, holding control over training rules and administration, including planning, supervision, and quality assurance. Meanwhile, LPK performs its function as a technical implementer or operator, directly involved in the practical learning process with the trainees. This division of roles is based on the understanding that the program's success does not depend solely on one party, but rather on the collaboration between administrative management and technical implementation in the field.

Both BLK and LPK share the same vision and understanding of the program's ultimate goal, which is to produce competent training graduates who meet industry standards and are ready to enter the workforce. This common perception serves as a crucial foundation for maintaining consistency in program implementation, minimizing conflicts of interest, and ensuring that the entire training process operates within a harmonious framework of objectives. With this mutual understanding, the program can be implemented effectively and efficiently, achieving optimal outputs and outcomes that meet the expectations of all parties. Each party here also shares the same understanding, ensuring that the implementation of this training runs smoothly and aligns with the initial purpose of the training.

Each institution carries out its duties based on the goals or results it aims to achieve. These results are measured to serve as a long-term guideline. The ability to identify outcomes is also important to anticipate possible future challenges. The follow-up results of the collaboration process are manifested in the form of tangible outputs, serving as evidence that collaboration has been carried out. Meanwhile, temporary results can be seen as a representation of the goals to be achieved and an indicator that the process towards collaboration is beginning to take shape (Permatasari, 2023; Prihatin & Dwimawanti, 2020).

The implementation of the sewing training program at UPTD BLK Kendal has yielded positive interim results, namely that the trainees generally successfully completed the program within the predetermined duration, mastered competencies based on the Indonesian National Work Competency Standards (SKKNI), and the majority were declared to have passed the competency test. Furthermore, alumni who graduate from this program are able to be absorbed into the workforce, both through placement in companies and by starting businesses independently. This achievement also contributes to the reduction of the unemployment rate in the Kendal Regency area, which, in turn, reflects the achievement of the initial training goal.

This achievement has also been in line with the training objectives set at the beginning. Evaluations continue to be carried out to improve the quality of training in the future, both evaluations delivered orally by BLK to LPK as implementing partners, as well as administrative evaluations by BBPVP to BLK as the main organizer. The follow-up of the evaluation serves as a basis for further training improvements to enhance effectiveness, efficiency, and optimality, for example, through the provision of more suitable facilities and infrastructure, as well as a stricter participant selection process. One of the first steps in any problem-oriented collaborative governance activity is to achieve

a common understanding of the goals and approaches to be used ([Ansell & Gash, 2008](#); [Emerson et al., 2012](#)). The implementation of the sewing training program at UPTD BLK Kendal is inseparable from various challenges that affect its effectiveness and the achievement of training goals. The following are the challenges encountered during the implementation of collaborative governance in sewing training programs at UPTD BLK Kendal.

Communication is one of the primary challenges in collaborating with various stakeholders, particularly in the daily management of training activities. Additionally, effective communication plays a crucial role in fostering the understanding and trust necessary to achieve common goals. Coordination that is not optimal, or if there is a difference in perception or understanding between A and B, can hinder the smooth running of training, both in technical and administrative aspects. According to the Head of UPTD BLK Kendal, in an interview, it was revealed that improvements can be made in terms of communication and coordination by using simpler and easier-to-understand language. A shared understanding of the vision, mission, and common goals is also continuously emphasized to ensure that each party has a consistent direction and outlook in achieving optimal training outcomes.

Trainees, challenges also come from the trainees themselves. Some participants take this program lightly, while others are even just playing a prank. This has a direct impact on achieving competency targets. It is not uncommon for participants to resign in the middle of the program because they receive a job call, making it difficult to find a replacement as the training is almost over. From the perspective of the industrial world, challenges arise when training graduates do not fully meet the company's expectations, such as quickly leaving the company. The main problem is not just a lack of technical skills, but also the weak soft skills and work mentality of the participants, which hinders the labor absorption process. The industry needs a workforce that is not only technically competent but also possesses a strong work ethic and mental readiness. This problem can be overcome by a more rigorous participant recruitment process, where selection is carried out to attract individuals who genuinely have a high interest and motivation for training. In addition, the optimization of facilities, cross-agency collaboration, and the effective use of available budget at BLK continue to be encouraged, including through innovative efforts to enhance the quality of training, even with limited facilities.

Facilities and infrastructure also present challenges due to the limitations of training facilities and infrastructure. The technological differences between the equipment used at BLK and in the industry, such as the type of sewing machine used for training at BLK, are distinct from those used in garment companies. Typically, sewing machines in companies are more sophisticated and different from those used during training at BLK, which presents challenges in learning to adjust again in the company, resulting in a skill gap. Due to equipment constraints that differ from those in the industry, the strategy implemented is to maximize the use of available tools at BLK, while also adapting learning materials and methods to meet the business world's and industry's needs.

For Instructors from private LPKs, there are challenges, primarily related to following the dynamics of training implementation. Changes in training programs or schemes that occur frequently require LPK, as the technical implementer, to adapt quickly. Instructors are required to remain flexible and adapt learning methods to the learning scheme, ensuring the quality of training remains high. Therefore, the readiness of institutions and trainers in responding to changes is a crucial factor in maintaining the continuity and effectiveness of training in the face of existing challenges. It must be able to combine and match SKKNI standards with industry needs. In this case, LPK, as a technical implementer, aligns itself with the provisions of the BLK, both in terms of scheme, curriculum, and training approach, ensuring that the cooperation process runs synergistically and the training results

remain relevant to the labor market's demands. This approach demonstrates flexibility and unity of direction in addressing obstacles, enabling the training program to achieve success sustainably.

CONCLUSION

The collaborative governance process for implementing the sewing training program at UPTD BLK Kendal has been running smoothly, based on the five stages of the collaborative governance implementation process outlined by Ansell and Gash (2008). This process began with face-to-face dialogue with the FKLPID forum, the first step in preparing the training plan. Trust Building, BLK places full trust in LPK as the technical implementer, while LPK believes that their rights and obligations will be fulfilled according to the agreement. The existence of a cooperation agreement or MoU with related parties shows commitment to the process. The commitment of the participants is also evidenced by a letter of parental ability and consent. Share understanding that BLK and LPK already have the same understanding of the output and outcome goals of the training program. The intermediate outcome of this process can be observed in the success of trainees in completing the training within the specified duration and passing the competency test. However, the implementation of this collaboration is not without challenges, including suboptimal communication, a lack of commitment from participants, differences in sewing machines among companies, and changes in training schemes that necessitate rapid adaptation. Efforts to address this are carried out through simplifying communication, being more selective in recruiting trainees, maximizing available facilities, and adapting to industry needs through learning flexibility. Overall, this collaborative governance model has succeeded in creating responsive, inclusive, and sustainable training governance. With strong collaboration between stakeholders, the sewing training program at UPTD BLK Kendal can effectively address local employment challenges and enhance the practical capacity of its human resources.

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