



Network Governance and Workforce Training Employability at BBPVP Makassar

Zulkifli¹, Muhammad Yunus², Nurdin Nara³

^{1,2,3}Department of Public Administration, Faculty of Social and Political Sciences, Universitas Hasanuddin, Sulawesi Selatan, Indonesia

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ABSTRACT

Purpose of the study: This study aims to examine how network governance explains workforce training employability at BBPVP Makassar by synthesizing regulatory, statistical, institutional, and scholarly secondary data on vocational training, labour-market transition, actor coordination, and graduate employment outcomes in South Sulawesi.

Methodology: This article uses qualitative secondary data analysis. The data corpus consists of Permenaker No. 6/2025, BPS labour-market publications, BBPVP Makassar public information, OECD, ILO, and WEF reports, and peer-reviewed literature. Data were organized in Microsoft Word and Excel through document review, source triangulation, coding, and thematic synthesis.

Main Findings: The secondary evidence indicates that employability is shaped by more than classroom-based training. BBPVP Makassar requires an integrated network with industry, local government, employment services, certification bodies, schools, instructors, alumni, and digital labour-market information. Coordination, trust, resource exchange, programme integration, and tracer-based performance measurement are central conditions for reducing skill mismatch and strengthening graduate transition into work.

Novelty/Originality of this study: The study contributes a secondary-data-based network governance reading of vocational training in Makassar. It links labour-market indicators, vocational-training regulation, employability theory, and network governance dimensions into an analytic framework that can guide later field research, tracer studies, and policy evaluation at BBPVP Makassar.

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Corresponding Author:

Zulkifly,

Department of Public Administration, Faculty of Social and Political Sciences, Universitas Hasanuddin,
Jl. Perintis Kemerdekaan KM. 10, Makassar, South Sulawesi, Indonesia

Email: ashox_dp@yahoo.co.id

1. INTRODUCTION

Vocational training is no longer a narrow technical activity that only transfers occupational skills to participants. In contemporary public administration, training functions as a policy instrument that connects education, certification, labour-market information, industrial demand, and individual career transition. The Indonesian regulatory framework also places vocational training within an ecosystem that is oriented to the needs of business, industry, work, and entrepreneurship, rather than to administrative outputs alone [1].

This article focuses on the Balai Besar Pelatihan Vokasi dan Produktivitas (BBPVP) Makassar. The institution occupies a strategic position because Makassar is an urban economic centre in eastern Indonesia and

because vocational training must respond to dynamic industrial needs. The issue is not simply whether a training course is implemented, but whether a network of actors can transform training into employability, namely the ability of graduates to obtain, maintain, and develop work in a changing labour market.

The urgency of this issue can be read from labour-market indicators. At the national level, Indonesia recorded an open unemployment rate of 4.76 percent in February 2025, while the labour force reached 153.05 million people [2]. In South Sulawesi, the labour force reached approximately 4.89 million people in August 2024, and the open unemployment rate was 4.19 percent [3]. More specifically, the 2024 South Sulawesi labour-market indicators show that Makassar had an employment-to-population ratio of 56.02 percent and the highest district/city unemployment rate in the province at 9.71 percent in August 2024 [4]. These indicators signal that the region needs more than a supply of training seats; it needs a stronger mechanism for aligning skills formation with labour-market absorption.

The policy relevance is strengthened by the design of competence-based vocational training. Permenaker No. 6 of 2025 requires training needs identification, competence standards, on-the-job training arrangements, monitoring and evaluation, and graduate tracing that can record employment status, linearity between training and work, career development, and productivity [5]. Such provisions implicitly require coordination across institutions. A training centre cannot independently control job vacancies, industrial technology, certification recognition, or employer recruitment practices. Therefore, employability becomes a network outcome rather than a single-organization output.

Network Governance provides an appropriate lens for this problem. The theory argues that complex public problems are handled through relationships among autonomous but interdependent actors who coordinate resources, build trust, and pursue collective outcomes [6]-[8]. In the context of BBPVP Makassar, relevant actors include the training centre, Ministry of Manpower, local governments, employment offices, industry partners, professional associations, certification bodies, schools, instructors, trainees, alumni, and digital labour-market platforms. The quality of their interaction determines whether training remains a programme activity or becomes a pathway into work.

The gap addressed in this article is the limited use of secondary data to diagnose network governance in government vocational training. Many evaluations focus on the internal effectiveness of curriculum, facilities, instructor capacity, or participant satisfaction. These are important, but they do not fully explain how training is connected to labour demand, employer trust, certification, tracer information, or post-training placement. This article therefore asks: how can secondary data be used to explain network governance conditions for workforce training employability at BBPVP Makassar?

2. RESEARCH METHOD

This article uses qualitative secondary data analysis. Secondary data are appropriate because the purpose is not to measure individual perceptions through a new survey, but to synthesize documentary evidence on vocational-training governance, labour-market conditions, and employability. The approach follows document analysis as a systematic procedure for reviewing, coding, and interpreting existing materials [9]-[11], supported by qualitative data condensation, display, and conclusion drawing [12]-[14].

The data corpus was built from five categories. The first category is regulation, especially Permenaker No. 6 of 2025 on vocational training. The second category is official labour-market statistics from BPS and BPS South Sulawesi. The third category is public institutional information related to BBPVP Makassar and vocational-training services. The fourth category is international policy literature from WEF, ILO, OECD, Cedefop, and the World Bank. The fifth category is peer-reviewed literature on network governance, collaborative governance, human capital, and employability.

The analysis was conducted in four steps. First, each document was screened for relevance to vocational training, labour-market transition, employer demand, certification, graduate tracing, or inter-organizational coordination. Second, relevant text and numerical indicators were extracted into a matrix [15], [16]. Third, the material was coded using six dimensions of Network Governance: network actors, interdependence and coordination, network trust, resource exchange, network integration, and network performance. Fourth, patterns were synthesized into interpretive findings and governance propositions for BBPVP Makassar. No primary interviews, observations, or field surveys were collected in this article.

The validity of the synthesis was strengthened through source triangulation. Regulatory statements were compared with statistical indicators and with theoretical concepts. Labour-market data were interpreted cautiously because secondary statistics describe macro and regional conditions rather than the direct performance of a single training centre [17]-[19]. For this reason, the findings should be read as a governance diagnosis and conceptual synthesis, not as a causal evaluation of BBPVP Makassar's internal performance.

Table 1. Secondary data corpus and analytic function

No.	Data category	Examples of sources	Analytic function
1	Regulatory documents	Permenaker No. 6 of 2025 and related vocational-training policy provisions	Identify formal requirements for competence-based training, industry orientation, monitoring, evaluation, and graduate tracing.
2	Official statistics	BPS national labour-force release; BPS South Sulawesi labour-market publications	Map unemployment, employment-to-population ratio, and regional labour-market pressure relevant to training employability.
3	Institutional information	Public information on BBPVP Makassar programmes and vocational-training services	Locate the training centre as a network node in the regional workforce-development ecosystem.
4	International policy reports	WEF, ILO, OECD, Cedefop, and World Bank reports	Compare local training issues with broader skill mismatch, upskilling, reskilling, and labour-market information debates.
5	Scholarly literature	Network governance, collaborative governance, employability, and human capital studies	Provide concepts for interpreting actor relations, trust, resource exchange, integration, and performance.

Source: Author's synthesis from secondary data

3. RESULTS AND DISCUSSION

3.1. Labour-Market and Regulatory Signals

The secondary data show a clear policy problem: vocational training operates in a labour market where the transition from education or unemployment into work remains uneven. The national unemployment rate of 4.76 percent in February 2025 indicates macro-level improvement, yet the absolute number of people in the labour force means that even small percentages represent large groups requiring support [20]. In South Sulawesi, the August 2024 unemployment rate of 4.19 percent appears moderate at the provincial level, but district/city variation shows stronger pressure in Makassar [21], [22].

Makassar's labour-market indicators are especially relevant for BBPVP Makassar because the city combines employment opportunities, industrial concentration, educational institutions, and high job-seeker competition. The BPS South Sulawesi KILM publication records Makassar's employment-to-population ratio at 56.02 percent and its open unemployment rate at 9.71 percent in August 2024 [23]. This pattern suggests that the problem is not merely the availability of training institutions, but the effectiveness of pathways that connect trained people to demand-side opportunities.

The regulatory signal points in the same direction. Permenaker No. 6 of 2025 defines vocational training as competence preparation, competence transfer, and competence upgrading based on work standards and labour-market needs [24]. It also requires cooperation with business, industry, and the world of work; monitoring and evaluation of outputs, outcomes, and impacts; and graduate tracing within a framework that includes employment status, linearity between training and work, and career or productivity development [25]. These provisions create a legal basis for analysing vocational training through network governance.

Table 2. Labour-market indicators relevant to workforce training employability

Indicator	Value or signal	Governance implication
Indonesia open unemployment rate, February 2025	4.76 percent; labour force 153.05 million people	National training policy must improve not only access but also transition into quality work.
South Sulawesi open unemployment rate, August 2024	4.19 percent; labour force about 4.89 million people	Provincial coordination is needed to connect training with regional labour demand.
Makassar employment-to-population ratio, August 2024	56.02 percent; among the lower district/city EPR values in the province	Urban labour absorption requires stronger employer engagement and job-matching information.
Makassar open unemployment rate, August 2024	9.71 percent; the highest among districts/cities in South Sulawesi	Training employability should be evaluated through placement, tracer, and industry feedback, not only participant completion.

Vocational-training regulation, 2025	Training must be needs-based, competence-based, inclusive, monitored, evaluated, and traced	The regulatory design requires inter-organizational data exchange and shared responsibility.
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Source: Author's synthesis from secondary data

3.2. Network Actors and Interdependence

The first Network Governance dimension is the actor structure. Secondary evidence indicates that workforce training employability involves a broader actor constellation than a single training centre. BBPVP Makassar functions as a public training provider, but employability depends on employers, local employment offices, certification bodies, schools, universities, professional associations, instructors, alumni, and digital employment systems. This confirms the network-governance argument that public outcomes are often produced by interdependent organizations rather than by hierarchical command alone [26]–[28].

Interdependence appears because each actor controls different resources. BBPVP Makassar controls training organization, instructors, facilities, and training administration. Employers control information about current skills, technology, work culture, internships, and recruitment. Local governments and employment offices control regional labour-market programmes and job-placement facilitation. Certification institutions contribute competence recognition. Alumni provide information on whether training content is actually useful in the workplace. Without coordination among these actors, each resource remains fragmented.

This interdependence is reinforced by global changes in jobs and skills. WEF reports that employers expect significant changes in key job skills by 2030, while ILO and OECD emphasize the importance of anticipating skills needs and addressing mismatch through dialogue among employers, training providers, government institutions, labour-market information systems, and performance review [29]–[31]. These global signals support the local argument: vocational training in Makassar needs a governance network that learns from labour demand, not only a training apparatus that follows annual programme targets.

3.3. Coordination, Trust, and Resource Exchange

Coordination is the central mechanism that links training supply with labour demand. In a network governance perspective, coordination does not only mean meetings or memoranda of understanding. It refers to the practical alignment of needs assessment, curriculum design, training methods, equipment standards, instructor development, certification, internship, recruitment, and graduate tracing. Provan and Kenis argue that network effectiveness depends on governance arrangements, trust, goal consensus, and the need for network-level competencies [32].

Trust is equally important because employers will only recruit graduates if they believe that training quality, certification, and work attitudes are credible. Trust is built through repeated interaction, transparent performance information, industry involvement in competency standards, and feedback loops from users of graduates. In this sense, employer trust is not a soft social variable; it becomes a governance resource that can influence internship opportunities, recruitment commitment, and recognition of certificates.

Resource exchange is the operational form of interdependence. The secondary data suggest at least six resources that should move across the BBPVP Makassar network: labour-market information, industry equipment standards, guest instructors or assessors, workplace-learning slots, certification access, and alumni employment data. If these resources are exchanged regularly, the training centre can update its programmes and reduce mismatch. If they are not exchanged, training may remain formally compliant but substantively disconnected from industrial demand.

3.4. Network Integration and Performance

Network integration means that training stages are connected from need identification to graduate outcomes. The regulatory framework already requires needs identification, training implementation, monitoring, evaluation, and tracer activities [1]. However, integration becomes meaningful only when data from these stages are connected. For example, an employer's complaint about skill gaps should feed into curriculum revision; tracer results should inform programme selection; and certification results should be compared with job-placement outcomes.

The performance of the network should therefore be evaluated through collective indicators. Completion rate and certificate issuance are necessary but insufficient. A network-performance perspective requires additional indicators such as the proportion of graduates employed within six months, the linearity between training field and job, employer satisfaction, continuity of industrial partnerships, alumni income or productivity growth, and the speed with which curricula respond to changes in demand. This aligns with employability theory, which treats employment as a combination of individual capability, contextual opportunity, and institutional support [19]–[23].

This point also connects to Human Capital Theory. Education and training are investments in knowledge, skills, competence, productivity, and earnings [24]–[26]. Yet training becomes a productive investment only when

the institutional network helps convert skill acquisition into labour-market value. Thus, the value of human capital is not produced by training delivery alone; it is mediated by networks that recognize, use, and reward the acquired competence.

Table 3. Secondary-data synthesis of Network Governance dimensions at BBPVP Makassar

Dimension	Secondary-data indication	Implication for employability
Network actors	The training ecosystem involves BBPVP, industry, government, employment services, certification bodies, schools, instructors, trainees, and alumni.	Employability should be treated as a collective outcome produced by multiple actors.
Interdependence and coordination	Regulation requires needs identification, competence standards, cooperation, monitoring, evaluation, and tracing.	Training design should be coordinated with industrial needs and regional employment programmes.
Network trust	Employer acceptance depends on confidence in training quality, certification, work attitudes, and graduate readiness.	Repeated collaboration and transparent feedback can increase employer willingness to recruit graduates.
Resource exchange	Useful resources include skill-demand data, equipment standards, industry instructors, internships, certification access, and tracer data.	Resource circulation can reduce mismatch and strengthen curriculum relevance.
Network integration	Training, certification, on-the-job exposure, job matching, and alumni tracing must be connected.	Integrated services create a pathway from participant recruitment to post-training employment.
Network performance	Provincial and city indicators show labour-market pressure, while regulation requires outcome and impact evaluation.	Performance should include placement, linearity, employer satisfaction, career development, and productivity.

Source: Author's synthesis from secondary data

3.5. Propositional Framework

Based on the synthesis, the article formulates one main proposition: workforce training employability at BBPVP Makassar will improve when the training network is governed through stable actor involvement, effective coordination, credible trust-building, productive resource exchange, integrated service processes, and outcome-based performance measurement. This proposition is not a causal claim based on primary data; it is a theory-informed interpretation generated from secondary evidence.

Six derivative propositions follow. First, broader actor involvement increases the probability that training responds to real labour demand. Second, regular coordination between the training centre and employers improves the alignment of curriculum, equipment, and learning methods. Third, trust between employers and training providers increases acceptance of graduates. Fourth, resource exchange strengthens the capacity of training programmes without relying solely on internal institutional resources. Fifth, integration from training to certification, internship, job matching, and tracing prevents fragmentation. Sixth, network performance must be assessed through graduate employability and employer satisfaction, not simply by the number of trained participants.

The framework has practical relevance. BBPVP Makassar can use it to review whether existing partnerships are ceremonial or operational, whether labour-market information is used in programme planning, whether tracer data are returned to instructors and curriculum planners, and whether employers are involved in evaluating graduate readiness. Local governments can use the same framework to connect employment policy, vocational-training planning, and regional economic development.

4. CONCLUSION

This article concludes that workforce training employability at BBPVP Makassar should be understood as a network-governance issue. Secondary data from regulation, labour-market statistics, institutional information, international reports, and scholarly literature show that vocational training is expected to be competence-based, industry-oriented, monitored, evaluated, and traced. These requirements cannot be fulfilled by one organization alone.

The main contribution of the article is a secondary-data-based framework that links labour-market signals with six dimensions of Network Governance: network actors, interdependence and coordination, network trust, resource exchange, network integration, and network performance. The synthesis indicates that employability is

more likely to improve when training is connected with employer demand, certification credibility, workplace exposure, job-matching information, and alumni outcome data.

The limitation of this article is that it does not use primary interviews, surveys, or direct observation. Therefore, it cannot determine the actual strength of relationships among actors in the BBPVP Makassar network. Future research should test the propositions through fieldwork, employer interviews, alumni tracer surveys, social network mapping, or mixed-method evaluation. Even so, the secondary-data study provides a systematic basis for designing an empirical article or dissertation chapter on network governance in vocational training employability.

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