Policy Implementation Strategy for Development of Vocational Education Based on Character Education in Vocational High Schools in Serang District

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ABSTRACT

This study focuses and aims to examine and analyze the ineffectiveness of implementing character education-based vocational education development policies at Vocational High Schools in Serang Regency using the MSN-Approach theory put forward by Kadji (2008), which determines the success of policy implementation through three approaches, namely the Mentality approach. , Systems and Networks.The research was conducted in Serang District with the units of analysis being the Education and Culture Office of Banten Province, Branch Offices of the Serang and Cilegon Education Offices, and selected State Vocational High Schools in Serang District. The results of the study show that the implementation of character education-based vocational education development policies at Vocational High Schools in Serang Regency has not been effective because the mental and system aspects are still not optimal. This study also found another aspect as a critique of the MSN-Approach theory, namely the aspect of policy content as a novelty or novelty of research. The right policy implementation strategy for the development of character education-based vocational education at Vocational High Schools in Serang Regency was found using a SWOT analysis, namely a diversification strategy, namely by measuring the potential threats that will be present and minimizing the weaknesses they have.

Keywords: Policy implementation, SMK, character education, SWOT

1 Introduction

The learning concept of Vocational High School (SMK) is categorized as vocational education, as is the case with vocational education, the success or failure of the role of vocational education can be measured by the balance of two goals, namely the development of the whole human being and the development of Indonesian society as a whole. (Slamet, 2009: 189). In particular, vocational education is organized to develop students so that they have certain applied skills, so that they can adapt to certain fields of work and can create job opportunities. In other words, the target is graduates who are ready to work and can be easily absorbed by the business and industrial world.

However, empirical data shows that the number of unemployed in Indonesia is still a problem that continues to haunt national development. This problem illustrates the condition of unemployment in regions throughout Indonesia. According to data from the Central Bureau of National Statistics, unemployment for graduates of the Vocational High School (SMK) and Diploma level is still the highest among other levels of education, namely 11.13% in August 2021.

The unemployment rate in Indonesia in 2020 to 2021 (February). Even though there was a decrease, it was not significant. In the table above it is also known that unemployment in Indonesia is one of the biggest contributors (second after the Riau Islands) by Banten Province. According to data obtained from the Central Bureau of Statistics, the Open Unemployment Rate in Banten Province accounts for 8.98% of the total unemployment rate. Based on the district/city area, it is known that the first rank is occupied by Serang Regency, which is as much as 10.58%, Followed by Cilegon City, 9.68 percent, Tangerang Regency, 8.91 percent, Pandeglang Regency 8.71 percent, Serang City , 8.08 percent, Lebak Regency, 8.05 percent, Tangerang City, 7.13 percent, and South Tangerang City, 4.79 percent. (BPS Province of Banten, November 2021).

Serang Regency as an area with a high number of industries has become a pocket of unemployment in Banten Province, the table above shows that Serang Regency is a contributor to 10.58% of the unemployment rate and is the highest in Banten Province.

The high unemployment rate in the regions which is dominated by vocational high school graduates is caused by many things. The results of empirical observations conducted by the Ministry of National Education in Mariah & Sugandi's research (2013: 2) show that most of the graduates of Vocational High Schools in Indonesia are not only less able to adapt to the development of science and technology, but are also less able to develop themselves and their careers. at work.

The results of initial observations, researchers detect the factors causing the failure of vocational education in anticipating unemployment in Indonesia. The contribution of vocational graduates to the number of unemployed in Indonesia and the regions in it is still very high, one of which is caused by the lower special skills or soft skills of vocational graduates compared to high school graduates. It is an irony that graduates who are required to directly enter the world of work actually have low soft skills and are less resilient in developing themselves. Winangun (2017: 77) argues that to produce a workforce of SMK graduates who have soft skills and hard skills competencies, it must be taken with three alternative paths, namely curriculum structure, productive learning, and supported by creative and competent teachers/instructors.

The application of character education-based education has begun to be developed in Indonesia. One of them is carried out by Vocational High Schools, whose graduates really need character skills that will be very helpful in the career path that is expected to be immediately cultivated. This strategy is expected to be a solution and a way out in improving the quality of students from Vocational High Schools so that they can be well absorbed by the business world and the industrial world, which in turn will reduce the Open Unemployment Rate (TPT) in Indonesia.

Character education is very important for Vocational High School students, Minister of Education and Culture (2006 - 2019 period) Muhajir Efendi (2018) in the National Seminar on Vocational Revitalization in Surakarta May 16, 2020 quoted in psmk.kemendikbud.go.id said, characters that are important to enter the world of work is a person who is resilient, students must have a high curiosity, also not give up or give up easily. (psmk.kemendikbud.go.id, 2020)

Efforts to educate students' mental and character in education units in Indonesia have been regulated in Law Number 20 of 2003 concerning the National Education System. Implicitly it can be concluded that national education aims to form superior human resources who are knowledgeable, capable and responsible. (Chapter II, Article 3). The mental education efforts of students are emphasized by the issuance of Presidential Regulation Number 87 of 2017 concerning Strengthening Character Education.

2   Theoretical Basis

Public Administration

Siagian (2012:13) defines administration as the whole process of cooperation between two or more human beings based on a certain rationality to achieve predetermined goals. While the state etymologically comes from English "State" which means in Latin, namely status which means an upright and fixed state or something that has an upright and fixed nature or more often called station which means position.

Simon (1999:3) formulates the definition of administration as the activities of cooperative group activities to achieve common goals. Gie (1993:9) defines administration as a series of activities on the work carried out by a group of people in cooperation to achieve certain goals.

Various definitions of public administration put forward by the experts above can be concluded that public administration is an activity of state administration carried out by groups of state administrators (executive, legislative and judicial) supported by human resources, time, tools, financial and a method consisting of a process of planning, organizing, implementing to controlling in order to achieve the goals that have been determined.

Public policy

Lasswell and Abraham as quoted in Islamy (2003: 15-17) define wisdom as "a projected program of goals, values and practice" which means a program to achieve goals, values and directed practices. Meanwhile, another explanation regarding public policy is a series of actions proposed by a person, group or government in a certain environment by showing the obstacles and opportunities for the implementation of the proposed policy in order to achieve certain goals.

According to Nugroho (2003:51), government policy or public policy is the result of intensive interaction between policy-making actors based on phenomena that must be resolved. In subarsono's opinion, public policies can be in the form of Laws, Government Regulations, Provincial Government Regulations, City/Regency

Government Regulations, and Mayor/Regent Decrees. This understanding is reinforced by Dye in Dunn (2000:110) which has 3 elements in its formation, namely public policy (public policy), policy actors (policy stakeholders), and the policy environment (policy environment).

Public Policy Implementation

The main essence of policy implementation is to understand what should happen after a program is declared valid or formulated. This understanding includes efforts to administer it and have a real impact on society or events. Mazmanian and Sabatier in Agustino (2008: 196) explain that policy implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of the judiciary. Typically, the decision identifies the problems to be addressed, clearly states the goals and objectives to be achieved, and various ways to structure or regulate the implementation process.

Van Meter and Van Horn (1978) as quoted by Wahab (2006:65) define policy implementation as actions taken by individuals and government and private groups directed at achieving the goals and objectives that have been set. Merylee S. Grindle (1980:7) suggests that policy implementation is largely determined by public and administrative officials, "

> *"A breaft listing of those who might be involved in the implementation of particular program would include national level planer, national, regional and local politicians, economic elit groups, especially at the local level: recipient groups and beureaucratic implementators at middle and lower level".*

The statement above shows that at every level of government is involved and has its own role in a policy, Grindle further emphasized:

> *"in addition, because policy implementation in consider to depend on program outcomes, it is difficult to sparate the fate of polities from that of their constituent program… its success or failure can be evaluated in term of the capacity actually to deliver program as designed in turn, overall policy implementation can be evaluated by measuring programs outcomes against policy goals"*

The statement reveals that in policy implementation, policy implementers play an important role in the successful implementation of a public policy, and that the success of a policy is determined by its implementation which is evaluated and measured by the achievement of previously determined policy objectives.

In understanding policy implementation there are three known approaches, namely the top down approach, and Hybrid. There are several theories/models of policy implementation that are often used, which are developed in these three approaches. In the top bottom approach, the models developed include the model put forward by Merilee S. Grindle (1980), the theory put forward by Van Meter & Van Horn (1975), the Mazmanian & Sabatier model (1983), and the George Edward III model.

Meanwhile, in the bottom-up approach, the model developed includes the model proposed by Elmore (1985). Responding to the models in the top down and bottom up approaches, in the hybrid approach, synthetic models were developed including the Goggin et al. model. (1990), Majone and Wildavsky (1978) and the Ripley and Franklin (1982) model.

In this study, we adapt the MSN-Approach model as the theoretical basis, which is one of the models that adopts a hybrid approach. The MSN (Mentality, system, and Networking) approach in policy implementation was first put forward by Kadji (2015) in his book entitled Formulation and Implementation of Public Policy, Leadership and Bureaucratic Behavior in Reality Facts. Kadji (2015: 87) suggests that every policy product that will be implemented leads to three dimensions of policy of stakeholders or parties with an interest in policy, namely: Government, Private Sector, and Civil Society.

Character building

According to Raharjo as quoted by Zubaedi (2011: 16), "character education as a holistic educational process that connects the moral dimension with the social realm in the lives of students as a foundation for the formation of a quality generation that is able to live independently and has the principle of a truth that can be be held accountable.

According to Thomas Lickona (1991), character education is education to shape one's personality through character education whose results are visible in a person's real actions, namely good behavior, honesty, responsibility, respect for the rights of others, hard work and so on. In relation to education, character education can be interpreted as value education, character education, moral education, character education, which aims to develop students' ability to make good and bad decisions, maintain goodness.

The function of character education as quoted from Akhmad Fikir in Mahmud (2013: 104), is:

1) Development of the basic potential of students so that they are heart, think, and behave well
2) Strengthen and develop the behavior of a multicultural nation to become a nation with dignity
3) To filter out negative cultures and absorb cultures that are in accordance with the cultural values and character of the nation in order to enhance competitive national civilization in world relations.

While the functions of character education according to the Ministry of National Education are:

1) Development of basic potential, so that "good heart, good thinking and good behavior
2) Correcting bad behavior and strengthening good behavior
3) Cultural filters that are not in accordance with the noble values of Pancasila

The concept of character education is basically trying to create students or human characters (noble character). The Minister of National Education (2011: 6) suggests that character building is one of the goals of national education. In article 1 of the 2003 National Education System Law, it has also been stated that one of the goals of national education is to develop the potential of students to have intelligence and noble character. The purpose of real character education when connected with the philosophy of the Republic of Indonesia is to develop the character of students so that they are able to realize the noble values of Pancasila.

3 Method

In completing this research, researchers used a descriptive approach, using the Mix Method approach (mixed research). In accordance with the context of the problem under study and the formulation of the research problem proposed, the type of mixed research methods used in this research is Sequential Exploratory, where in the first stage using qualitative methods and in the second stage using quantitative methods.

The population in this study were all Vocational High Schools in Serang Regency, Branch Offices of the Office of Education and Culture for the Serang Cilegon Region as the institution responsible for administering the Vocational High School education unit in Serang Regency. In this study, the research object was determined by emphasizing purposive sampling and snowball techniques as follows:

Table.1
Resource Table

No	Unit of Analysis	Informant	Amount
1	Banten Province Education and Culture Office	- Head of Department (Key informant) - Head of Vocational High School Development	1 1
2	Branch Office of Education and Culture Office	- Head of KCD Seragon - Head of KCD Seragon	1 1
3	Vocational High School in Serang District (sample) 1. SMKN 1 Ciruas 2. SMKN 1 Keragilan 3. SMKN 1 Anyer 4. SMKN 1 Cinangka	-Principal - Deputy Head of Curriculum -Teacher -School Committee	4 4 4 4
		Amount	**20**

The analysis technique in this study uses the approach developed by Miles & Huberman (1992), taking into account various factors, especially related to technical issues and requirements.

To determine the implementation strategy, the next step is the researcher using SWOT analysis. With the research results that have been obtained through a qualitative approach, and reinforced by observation results, extensive and in-depth information will be obtained related to the implementation of vocational education development policies in character education-based vocational schools in Serang Regency. The data was collected, processed and analyzed descriptively by adopting and adapting the SWOT analysis model which is a qualitative analysis by examining internal and external factors. Internal factors consist of strengths and weaknesses, while external factors, in this case, are opportunities and threats.

4 Results And Discussion

Implementation of a character education-based vocational education development policy in Vocational High Schools in Serang Regency

The Banten Provincial Education Office refers to the policy of the Ministry of National Education to develop a character education grand design for each path, level, and type of educational unit. Grand design is a conceptual and operational reference for the development, implementation, and assessment at every path and level of education. Character configurations in the context of the totality of psychological and socio-cultural processes are grouped into:

a. *Spiritual and emotional development*
b. *intellectual development*
c. *Physical and kinestetic development*
d. *Affective and Creativity development*

Then in the competency standards of school graduates there are 21 characters, namely: practicing religious teachings, understanding one's own strengths and weaknesses, self-confidence, obeying social rules, understanding religious and socio-cultural diversity, curiosity (curiosity), able to think productively, independently , able to analyze and solve life's problems, able to describe natural and social phenomena, utilize the environment responsibly, apply shared values, respect national arts and culture, able to work, clean and healthy, communicate effectively and politely, understand rights and obligations, like read and write, speak Indonesian properly and correctly and speak English, have basic knowledge for further study, and have an entrepreneurial spirit.

Character education in a vocational education environment has characteristics according to each major chosen by students. The characters that must be formed in vocational students according to their areas of expertise are as follows:

1. Technology and Engineering Bidang

   Vocational students in the field of technology and engineering expertise must have a diligent, careful, and guaranteed character

2. Energy and Mining Sector

   The work characteristics needed are: diligent, thorough, careful, and adventurous.

   1. Information & Communication Technology Bidang

      Typical work characteristics that need to be developed are: Diligent, thorough, innovative, and guaranteed.

   2. Agribusiness & Agrotechnology Bidang

      This field requires distinctive work characteristics that need to be developed, namely: Creative, innovative, packing skills, and sales skills.

   3. Health & Social Work

      As a field that relies on sensitivity and concern in serving patients and relating to one's life, the typical work characteristics that need to be applied by students who choose the field of expertise in health and social work are caring (caring with full empathy), patient (steadfast, tough), and careful. heart

   4. Maritime Affairs

      Typical work characteristics that need to be applied to students who choose the maritime field of expertise are good at swimming, careful, and adventurous.

   5. Business & Management Bidang

      Typical work characteristics that need to be applied to students who choose the field of business and management expertise are attractive appearance, agile, thorough, and have sales skills.

   6. Tourism

      The typical work character that needs to be applied to students who choose the field of tourism expertise is to have an attractive appearance, have communication skills, and be confident

   7. Arts and Creative Industries

      Typical work characteristics that need to be applied to students who choose areas of expertise in the arts and creative industries are artistic, accurate, thorough, and creative

The Vocational High School education unit in Serang Regency implements the concept of developing vocational education using a broad based curriculum approach as stipulated in Presidential Regulation number 87 of

2017 concerning Strengthening Character Education. This broad-based curriculum approach requires a good educational ecosystem, namely the integration and synergy of three learning environments, namely the family, school and community. This integration effort underlies the implementation of the current education zoning system. However, in practice, the expected synergy has not been carried out optimally. This is known from the results of observations and interviews with informants who stated that schools, families and communities still have gaps that cause communication and understanding of character education which should be pursued in an integrated manner by the three educational environments, are still very constrained and have not reached success.

Presidential Regulation number 87 of 2017 concerning Strengthening Character Education states that Strengthening Character Education, hereinafter abbreviated as PPK, is an education movement under the responsibility of the education unit to strengthen the character of students through harmonization of heart, taste, thought and exercise with involvement and work. between educational units, families and communities as part of the National Mental Revolution Movement (GNRM).

Based on Presidential Regulation 87 of 2017 concerning Strengthening Character Education, Strengthening Character Education in Vocational Education Units is carried out in an integrated manner in inter-curricular, co-curricular and extra-curricular activities. Intra-curricular, extra-curricular and co-curricular activities at Vocational High Schools in Serang Regency are included in the learning process in class and outside the classroom by always instilling the main character values of character education strengthening programs originating from Pancasila, namely religious, nationalist, independent, integrity and mutual cooperation.

Intracurricular activities at sample SMKs were carried out with programmed habituation activities such as flag ceremonies. Some schools also implement the strengthening of national culture by introducing and getting used to singing Serang folk songs, although not all schools do this. Meanwhile co-curricular activities at Vocational High Schools in Serang Regency are carried out with literacy activities to foster students' interest in reading and gain global insight before entering learning. Extracurricular activities are held to increase the potential interests and talents of SMK students. Each SMK organizes extracurricular activities with the same variety of types of activities. One sample school, namely SMK Negeri 1 Cinangka, organizes extracurriculars with branches of Futsal, PKS (School Safety Patrol), PIK R (Youth Information and Counseling Center), Paskibra (Flag Raising Troops), Nature Lovers, Adiwiyata, Student Council, Scouts, Karate , Pasentra, Rohis, Computer.

One of the concepts of character education organized by the Vocational High School unit is in collaboration with the Center for Character Education (PUSPEKA) of the Ministry of Education and Culture of the Republic of Indonesia. The Character Education Center (PUSPEKA) is an organizational unit within the Ministry of Education and Culture (Kemendikbud) which was formed in accordance with Permendikbudristek No. 28 of 2021 concerning the Organization and Work Procedure of the Ministry of Education, Culture, Research and Technology. The Center for Character Education (PUSPEKA) has a Vision to support the Vision of the Ministry of Education and Culture, namely to realize an Advanced Indonesia that is sovereign, independent, and has personality through the creation of Pancasila Student Profiles who are critical, creative, independent, faithful, pious to God Almighty, and have noble character, cooperate, and global diversity.

The spirit of strengthening the character of SMK students is embodied in Presidential Regulation (Perpres) Number 87 of 2017 and Presidential Instruction (Inpres) Number 9 of 2016 concerning Revitalization of Vocational High Schools. These two policies were also translated through a movement known as the National Mental Revolution Movement (GNRM). The basic concept of Strengthening Character Education (PPK) can be described as follows:

Image 1

The Basic Concept of Strengthening Character Education

Source: Kemendikbud RI (2016)

In implementing the Network Approach, strengthening character education at SMKs in Banten Province lies in the program structure, curriculum structure and practical activity structure. The program structure focuses on levels and classes, school ecosystem, and teacher capacity building. The curriculum structure focuses on intra-curricular, co-curricular and non-curricular extra-curricular activities, while the structure of practical activities focuses on character building activities in the school environment based on Ki Hadjar Dewantara's 4 dimensions of character processing, namely thought, heart, taste and exercise. .

In its implementation in Vocational High Schools, the focus on strengthening character education is aligned with the objectives of vocational education in Vocational Schools, namely to produce graduates who are ready to work and enter the business world, so that each activity program is aimed at forming human beings with character, tough, disciplined, ready to face the competition in the world of work.

Factors Causing Ineffective Implementation of Character Education-Based Vocational Education Development Policies in Vocational High Schools in Serang Regency

The factors of the implementation of character education-based vocational education development policies in Vocational High Schools in Serang Regency were analyzed using the policy implementation model as proposed by Kadji (2008) with three approaches, namely the mental approach, the system approach and the network approach. (MSN Approaches)

1. Mentality Approach

The attitude and mentality of policy actors in implementing a program is a determinant of the success of policy implementation. The policy implementers who are elected and appointed place the problem on the public policy agenda. The indicators that form the basis for measuring mental attitude analysis in this study are spiritual attitudes and social attitudes. The demand for responsibility is related to the mentality, namely the attitude of the implementers in implementing each of the policies that have been set.

Based on the results of observations made, attitude development in vocational education at SMKs in Banten Province is related to regulations for fostering the attitudes of education personnel which are regulated in addition to regulations issued by the Provincial Government, also by the school environment itself. Monitoring and evaluation of the disciplinary attitude of policy implementers is also attempted by each school leader. The results of interviews with informants show that the mentality of the implementers can be seen from the form of responsibility in carrying out the program which can be seen from the ability to manage time with a well-organized model of

implementation procedures. Public policy is aimed at actions that have a specific purpose or goal rather than random behavior. So that it can be said, this public policy has previously directed goals.

Implementers, especially schools, have an important role in transmitting spiritual attitudes in vocational education development policies. The spiritual attitude of policy actors in the development of vocational education in terms of spiritual attitudes is good, so that it becomes a supporter of the successful formation of student character in the context of building character education for vocational students in Serang Regency.

The social attitude of objects and policy actors in the development of vocational education in the social attitude factor has been well implemented, so that it becomes a supporter of the successful formation of student character in the context of building character education for SMK students in Serang Regency.

Public policy can be either positive or negative. Positively, policy involves some clear government action in dealing with a problem. Meanwhile, negatively, public policy can involve a decision by a government official not to take any action or not do anything, even though in that context the involvement of the government is very much needed.

The application of behavior according to this statement found many obstacles and could not be measured with certainty. From the results of the interviews it can be analyzed that the government's behavior in the development of character education-based vocational education at Vocational High Schools in Serang Regency has been consistently implemented despite various obstacles. The development of character education-based vocational education requires behavioral support from various parties involved, because one that influences character is the role model and surrounding behavior seen by students.

The Provincial Government of Banten in carrying out the development of vocational education also aims at how to foster students' mentality so that they are more enthusiastic about participating in teaching and learning activities at school and feel mentally capable in facing competition. This leads to the provision of existing infrastructure in schools that make students feel comfortable and all students' needs can be met, according to the needs of the industry in the world of work later.

2. System Approach

In this study, the system approach to implementing character education-based vocational education development in Vocational High Schools is measured through several indicators, namely the regulatory system, cultural value system and organizational structure & function.

The implementation of the development of vocational education in Serang Regency is quite good but not yet structured because in its implementation it has not been regulated with more detailed and comprehensive regulations. The policy of developing vocational education based on character education is running in Serang Regency on the basis of Presidential Decree No. 87 of 2017, so far it has gone quite well but because there are no special regulations at the district level and specifically for the Vocational High School level, its implementation is less than optimal in touching the needs of vocational education. .

The government in making the program first raised a focus that became a problem for the community. Starting from input, which is the first step that must be taken in the development of character education-based vocational education. Furthermore, the process of how to place policies so that they can touch all layers of the target and outputs related to how SMK graduates are no longer difficult to enter the world of work.

The implementation of character education-based vocational education development really involves all Vocational education stakeholders. Especially to the regulatory system that overall regulates the vocational education development program in Serang Regency.

3. Network Approach

In this study the collaborative network approach to the implementation of character education-based vocational education development in Vocational High Schools is measured through several indicators, namely strategic partnerships, synergy and symbiosis of mutualism.

The implementation of the development of character education-based vocational education at Vocational High Schools in Serang Regency is inseparable from the cooperation of all parties, the Banten Province education office admits that the main success is the role of policy implementers, the private sector and the community who can understand the whole system in implementing the development of education-based vocational education character in Vocational High Schools so that in the implementation process there are no significant obstacles.

The successful development of character education-based vocational education at Vocational High Schools in Serang Regency is the result of the collaboration between the government and the community which strongly supports the implementation of the development of character education-based vocational education at Vocational High Schools, thus implementing this policy becomes a priority in the government of Serang Regency.

Productive internal cooperation and harmonious partnerships with stakeholders, to produce useful and quality work which is described in the form of sub-systems: Institutional aspects, Policy and program budgeting, Human resources, data and information, and financing strategies for policies and programs .

The cooperative relationship in implementing the development of character education-based vocational education at Vocational High Schools in Serang Regency is inseparable from cooperation between agencies in the aspect of openness. Starting from the planning process to the implementation stage which involves all interested stakeholders in supporting the implementation of character education-based vocational education at Vocational High Schools in Serang Regency. The networking process in implementing character education-based vocational education at Vocational High Schools in Serang Regency leads to a common goal of improving the quality of vocational education graduates in Serang Regency. The development of human resources in the future will greatly determine the future of industry in Serang Regency.

The results of interviews with informants show that the relationships built regarding networking in the development of character education-based vocational education in Serang Regency are more about sharing information on industry needs for students' attitudes and mentality to be maximized by schools, so that the implementation of character education is right on target.

Many challenges are currently being faced by educational institutions, one of which is that partnerships play an important role in improving the quality of education. To improve the quality of education, schools must establish good partners with the wider community. In the implementation of education, it takes a variety of very important elements that can support the achievement of educational goals. One of the elements that is important and is considered to be able to determine the success of educational goals is the role of educational institutions in establishing cooperation.

The cooperation network in supporting character education-based vocational education policies in Serang Regency must involve all stakeholders who play a role in implementing the program. Banten Provincial Education Office in its efforts to optimize the development of character education-based vocational education, structured extracurricular activities are formed where the contents of the activities must be relevant to the character education curriculum.

Good relations between policy makers, the private sector and the public certainly guarantee the success of a policy made. The government has the responsibility to be transparent in all forms of programs that are made so that people can understand and a policy can run optimally. The private sector has the responsibility to share information related to industrial needs that must be prepared by schools, and the community has the responsibility to be in control of policy.

Strategy Implementation of Policy Development of Vocational Education Based on Ideal Character Education in Vocational High Schools in Serang Regency

Prior to determining an effective strategy for implementing character education-based vocational education development policies in Vocational High Schools in Serang Regency, the first step taken by researchers was to analyze internal factors and external factors. in Serang District through an analysis of the strengths, weaknesses, opportunities and threats faced by the government of Serang District.

Based on the results of the weighting and rating carried out through the IFAS and EFAS SWOT analysis, the final total values of strengths, weaknesses, opportunities and threats can be obtained as follows:

Table. 2.
Recapitulation of IFAS and EFAS Calculation Results

No	Description	Total value
1	Internal factors	
	a. *strength*	**1,4**
	b. *Weaknes*	**1,55**
2	External Factors	
	c. Opprotunities	**1,547**
	d. *Threats*	**0,874**

The table above shows that the results of obtaining a score of strengths are greater than weaknesses. Likewise with the acquisition of opportunity scores, greater than threats. The obtained calculation results are then used as a reference for the formation of a SWOT analysis to see the potential position of character education-based vocational education in Vocational High Schools in Serang Regency, as outlined in the following diagram:

Picture. 2
**SWOT Analysis Diagram of Vocational Education Based on character education in Serang Regency**
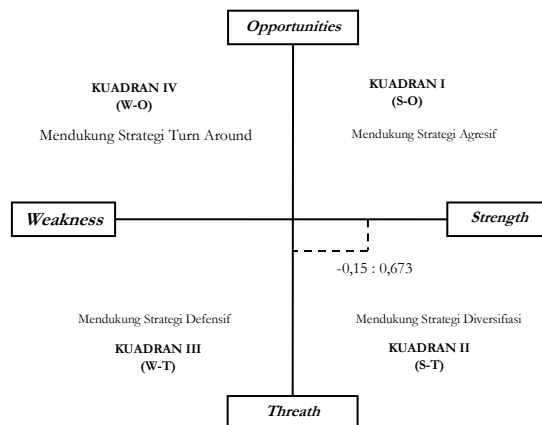
Based on the SWOT analysis diagram above, it shows that the vocational education policy based on character education in Serang Regency is in quadrant II in a situation that is profitable but also full of threats. The strategy that must be applied in this quadrant is to support the diversification strategy.

Theoretically there are several considerations that need to be considered by organizations to carry out a diversification strategy, namely:

1) If you are able to see opportunities to develop your business into industrial industries whose products and technology can complement your current business
2) If you are able to optimize all existing resources and capabilities, so that both can become reliable competitive assets
3) If diversifying into different businesses opens a way to reduce costs, for example through cost sharing across businesses by optimizing the utilization of all local government resources and capabilities.

Ficture.3
Strategy Flow Drawing
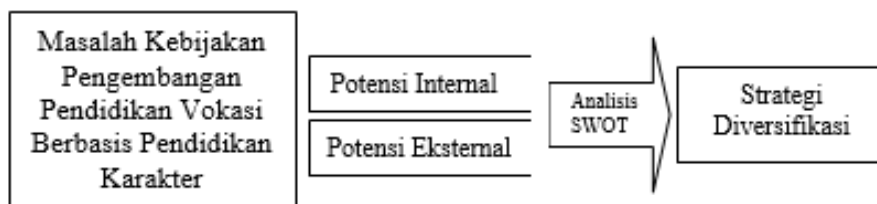
Based on the picture presented above, it can be seen that the problems found in the implementation of the Policy Issues of Vocational Education Development Policy Based on Character Education in Vocational High Schools can be overcome by a diversification strategy formulated through SWOT analysis, where the government/organization is in fairly good condition but is facing a number of formidable challenge, so that the government must maximize the potential power it has to minimize threats that exist outside of policy. This strategy will be able to optimize the ability of policies to overcome obstacles that cause the ineffectiveness of character education-based vocational education development policies.

5 Conclusion

Based on the results of the research conducted, the researchers concluded as follows:

1) The policy for developing character education-based vocational education at Vocational High Schools in Serang Regency has not been implemented effectively.

2) The inhibiting factors that caused the implementation of character education-based vocational education development policies at Vocational High Schools in Serang Regency were not effective, this ineffectiveness was found in policy implementation through three approaches, namely the mentality, system and network approach.

3) The most appropriate strategy for increasing the effectiveness of implementing character education-based vocational education development policies at Vocational High Schools in Serang Regency is a diversification strategy. One of them is by holding collaboration and cooperation with the industrial world to suppress existing external threats, as well as maximizing the strength of SMK as the largest education unit in Serang Regency.

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