

Policy Analysis Full Day School Student in The Formation of Character

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ABSTRACT

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This paper focuses on a case study of the implementation of full day school implementation in Indonesia where the implementation of education is the formation of character at a young age. but in the policy process, there are many gaps in its implementation. the method used is a qualitative approach where the researcher uses Dunn's concept to sharpen the analytical tools from a policy process to its implementation, the data used uses secondary data in the form of documents, reports, relevant websites, then the method used to sharpen the analysis uses a logical model according to the phenomenon which exists. the results of this paper indicate that the implementation of full day schools is still categorized as not ready to be implemented, this is because there are still many human resources and some implementing actors have not been maximized in their implementation, this can be seen that there are still many levels of gaps in the implementation process.

Keywords: Policy Analysis; Full Day Scholl; Formation Character

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Introduction

Education is an important component to support quality Human Resources. Through individual and group behavior education, morality, civilization, and normality will be formed which are contained in the philosophy of the Unitary State of the Republic of Indonesia, namely the ideology of Pancasila. In the education sector, the government has designed a 12-year compulsory education program which is regulated in Law number 20 of 2003 concerning the national education system. Because it is considered to have an important role for the State of Indonesia, education is also inseparable from the attention of the opening of the 1945 Constitution of the Republic of Indonesia as a goal to educate the nation's life. In Law number 39 of 1999 concerning Human Rights in Article 60 paragraph 1, it is stated that "every child has the right to receive education and teaching in the context of personal development according to his interests, talents, and level of intelligence". This means that every child in Indonesia has the right to obtain quality education according to their interests and talents regardless of their social status (Syah, 1999).

Children's education is an inseparable part of the issue of educating the nation. Through education, children are honed with a set of knowledge to have positive awareness and willingness in finding and formulating goals for themselves in the future (Yusuf, 1978). The development of education in Indonesia has shown considerable success. The nine-year compulsory education supported by the construction of school infrastructure and continued with the nine-year compulsory education is an education sector program that is recognized as quite successful. Cases of staying in class, being late for elementary school,

dropping out of school and the inability to continue schooling to a higher level are quite a lot of things in the spotlight in the world of education (Kamsihyati et al., 2017)

Innovations in the field of education continue to come along with the change of government. In the era of President Jokowi, the new policy of regulating schools 8 hours a day for 5 full days as stipulated in Ministerial Regulation Number 23 of 2017 known as the Full Day School (FDS) system. This policy is effective starting the new school year which falls in July 2017. However, for schools that do not have adequate resources and facilities, this policy can be carried out in stages. The FDS policy applies to every level from elementary, junior high to high school. The enactment of the FDS policy actually provides a longer portion of student learning in schools.

Table 1. Comparison of normal school hours with Full Day School

Sekolah Reguler		Full Day School		Selisih
Jenjang Sekolah	Waktu Jam Belajar	Jenjang Sekolah	Waktu Jam Belajar	
SD (kelas I dan II)	07.00-10.45	SD (kelas I dan II)	07.00-16.00	4 jam 15 menit
SD (Kelas III-VI)	07.00-12.00	SD (kelas III – VI)	07.00-16.00	4 jam
SMP	07.00-13.00	SMP	07.00-16.00	3 jam
SMA/SMK	07.00-14.30	SMA/SMK	06.45-16.00	1 jam 30 menit

Source: Processed by researchers, 2021

Based on the table above, students' school hours have become longer, according to the regulation of the Ministry of Education and Culture 23 of 2017 in article 5, it is stated that school days with a duration of up to 8 hours are used to carry out extracurricular, co-curricular and extracurricular activities. Extracurricular activities are activities carried out to fulfill the curriculum in accordance with statutory regulations. Co-curricular activities are activities carried out to strengthen or deepen basic competencies including subject enrichment activities, scientific activities, art, and cultural guidance, or other forms of activities to strengthen the character of students. Meanwhile, extracurricular activities are activities under the guidance and supervision of schools that aim to develop the potential, talents, interests, abilities, personality, cooperation, and independence of students such as craft activities, scientific work, training by interests, and religious talents (Henderson & Milstein, 2003).

On the other hand, there are several factors that forced this policy to be made, including (a) Increasing promiscuity among children, (b) Increasing parental activity (mobility), (c) Making it easier for teachers to get duration teaching hours as much as 24 hours per week as a requirement to pass teacher certification and (d) the tendency of children when at home to just play and be lazy. In contrast to the general school model, FDS applies the basic concepts of "integrated activity" and "integrated curriculum" meaning that all programs and activities of children in schools ranging from learning, entertainment, and worship are packaged in an education system. The FDS learning system focuses on all educational programs whose activities are in schools. It is hoped that this will be useful for fostering pious and pious generations. FDS also forms students to excel in learning in a quality learning process, namely getting impressions that result in changes in individuals and groups as a result of activities in learning (Alanshori, 2016; Sinaga et al., 2018)

In general, FDS was established to accommodate various problems that exist in society, which wants children to get the best education, both from academic and non-academic aspects, and to provide protection for children from promiscuity (juvenile delinquency). Over time this policy was made, the implementation of FDS is considered not to have been fully implemented in Indonesia (Dewey, 2007). This

is because there are still many things that need to be reviewed regarding its implementation and there are still many weaknesses in the FDS education system such as cases of violence in schools and bullying which are the main problems that need attention. The purpose of this paper is to analyze the optimization of character education based on the FDS system. So that it becomes an interesting discussion in this paper because the main purpose of the FDS policy is to form students with character, but on the other hand character education is not enough in a school environment with the FDS system which actually provides greater opportunities for perpetrators of violence and intimidation in schools.

According to Zubedi (Ramdhani, 2014: 28) The complexity of issues surrounding character or morality has become a shared thought as well as a concern. The crisis of character or morality is marked by an increase in violent crimes, drug abuse (drugs), pornography and pornography, as well as promiscuity which has become a pathology in society. The other moral crisis that has actually occurred is the behavior of corruption that has become a tradition in the midst of society. In addition, a crisis of trust also occurred in the elite group of society, namely the behavior of corruption which is increasingly worrying. This demoralization is due to the fact that the learning process tends to teach moral and character education to a purely textual nature and does not prepare students to respond to this contradictory life.

Furthermore, education is an interaction between the factors involved in it in order to achieve educational goals (Ramdhani, 2017). The interaction of these factors can clearly be witnessed in the learning process, namely when educators teach values, knowledge and skills to students, while students receive the teaching. The target of the educational process is not just the intellectual development of students by supplying as much knowledge as possible, more than that, education is a process of providing understanding, understanding, and appreciation to the experiences they know. Thus, the highest goal of education is the development of the personality of students as a whole by changing the behavior and attitudes of students from negative to positive, from destructive to constructive, from bad character to noble character, including maintaining the good character it bears. Character education has principles in its development, namely:

- a. Sustainable, implies that the process of developing character values is a continuous process, starting from the beginning of students to completion of an educational unit, even to entering the community.
- b. Through all subjects, self-development and school culture, as well as local content
- c. Values are not just taught, but developed and implemented. Learning activities are carried out to develop all abilities in the cognitive, affective and psychomotor domains and
- d. The educational process is carried out by students in an active and fun way.

Character education is a system of inculcating character values which includes components of knowledge, awareness, willingness and action to implement values, both for God Almighty, oneself, others and the environment so that they become human beings. Character education can be integrated into learning in every subject. Learning materials related to norms or values in each subject need to be developed, made explicit, linked to the context of everyday life. Thus, learning character values is not only at the cognitive level, but also touches on internalization and real recognition in the daily lives of students in society (Amri, 2011).

Methods

This study uses a qualitative method with a literature review taken from various articles, journals, and trusted supporting sites (Neuman & Benz, 1998). In general, literature reviews take the form of discussions in four types, namely combining what others have said or done, critiquing research from previous researchers, and then building bridges between related topics and identifying central issues in a field (Moleong, 2012). Qualitative research is research that intends to understand phenomena about what is experienced by research subjects such as behavior, perceptions, motivations, actions, etc. holistically,

and by means of descriptions in the form of words and language, in a special context that is natural and by utilizing various natural methods (Creswell, 2005).

Results and Discussion

The main problem that needs to be solved in the formulation of the Full Day School (FDS) policy concerns the problem of juvenile delinquency which is a concern where students need character education in shaping the morality that exists within them. In this case the school environment is assumed to be able to change the character of students and eradicate juvenile delinquency. Juvenile delinquency does not only include criminal and drug offenses. Other juvenile delinquency behavior can be in the form of status violations, violations of norms or violations of the law. Violations of status such as running from home, skipping school, drinking underage, illegal racing and so on. Violations of this status are usually difficult to record in quantity because they are not considered a violation of the law. Meanwhile, behaviors that deviate from the norm include premarital sex among teenagers, abortion among young women and so on. The number of these behaviors has increased from year to year.

According to data from the Central Statistics Agency, the trend of juvenile delinquency and crime from physical violence, sexual violence and psychological violence shows an increasing number from year to year. In 2007 there were 3,145 youths under the age of eighteen as criminals, in 2008 and 2009 it increased to 3,280 to 4,123. Furthermore, student brawl cases from 2013 were 147 cases, in 2014 there were 255 cases and tragically cases of drug use by students from 2010 were 531 cases, 2011 were 605 cases and 2012 were 695 cases. In the problem above, there is actually an assumption that another way to solve the problem of juvenile delinquency is through education. Government elites assume that with a sufficiently long learning duration, students will be well controlled in the school environment through intracurricular, cocurricular and extracurricular activities. On the other hand, policies that are expected to shape the character of students actually experience contradictions, as the implementation of FDS has slowly turned off non-formal school activities such as tutoring centers and madrasah diniyah. So in this case it is very detrimental to some people.

On the other hand, understanding the problem in the FDS system is the government's unpreparedness in issuing policies without facilitating the policy. This can be seen from many schools in Indonesia that have not fully implemented FDS due to facilities, infrastructure and teacher aspects. The limitations of school facilities and infrastructure can hinder the progress of schools because essentially facilities and infrastructure are a vital part that supports the success of education. In addition, teachers are required to have knowledge, skills, discipline, work harmony and professionalism. If teachers do not have this, it will hinder school development (Risnita & Asvio, 2019).

Forecasting Analysis

Theoretical forecasting helps analysts make predictions about the situation of society in the future and the present using deductive reasoning (Dunn, 2000). In this forecast, it is associated that FDS will be predicted to reduce negative activities for students outside of school. As the Regulation of the Minister of Education and Culture Number 23 of 2017 aims to prepare students to face the challenges of the development of the globalization era, it is necessary to strengthen the character of students through the restoration of character education in schools. In addition, schools are considered more effective as a restoration of student character education. So, in this analysis, the government's forecasting is very confident of optimal results in creating character education.

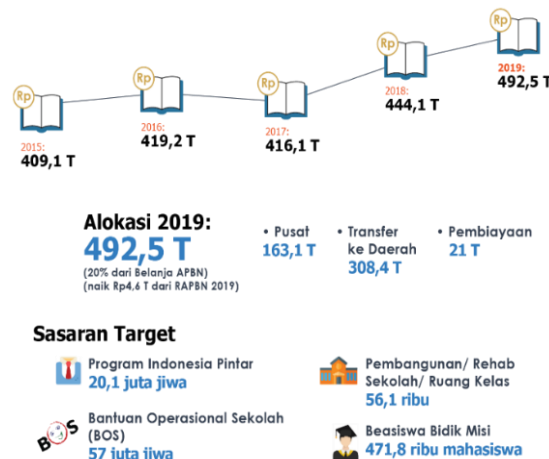
In the case of FDS, in fact, the implementation of FDS did not match the government's predictions. Character education should be matched with a fun education system away from acts of violence and

bullying in schools. Child-friendly schools are schools with special characteristics where students will get academic learning with a happy and calm feeling. This principle was developed as a guide for school and classroom management to ensure that all children have the right to access quality education. The child-friendly school model was developed by UNICEF as an effort to develop quality education for all children. This model is seen as a comprehensive framework as UNICEF's intervention efforts in realizing quality education for every child by considering the three most basic rights of children, namely provision, protection, and participation. In this case, child-friendly schools present themselves as a medium, not just a fun place for children to learn. The world of children is "play". It is in playing that children actually do the process of learning and working. School is a playground that introduces healthy competition in the teaching and learning process.

Policy Adoption

The implementation of a policy requires the availability of a budget to meet the sustainability of the policy (Yudithia et al., 2020). In the education sector, the FDS program in meeting its needs is budgeted through School Operational Assistance (BOS) as this is alternative financing for the implementation of the FDS program. The education budget allocation is considered to have a fantastically high amount. For the sustainability of the FDS program from 2017 to 2019, the education budget has increased. In 2017 education received a budget allocation of 416 Trillion, in 2018 it reached 444.1 Trillion, and in the 2019 period education received a budget of 429.5 Trillion. These allocations come from the APBN expenditure which is then divided into the central, regional, and other financing budgets for education. The targets in the education budget include the Smart Indonesia program, School Operational Assistance, School Development/Rehab, and Bidik Misi scholarships.

Figure 2. Budget Allocation of the Ministry of Finance in the Education Sector 2015-2019



Source: Ministry of Finance of the Republic of Indonesia

In the process of teaching and learning activities in schools (KBM), a lot of the education budget is allocated through School Operational Assistance (BOS). The continuity of FDS that requires access to facilities, infrastructure, payment of honorarium, and so on is summarized in the National recapitulation per component as follows.

Table 2. Fund Revenue (Cost) Based on National Recapitulation of Elementary, Middle, High School, Vocational and Special School Levels 2017-2019

Jenjang	Year	Triwulan			
		1	2	3	4
SD	2017	2.460.177.320.603	4.086.432.820.060	1.979.713.860.828	1.684.919.942.690
	2018	2.414.805.931.915	4.369.247.333.932	2.094.494.977.023	2.201.985.297.887
	2019	3.699.298.076.936	6.925.206.303.993	3.768.210.204.485	3.612.100.422.170
SMP	2017	1.322.260.479.800	2.202.007.787.014	1.085.268.285.676	955.914.675.287
	2018	1.374.906.090.240	2.474.469.013.521	1.174.411.087.875	1.274.035.468.966
	2019	1.901.534.654.952	3.551.835.600.548	1.865.801.760.635	1.950.825.548.871
SMA	2017	440.993.078.342	960.371.469.330	431.692.128.663	417.909.814.736
	2018	780.936.327.668	1.431.517.235.421	730.882.378.636	739.783.447.875
	2019	1.275.918.374.423	2.477.966.247.069	1.263.237.106.585	1.313.026.250.616
SMK	2017	631.310.209.672	1.204.251.000.674	567.848.062.240	575.034.983.512
	2018	929.522.262.472	1.696.143.608.611	860.302.247.265	893.906.805.171
	2019	1.517.030.791.880	2.945.756.104.620	1.498.170.822.463	1.631.596.783.200
SLB	2017	21.804.379.279	38.971.976.937	19.676.742.892	17.261.275.239
	2018	21.804.379.279	38.971.976.937	19.676.742.892	17.261.275.239
	2019	59.312.959.239	116.049.069.268	58.821.028.205	63.457.024.718

Source: Processed Data, 2021

Based on the national recapitulation of education receiving the BOS budget every three months, in one semester the BOS budget is disbursed twice. Quoted in bos.kemdikbud.go.id the component of BOS financing is used as a component of library development, new student admissions, learning, and extracurricular activities, learning evaluation activities, school management, teacher professional development, power and service subscriptions, school maintenance, payment of honoraria and purchase or maintenance of multimedia learning tools. In the cost-benefit analysis, in fact, the government has guaranteed the availability of the FDS program budget through School Operational Assistance. Aligned with FDS's goal of developing intra-curricular, co-curricular, and extra-curricular learning activities in schools. However, there is a lot of information that says that there are a number of schools that are not ready to implement FDS due to cost constraints, the author's perception that the budget allocated by the government may not match the details of financing in schools in general.

Monitoring Analysis

In the analysis of monitoring (monitoring) this relates to the analysis of the description of the relationship between the operation of the policy program and its results (Harvey & Mason, 1995). The author uses a research approach as the results of past public policy implementation will be compared with the current situation. According to the author, the implementation of FDS is considered not to be able to be fully implemented in Indonesia. This is because there are still many things that need to be reviewed regarding its implementation and there are still many weaknesses in the Full Day School education system such as cases of violence in schools.

Table 2. Facts of Violence in Schools in 2020

Presentase	Type of Violence
72%	Physical Violence of Child Victims of Policy
89%	Psychic Violence
4%	Financial Violence or Extortion
2%	Sexual Violence

Source: Ministry of Women's Empowerment and Child Protection

An interesting fact is that the FDS policy with a long duration of study does not actually solve the main problem, namely the creation of quality character education. Based on the data above, 84% of students are vulnerable to violence in schools as perpetrators of violence in schools are teachers, school officials, and peers. There are various types of violence in schools, with the highest position of 72% being physical violence against children who are victims of the policy. In this case, violence arises as a result of students not obeying the rules that apply at school, violating school regulations and so on.

Then 9% psychological violence on students at school often causes fear and insecurity to become the second type of violence after physical violence against children who are victims of the policy. In the third position, as much as 4% in the school environment financial violence often occurs as this occurs when money is used as a tool for manipulation of perpetrators of violence. Fourth, as much as 2% of the school environment is not spared from sexual violence, both the perpetrators consist of school personnel and peers. In fact, the benchmark for character education before and after FDS is implemented does not in fact reduce the number of bullying cases in schools. Precisely school hours with a long duration provide more opportunities for bullies at school.

Table 3. Cases of Bullying in Schools

Year	Perpetrator	Victim
2011	48	56
2012	66	130
2013	63	96
2014	68	159
2015	93	154
2016	93	81
2017	117	129
2018	127	107

Source: Indonesian Child Protection Commission

Policy Assessment

The last stage of policy analysis includes the assessment stage from the end of public policy making (Bovens et al., 2008). Public policy is basically made to achieve the desired impact, therefore the measures or criteria are determined as the basis for assessing whether the public policy has achieved the desired impact. The analysis of the formal evaluation of the indicators of the success of the policy can be described through the law.

Table 4. Evaluation of the Impact of FDS Policy

Positive impact	Negative impact	Short Term Impact	Long Term Impact
Positive activities increase	Stress-prone children	Government policies can be implemented	The development of the development of

Positive impact	Negative impact	Short Term Impact	Long Term Impact
			facilities and infrastructure in stages
Avoid promiscuity	The application is not the same	Children must go to school for a long enough duration	Creating quality education
Extracurricular activities can be maximized	Less time with family	Minimizing juvenile delinquency	Creating public order
Increased interaction with classmates	Increased school financial needs finansial	-	-
Mastery of the material can be deeper	Provide opportunities for more violence and bullying in schools	-	-

Source: Data Processed by researchers

Based on the impact criteria described above, the success indicators for FDS are not as expected. The purpose of Ministerial Regulation Number 23 of 2017 concerning school days is considered not the right way to reduce juvenile delinquency. At the end of considering the issues that have arisen, the government takes the attitude that a policy should be continued, replaced, or terminated. In this case, it relates to the beginning and end of the policy process. In the FDS system which is full of considerations and options from various groups, the government chose to issue Presidential Decree Number 87 of 2017 concerning strengthening character education. It is stated in the Presidential Regulation that Strengthening Character Education, hereinafter abbreviated as PPK, is an educational movement under the responsibility of the education unit to strengthen the character of students through harmonization of heart, thought and exercise with involvement and cooperation between educational units, families, and communities as part of The National Movement for Mental Revolution (GNRM). So the Ministerial Regulation Number 23 of 2017 regarding the FDS program was decided to be an option.

Conclusion

This study focuses on the formation of student characteristics in Indonesia in the full day school program policy which has gaps in the implementation of the policy. the research method uses qualitative with literature study which is analyzed in depth. The results show that Strengthening Character Education, hereinafter abbreviated as PPK, is an educational movement under the responsibility of the education unit to strengthen the character of students through harmonization of heart, thought and exercise with involvement and cooperation between education units, families and communities as part of the National Movement. Mental Revolution (GNRM). So the Ministerial Regulation Number 23 of 2017 regarding the FDS program was decided to be an option.

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