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Implementation of the Policy to Strengthen Graduate Profile Dimensions Through Entrepreneurship Activities

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Abstract: This research is motivated by the need to strengthen the eight dimensions of the graduate profile at SMP Negeri 18 Gresik through entrepreneurship activities as part of the implementation of the character education policy. This study aims to analyze the implementation of the policy using Merilee S. Grindle's policy implementation model, which emphasizes two main aspects: the context of implementation and the content of the policy. The study used a qualitative approach with data collection techniques in the form of interviews, observations, and documentation studies, and was analyzed descriptively. The results show that the policy implementation has been quite effective, demonstrated by teacher involvement, school support, and student participation in the entrepreneurship program. The activities implemented have been able to develop several important character traits such as creativity, independence, responsibility, and cooperation. However, several obstacles were still encountered, including limited availability of facilities, variations in student motivation, and the need for increased intensive mentoring. Overall, the entrepreneurship program has contributed positively to shaping student profiles that are in line with the demands of the Independent Curriculum and the needs of 21st-century competencies.

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INTRODUCTION

Education in Indonesia is currently undergoing a fundamental transformation through the implementation of the Merdeka Curriculum, which positions the graduate profile as the primary orientation in shaping students' character. Based on the Regulation of the Minister of Basic and Secondary Education Number 13 of 2025 concerning Amendments to the Regulation of the Minister of Education, Culture, Research, and Technology Number 12 of 2024 concerning Curriculum in Early Childhood Education, Basic Education Level, and Secondary Education Level, the graduate profile emerges as a response to the urgent need to produce graduates who are not only academically excellent but also possess strong character aligned with the noble values of the Indonesian nation. In this context, the eight dimensions of the graduate profile that are focused on are: (1) faith and piety to God Almighty, (2) citizenship, (3) critical reasoning, (4) creativity, (5) collaboration, (6) independence, (7) health, and (8) communication, which serve as the foundation for integrative and holistic character formation through a deep learning approach (Permendikdasmen Number 13 of 2025). Strengthening these eight dimensions of the graduate profile requires a contextual and meaningful learning approach for students. As stated in Permendikdasmen Number 10 of 2025 concerning Graduate Competency Standards and Permendikdasmen Number 12 of 2025 concerning Content Standards, learning is oriented toward achieving holistic competencies with emphasis on a conscious, meaningful, and joyful learning atmosphere. One approach considered effective is

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through entrepreneurship activities capable of integrating various dimensions of the graduate profile simultaneously. Entrepreneurship activities in the educational context are not solely oriented toward economic aspects, but rather serve as a learning vehicle that facilitates students in developing creativity, independence, collaboration, critical reasoning abilities, effective communication, mental and physical health, as well as strengthening faith and piety to God Almighty and citizenship spirit in solving real problems (Purwanto, Adi, & Munir, 2024). Through entrepreneurship activities, students are invited to experience an authentic learning process, from designing ideas, collaborating in teams, making decisions, to facing challenges that sharpen their mental resilience and character in accordance with the deep learning framework.

SMP Negeri 18 Gresik is one educational institution that has implemented a policy to strengthen the graduate profile dimensions through entrepreneurship activities as part of the Pancasila Student Profile Strengthening Project (P5). This activity is designed to provide learning experiences that transcend conventional classroom learning, where students are directly involved in productive activities that cultivate entrepreneurial spirit while strengthening the eight dimensions of the graduate profile as mandated in Permendikdasmen Number 13 of 2025. However, as with the implementation of educational policies in general, field implementation does not always proceed linearly with the ideal concepts that have been formulated. Various challenges emerge, ranging from human resource readiness, availability of facilities and infrastructure, stakeholder support, to diverse understandings about the essence of entrepreneurship in the context of character education and deep learning. Referring to Grindle's (1980) perspective in her policy implementation theory, the success of policy implementation greatly depends on two main dimensions, namely content of policy and context of implementation. The content of policy dimension includes affected interests, types of benefits produced, degree of desired change, position of decision makers, program implementers, and resources mobilized. Meanwhile, the context of implementation dimension includes the power, interests, and strategies of actors involved, characteristics of institutions and authorities, as well as compliance and responsiveness of implementers. Grindle's analytical framework provides a comprehensive perspective for understanding the complexity of educational policy implementation, especially in the context of innovations such as strengthening the graduate profile through entrepreneurship that adopts a deep learning approach.

Research on educational policy implementation shows that gaps between policy and practice often occur due to various contextual factors that are not anticipated in the policy formulation stage. As stated in Hazin and Rahmawati's (2023) research on the implementation of the "Practitioners Teaching" policy in higher education, implementation success is not only determined by good policy design, but also by the readiness of the implementation ecosystem, commitment of stakeholders, and adaptive capacity in responding to field dynamics. These findings indicate that in-depth study of the policy implementation process becomes crucial for identifying supporting and hindering factors that actually affect policy goal achievement. In the context of SMP Negeri 18 Gresik, the implementation of the policy to strengthen the eight dimensions of the graduate profile through entrepreneurship activities demands a deeper understanding of how the policy is translated into concrete practices at the school level. Fundamental questions that need to be answered include: how the planning and implementation process of entrepreneurship activities is organized, to what extent these activities are able to strengthen the eight dimensions of the graduate profile, what factors support and hinder implementation, and what strategies the school employs in overcoming various emerging challenges. Answers to these questions are important not only for evaluating policy effectiveness at SMP Negeri 18 Gresik, but also for providing applicable improvement recommendations for other schools facing similar contexts.

This research aims to analyze the implementation of the policy to strengthen the eight dimensions of the graduate profile through entrepreneurship activities at SMP

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Negeri 18 Gresik using Merilee S. Grindle's theoretical framework. Specifically, this research seeks to: (1) describe the implementation process of the policy to strengthen the eight dimensions of the graduate profile through entrepreneurship activities at SMP Negeri 18 Gresik, (2) identify factors that influence the implementation of this policy in terms of the content of policy dimension and the context of implementation dimension, (3) analyze the achievement of strengthening the eight dimensions of the graduate profile—faith and piety to God Almighty, citizenship, critical reasoning, creativity, collaboration, independence, health, and communication—through entrepreneurship activities, and (4) formulate optimization strategies for policy implementation based on empirical findings in the field.The results of this research are expected to provide theoretical contributions in the form of enriching studies on educational policy implementation using Grindle's perspective in the context of strengthening student character through a deep learning approach as mandated in Permendikdasmen Number 13 of 2025. Practically, this research is expected to serve as a reference for educational stakeholders—whether at the school level, education offices, or policy makers—in designing and implementing more effective and sustainable graduate profile strengthening programs. Furthermore, the findings of this research are expected to inspire other schools to optimize the utilization of entrepreneurship activities as a transformative learning medium in shaping young Indonesians who possess the eight dimensions of the graduate profile comprehensively, competently, and are ready to face the challenges of the times.

METHOD

This study uses a descriptive qualitative approach to analyze the implementation of the policy of strengthening graduate profiles through entrepreneurial activities at SMP Negeri 18 Gresik based on Merilee S. Grindle's theory. Creswell (2014) states that a qualitative approach allows researchers to explore phenomena in natural settings and understand the meanings individuals give to social problems. The research subjects consisted of 1 principal, 1 vice principal, 1 entrepreneurship coordinator, 3 guidance teachers, and 8 students (total of 14 informants), who were selected purposively based on their knowledge and direct experience related to policy implementation. Data collection techniques included in-depth interviews with semi-structured guidelines based on Merilee S. Grindle's theoretical dimensions, participant observation of the implementation of entrepreneurial activities, and documentation studies of the operational curriculum, work programs, and activity reports. Data analysis used the Miles, Huberman, and Saldana (2014) model through the stages of data condensation, data presentation, and drawing conclusions. Data validity was ensured by triangulation of sources, techniques, and time, as well as member checking. The study was conducted with due regard to ethical research principles, including informed consent and informant confidentiality.

RESULTS AND DISCUSSION

Research Results

Policy Content for Strengthening Graduate Profile through Entrepreneurship Activities

Research results indicate that the policy content for strengthening the graduate profile through entrepreneurship activities at SMP Negeri 18 Gresik encompasses six important dimensions based on Grindle's framework (1980). First, affected interests include students as the primary beneficiaries who gain practical entrepreneurial experience, teachers as facilitators who enhance their mentoring competencies, and parents as program supporters. As the principal explained, *"Program ini kami rancang bukan hanya untuk kepentingan sekolah, tetapi terutama untuk membekali siswa dengan pengalaman nyata berwirausaha sebelum mereka lulus"* [W.KS.01]. This is reinforced by a statement from the entrepreneurship coordinator, who noted, *"Guru-guru juga merasakan manfaatnya, karena mereka jadi*

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punya kompetensi baru dalam mendampingi siswa berwirausaha, bukan sekadar mengajar di kelas" [W.KOR.02]. Second, the types of benefits are multidimensional, covering cognitive aspects in the form of understanding entrepreneurship concepts, affective aspects in the form of developing confident and independent attitudes, and psychomotor aspects in the form of practical production and marketing skills. One student participant shared, *"Awalnya saya tidak percaya diri jualan, tapi setelah ikut kegiatan ini saya jadi berani menawarkan produk ke teman-teman dan guru"* [W.S.05]. Third, the degree of expected change is a transformation from conventional learning toward experience-based learning that integrates entrepreneurial values, as affirmed by one of the guidance teachers: *"Kami ingin siswa tidak hanya menghafal teori kewirausahaan, tapi benar-benar mengalami proses produksi sampai pemasaran"* [W.G.03].

Fourth, the locus of decision-making is at the school level involving the principal, curriculum development team, and entrepreneurship coordinator through routine coordination meetings. The vice principal confirmed this collaborative process, stating, *"Setiap kebijakan terkait program kewirausahaan selalu dibahas bersama dalam rapat koordinasi, tidak diputuskan sepihak oleh satu pihak saja"* [W.WKS.04]. Fifth, program implementers consist of the entrepreneurship coordinator, supervising teachers, and students as the main actors, with the coordinator emphasizing the collaborative division of roles: *"Saya bertugas mengatur jadwal dan target, guru pendamping membimbing teknis, dan siswa yang menjalankan produksi serta penjualannya"* [W.KOR.02]. Sixth, mobilized resources include human resources in the form of trained teachers, financial resources from BOS funds and parental support, as well as facilities and infrastructure in the form of production spaces and equipment. Regarding this, the principal noted, *"Kami memanfaatkan dana BOS untuk peralatan dasar, dan orang tua turut mendukung terutama dalam bentuk bahan baku atau modal awal"* [W.KS.01]. These findings suggest that the six dimensions of policy content interact synergistically to support the effective implementation of the entrepreneurship program at the school level.

Implementation Context of Policy at SMP Negeri 18 Gresik

The policy implementation context is influenced by four main dimensions. First, the principal demonstrates strong commitment by making entrepreneurship activities a priority program. Teachers have an interest in developing professional competencies, while students are interested in gaining meaningful learning experiences. Second, implementation strategies include intensive socialization, teacher training, formation of business groups, continuous mentoring, and periodic evaluation. The coordinator develops staged strategies from concept introduction to product marketing through bazaars and social media. Third, institutional characteristics show that SMP Negeri 18 Gresik has a supportive organizational structure with a dedicated entrepreneurship team and a culture open to innovation. The principal's transformational leadership creates a conducive climate despite existing limitations in facilities and infrastructure. Fourth, compliance and responsiveness of implementers show good levels with teachers being responsive to student needs and students enthusiastically participating in activities. Parents provide positive responses, though constraints of limited time and fluctuating student motivation are still encountered.

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Picture 1. Documentation of Entrepreneurship Activities at SMP Negeri 18 Gresik

Achievement of Graduate Profile Strengthening and Implementation Factors

Policy implementation provides significant contributions to strengthening the graduate profile, particularly the dimensions of independence, creativity, and mutual cooperation. The independence dimension is reflected in students' ability to take initiative and be responsible for their businesses. The creative dimension is manifested through innovative product ideas and creative marketing strategies. The mutual cooperation dimension is visible in group work and mutual support. More than eighty percent of students show improvement in independence, creativity, and collaborative abilities. Student products are successfully marketed, and most groups reach break-even point and even obtain profits. Supporting factors include principal commitment, student enthusiasm, responsive teacher support, positive parental participation, availability of operational funds, networks with local business practitioners, and a school climate that encourages innovation. Hindering factors include limited implementation time, limited production facilities and infrastructure, fluctuating student motivation, challenges in product quality consistency, doubts from some parents, and limited marketing access.

DISCUSSION

Policy Implementation within Grindle's Theoretical Framework

Research findings align with Merilee S. Grindle's framework, which emphasizes the importance of comprehensively understanding policy content and implementation context. Grindle (1980) states that the success of policy implementation greatly depends on policy characteristics and the implementation environment. In this research, policy content that includes multi-actor interests, multidimensional benefits, and adequate resource mobilization has been well-designed to achieve graduate profile strengthening objectives. Hakim et al. (2025) in their research on the implementation of the Back-to-School Movement policy using Grindle's model also found that analysis of policy content and context is very important for understanding implementation dynamics at the local level. The most crucial content dimension is the type of holistic benefits covering cognitive, affective, and psychomotor aspects, indicating an orientation toward character formation and life skills. Utami et al. (2022) state that policy implementation in strengthening graduate profiles requires program design that integrates various learning dimensions. Multi-actor involvement in design and implementation creates a sense of ownership and shared responsibility, strengthening Grindle's (1980) argument that policies considering stakeholder interests tend to obtain broader support. The implementation context at SMP Negeri 18 Gresik shows relatively conducive conditions with transformational leadership and innovative culture, yet faces resource limitation challenges requiring adaptive strategies. Ismail et al. (2021) in their analysis of character education strengthening policies found that supportive school contexts with strong leadership become determinant factors for implementation success. These findings also align with Hazin and Rahmawati's research on Practitioners Teaching implementation, which emphasizes the importance

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of flexibility and actors' ability to make adjustments without sacrificing main objectives (Hazin & Rahmawati). Hazin and Rahmawati found that policy implementation in higher education requires contextual adaptation and involvement of various stakeholders to achieve program effectiveness (Hazin & Rahmawati). This is consistent with Grindle (1980), who emphasizes the importance of understanding how content and contextual variables interact in the implementation process (Grindle, 1980, p. 5).

Entrepreneurship as a Medium for Strengthening Graduate Profile

This research reveals that entrepreneurship activities provide significant contributions to strengthening the dimensions of independence, creativity, and mutual cooperation in the graduate profile. Shalikha (2022) in their research affirms that entrepreneurship-based projects effectively cultivate entrepreneurial spirit as well as character. Purwanto et al. (2024) found that implementation of entrepreneurship themes in local product marketing topics successfully develops students' independent and creative abilities. Hardiansyah (2023) also confirms that entrepreneurship projects at SMAN 1 Sikur effectively support the development of graduate profile dimensions. The independence dimension that develops through business management experience is an essential twenty-first century competency. Experience-based learning provides opportunities for students to develop independence authentically in real contexts. Ayub et al. (2023) state that entrepreneurship-based approaches provide space for students to develop independence, creativity, and responsibility through direct practice. The mutual cooperation dimension built through group work teaches values of collaboration and empathy. Laily et al. (2024) found that instilling mutual cooperation character through entrepreneurship themes is very effective in developing students' collaborative abilities. Contributions to critical reasoning and faithful pious dimensions show that entrepreneurship has potential to integrate various graduate profile dimensions holistically. Irawati et al. (2022) affirm that graduate profiles as efforts to realize national character must be implemented through concrete programs that touch all dimensions. Rachmawati et al. (2022) add that graduate profile strengthening projects in prototype curriculum implementation require integration of values in every learning activity including entrepreneurship. In this context, entrepreneurship activities can be viewed as action programs aimed at achieving broader goals of educational policy (Grindle, 1980, p. 6).

Implementation Strategy and Policy Actor Dynamics

This research reveals that the principal as a key actor has authority in policy determination, but success depends on the ability to build consensus and mobilize support. Yanzi et al. (2022) in their analysis of implementation at junior high schools found that the principal's role is very strategic in creating a supportive implementation ecosystem. Wahidah et al. (2023) also confirm that graduate profile implementation at SMP Negeri 1 Mataram succeeded due to strong school leadership support. The staged implementation strategy from concept introduction to business implementation with intensive mentoring reflects effective experiential learning principles. This approach aligns with Hazin and Rahmawati's findings showing that policy implementation requires staged strategies with continuous mentoring to ensure understanding and commitment of implementers (Hazin & Rahmawati). Rasworo and Ramadan (2024) state that implementation in developing student character requires staged strategies and continuous mentoring. Kurniawaty et al. (2022) add that graduate profile strengthening strategies must be adapted to the characteristics and needs of students at each education level. Compliance and responsiveness of implementers are indicators of commitment to policy. Kurniastuti et al. (2022) found that graduate profile implementation as character education in junior high schools requires high commitment from teachers in mentoring students. Melati et al. (2024) state that implementation in the Merdeka Curriculum at senior high schools requires teachers who are responsive and adaptive to learning dynamics. The principal's success in building consensus and mobilizing support reflects the importance of implementation context in achieving policy objectives (Grindle, 1980, p. 8).

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Theoretical and Practical Implications for Educational Policy

This research provides theoretical contributions in enriching understanding of educational policy implementation using Grindle's (1980) framework in the context of graduate profile strengthening. Findings show that Grindle's framework remains relevant for analyzing policy implementation at the school micro level. Grindle's model, which emphasizes analysis of policy content and context, proves effective in identifying key factors for both success and implementation barriers. Subarsono (2011) affirms that public policy analysis requires comprehensive understanding of content and context that interact with each other. Practically, the research provides insights about the importance of comprehensive policy design and adaptive implementation strategies. Sumarsih et al. (2022) in their analysis of Merdeka Curriculum implementation in driving schools found that implementation success requires school readiness from various aspects. Riswakhyuningsih (2024) adds that designing themes and dimensions must consider the context and specific needs of each school. This research reaffirms the relevance of Grindle's framework in analyzing educational policy implementation, especially in understanding how content and context interact to influence outcomes (Grindle, 1980, p. 10).

Policy implications include the need for systemic support from government in the form of special budget allocation, development of flexible guidelines, teacher training programs, and facilitation of inter-school networks. Safitri et al. (2022) state that as a new orientation in education to improve student character, conducive educational ecosystem support is needed. Rofiqi (2023) adds that character education strengthening toward the Society 5.0 era requires comprehensive transformation of the education system. Further research is needed to explore the long-term impact of entrepreneurship activities on students' careers after graduation and identify other innovative models. Systemic support from government and comprehensive transformation of the education system are part of the broader context that influences educational policy implementation (Grindle, 1980, p. 14).

CONCLUSION

Research on the implementation of graduate profile strengthening policy through entrepreneurship activities at SMP Negeri 18 Gresik demonstrates program success designed based on Grindle's (1980) framework. Policy content encompasses six main dimensions including multi-actor interests, multidimensional benefits in cognitive, affective, and psychomotor aspects, transformative degree of change, participatory decision-making, structured program implementers, and adequate resource mobilization. The implementation context shows relatively conducive conditions with strong principal commitment, systematic staged implementation strategies, transformational leadership, and good implementer responsiveness. Nevertheless, implementation still faces challenges of limited time, facilities and infrastructure, fluctuating student motivation, product quality consistency, and marketing access that require adaptive strategies. Policy implementation provides significant contributions to strengthening the dimensions of independence, creativity, and mutual cooperation in the Pancasila Student Profile. More than eighty percent of students show substantial improvement in independence, creativity, and group collaboration. Success is reflected in student products that are successfully marketed, with most groups reaching break-even point and even obtaining profits. Supporting factors include leadership commitment, student enthusiasm, teacher and parent support, funding availability, networks with business practitioners, and an innovative school climate. Hindering factors include limited time, facilities and infrastructure, and student motivation. Research findings confirm the relevance of Grindle's (1980) framework in analyzing educational policy implementation at the school micro level and align with Hazin and Rahmawati's research on the importance of flexibility and contextual adaptation. Entrepreneurship activities prove effective as an experience-based learning medium that integrates various dimensions of the Pancasila Student

Profile holistically. Research implications indicate the need for systemic support from government in the form of special budget allocation, flexible guidelines, continuous teacher training, and facilitation of inter-school networks. Further research is needed to explore long-term impacts on student careers and identify other innovative models in graduate profile strengthening.

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