

## **Strengthening Character Education in Formal Education Units Based on Minister Regulation of Education and Culture Republic of Indonesia (Study at Public Elementary School Pakong 1, Pakong District, Pamekasan Regency, Indonesia)**



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**ABSTRACT:** Indonesia is one of the countries that has experienced difficulties in implementing public policies, one of which is the implementation of the regulation of the Minister of Education and Culture of the Republic of Indonesia No. 20 of 2018 concerning strengthening character education in formal education units at Public Primary School Pakong, Public Primary School Pakong 1 is a school that is very much a role model. for other schools at Public Primary School Pakong 1, but in fact children in Pakong sub-district have characters that are still less than the standard of good character, this can be seen from the way the children communicate, whose language is not appropriate for their age. Therefore this research was conducted. This type of research is descriptive qualitative. The theory he uses is the theory of public policy implementation from George Charles Edward III. With theoretical indicators, namely communication, resources, disposition, and bureaucratic structure. The results of this study are true that the implementation of the regulation of the Minister of Education and Culture of the Republic of Indonesia No. 20 of 2018 concerning strengthening character education in formal education units at Public Primary School Pakong 1, Pakong District, Pamekasan Regency. It can be seen from the four indicators of the theory of public policy implementation, namely the communication carried out is still not optimal, because the community and parents of students still do not understand about strengthening character education. Existing resources are also still lacking due to competent human resources but are not juxtaposed with complete facilities such as school fields, and prayer rooms. The disposition at Public Primary School Pakong 1 is also still lacking, this can be seen from the desire of the implementers in the implementation of strengthening character education to be carried out only with minimal standards and not maximized. The bureaucratic structure at Public Primary School Pakong 1 is good but still requires strengthening and consistency from each implementer.

**KEYWORDS:** Policy Implementation, Character Education, Minister of Education and Culture Regulation No. 20 of 2018

### **I. INTRODUCTION**

Education has a very important role in shaping the character and civilization of a nation. Education will consistently maintain the character values of a nation's civilization in the midst of the dynamics of social change. Education not only works to encourage how to know and how to do it, but also how to make it happen, which is the most important thing in social reality. Education is also the key to human resource development. The quality of human resources is the key to the realization of Indonesia Gold 2045, the ideals of a nation that is just and prosperous, safe and peaceful, as well as advanced and global. Education also determines the future direction of this nation. Education improves the order of life that is relevant in today's changes without losing its national identity [1]

One of the public policies made by the Government of Indonesia is in the form of a ministerial regulation on character education as stated in the Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 20 of 2018 concerning strengthening character education in formal education units, one of which is discussed in the regulation of the Minister of Education and Culture of the Republic of Indonesia. Indonesia is about its implementation. Implementation of strengthening character education is carried out by applying the values of Pancasila in character education, especially including religious values, honesty, tolerance, discipline, hard work, creative, independent, democratic, curiosity, national spirit, love homeland, appreciate achievements, communicative, love peace, love to read, care for the environment, care about social, and be responsible. The value referred to is the embodiment of five interrelated main values, namely religiosity, nationalism, independence, mutual cooperation, and integrity which are integrated in the curriculum. The implementation of strengthening character education at the basic

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education level education unit has a greater character load than the character content in the implementation of strengthening character education at the secondary education level education unit. Character content in the implementation of strengthening character education as referred to is implemented through the curriculum and habituation in the basic education level education unit [2].

Character education has an important role in building a strong foundation for a community. It provides basic education and self-control about students' local values to face the information age of open cultural access such as the advent of the internet [3,4,5]. Character education in several contexts that are integrated into subjects, such as mathematics and multimedia [6,7]. Several models of character education have been developed [6] to open the way for teaching and learning; however, contextual models that imply Indonesian local wisdom have not been developed or restricted.

According to [8] implementation is defined by several key words as follows: to carry out the policy (to carry out), to fulfill promises as stated in the policy document (to fulfill, to produce output as stated in the policy objective (to produce), to complete mission that must be realized in the policy objectives (to complete).

Strengthening character education in the current context is very relevant to overcome the moral crisis that is happening in our country, whether we admit it or not when there is a real and worrying crisis in society by involving our most valuable possessions, namely children. The crisis is in the form of increasing promiscuity of sex, the increasing number of violence against children and adolescents, crimes against friends, theft, the habit of cheating, and drug abuse, pornography, rape, confiscation, and destruction of other people's property has become a social problem that until now has not yet been completely resolved. The behaviour of our teenagers is also colored by the habit of cheating, bullying habits at school, and brawls. The consequences are quite serious and are no longer considered a simple problem because these actions have led to criminal acts [8].

The purpose of this study is to find out and analyse how the implementation of the regulation of the Minister of Education and Culture of the Republic of Indonesia Number 20 of 2018 concerning strengthening character education in formal education units (study at Pakong 1 Elementary School, Pakong District, Pamekasan Regency) ", Using the implementation theory proposed by George Charles Edwards III with its success indicators, namely communication, resources, disposition, and bureaucratic structure.

## **II. LITERATURE REVIEW**

### **1. Character**

The American Psychological Association (APA), which is the main reference in psychology, describes character as the totality of a person's personality traits and attributes, especially one's moral, social and religious attitudes. Moral traits can be obtained from the culture adopted by a person [10], social can be a form of response to their social environment [11], while religious characteristics come from the beliefs they hold [12]. Character is also called character, the inner nature of humans that influences all thoughts and behavior. According to Si [13], character is behavior that is inherent in a person which generally cannot be equated with what is formed by society. So evil and lazy is a character formed by itself. Including good and diligent. Therefore, character values need to be instilled from childhood.

### **2. Character Education**

The Ministry of National Education (2010) defines character education as everything that teachers do, which can affect the character of students. Teachers help shape the character of students. This includes imitating how teachers behave, how teachers speak or deliver material, how teachers tolerate, and various other related matters. Based on the grand design developed by the Ministry of National Education, psychologically, the formation of social and cultural characters in individuals is a function of all individual human potentials (cognitive, affective, conative, and psychomotor) in the context of socio-cultural interactions (in family, school, and community). Lasts a lifetime 18 characters that students need to have, including (Perpres) No. 87 of 2017 and Ministerial Regulation (Permen) No. 20 of 2018): Religious, Honest, Tolerance, Discipline, Hard Work, Creative, Independent, Democratic, curiosity know, the spirit of nationalism, love for the homeland, appreciate achievements, friendship, love peace, love to read, care for the environment, care for social, and responsibility. Character education is important for shaping the quality of a generation. Education is one of the means to guide a person to become a good person so that he can filter out bad influences, such as acting criminally, committing immoral acts and also not being like a student. Character education must be carried out within the scope of school education by the Ministry of National Education in 2010 and re-approved in 2017.

The character education launched by the government has so far been less applicable because some schools still provide character education through subjects [14]. While the implementation of character education requires a personal approach from a supervisor to send messages or information about character education [15]. Supervising teachers can oversee six counselling services, including personal development, social development, learning development, career development, family life development, and religious life [16]. With the guidance and counselling provided by the supervisor, it is expected to be able to

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direct student behaviour towards good morals and noble character. For this reason, schools need to develop management guidance and counselling that not only focuses on solving student problems but also supports an effective, creative and effective learning system. So that innovative schools not only graduate students with high grades but also have high character and character ([17]. Guidance and counselling management is a management activity carried out to achieve effective and efficient guidance and counselling goals by utilizing various available resources. This activity is carried out by counsellors to facilitate the function of guidance and counselling starting from planning, organizing, implementing, and evaluating [18]. Guidance and Counselling Planning is very important because the planning in the Guidance and Counselling program is the direction of its implementation. Planning is an effort to achieve or achieve counselling goals in a more systematic, coordinated, and directed manner [18].

## **3. Strengthening Character Education (CES)**

Strengthening Character Education (CES) is stated in Presidential Regulation (Perpres) No. 87 of 2017, which is divided into 3 scopes: Class-Based Character Education, School-Based Character Education, and Community-Based Character Education. This is very important to be done in formal schools in the implementation of character education, which has five main values that are interrelated. The main values are: religion, independence, nationalism, cooperation, and integrity. The Strengthening Character Education Program (CES) is to strengthen the character of students through harmonizing thoughts, feelings, heart sports, and sports through school, family and community collaboration. This aims to instil the values of character education in students massively and effectively [19].

## **III. METHODOLOGY**

This type of research is descriptive qualitative. The theory he uses is the theory of public policy implementation from George Charles Edward III. With theoretical indicators, namely communication, resources, disposition, and bureaucratic structure. A case study is a form of intensive and in-depth analysis and description of a whole without the limitations of space and time. So the researcher determines a case, analyses it, assesses and assesses it so that the researcher gains an understanding of the situation and the meaning of the unit [20]. In this case, the researcher focuses on the object of research on the implementation of the regulation of the Minister of Education of the Republic of Indonesia number 20 of 2018 concerning strengthening character education in formal education units (a case study at the Pakong 1 Elementary School in Pakong District, Pamekasan Regency), especially on synergy and coordination as well as cooperation between schools and families. Students and the surrounding community in the implementation of character education at the Pakong State Elementary School 1. Because in the implementation of the implementation of character education at the Pakong 1 State Elementary School, the synergy and coordination between the school and the students' families and the community environment is still very lacking, so there is a significant difference between character education in schools, at home and in the community. The implementation theory used is the theory put forward by George Charles Edwards III with indicators namely communication, resources, disposition, and bureaucratic structure.

## **IV. DISCUSSION**

Judging from the arrangement of several descriptions contained in the Introduction chapter, literature review chapter, research methodology chapter, then it is connected with the results of research conducted at Public Primary School Pakong 1 as one of the implementers of the policy of the minister of education and culture regarding strengthening character education, before drawing conclusions, the researcher first outlines the discussion that has been carried out between the chapters, the discussion in question is an analysis of the implementation of the policy of the ministry of education and culture regarding strengthening character education at Public Primary School Pakong1.

### **Communication**

Communication has an important role/function to determine the success of public policy in its implementation; there are three indicators that become a benchmark for the success of communication in the implementation of public policy, namely transmission, clarity, and consistency. The transmission in question is the distribution of communication, a policy that will be implemented must be channeled to the official who will implement it, transmission problems often occur when the implementing party does not agree with the existing policy, transmission problems also occur when the policy to be implemented must pass through a layered organizational structure or not adequate communication channels are available. in this case the transmission is in the form of delivering information, at Public Primary School Pakong 1 the delivery of information from the central government to the blood government and schools has been carried out and it is understandable the delivery of policies, as well as the school also conveys the importance of strengthening character education to several communities, especially parents of students, the method used carried out by Public Primary School Pakong 1 in delivering policies to strengthen character education, carried out directly or indirectly, to students indirectly, the teacher directly provides information by commemorating students' politeness and

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reminding students to be civilized well, to the guardians of students the school always conveys to the guardians to keep an eye on their children and control the formation of children's character. However, it turns out that not a few parents of students do not understand what the teachers mean, because most parents are still indifferent to character education. As children, most parents are busy making a living for their families. Clarity of communication must be clear and not confusing, for clarity of information obtained from the government, the Public Primary School Pakong 1 already feels that what the government has said regarding the policy of strengthening character education is clear enough and can be understood by us as one of the agencies implementing the policy, but what has become the problem is when the policy is conveyed by Public Primary School Pakong one to the guardians of students as well as the surrounding community, many people do not even understand what the teachers mean, sometimes some guardians do not support character education in schools, as is the case when teachers ask their parents to implement character education in accordance with the direction of the school, but some parents are not all enthusiastic, some are indifferent because they feel they are busy with their work and do not have time to pay attention to their children. Consistency in conveying information, information conveyed to the public has been consistent regarding strengthening character education in children. The information submitted is in accordance with existing policies and is not changed. In the communication indicator in the implementation of strengthening character education at Public Primary School Pakong 1, the researcher believes that communication from the center to schools has actually been effective, but the problem is the delivery of information from the school to the community and families of Public Primary School Pakong 1 students as part of the education trimester that the enthusiasm of the students' families, as well as the community is very lacking in understanding and implementing character education. This can be seen from the attitude of the people who are indifferent to children's character education. In the regulation of the Minister of Education and Culture of the Republic of Indonesia, it is written that a community-based approach is carried out by strengthening the role of parents as main policy stakeholders and school committees as community participation institutions that uphold the principle of mutual cooperation, involve and empower the potential of the environment as a source of learning such as the presence and support of art activists. And culture, community leaders, alumni, the business world, and the alumni world. However, at Public Primary School Pakong 1. However, from the results of research conducted by researchers, it is found that collaboration between schools and parents and the community is difficult to build because the school does not maximize efforts to convey information so that the community and guardians of students can understand and increase their critical sense of strengthening children's character education. So in conclusion, communication indicators in the implementation of strengthening character education at Public Primary School Pakong 1 are still not good because there are still many people who do not understand and understand strengthening character education.

### **Resources**

Some of the resources needed in an organization include human resources, namely the number and ability of human resources must be in accordance with what is needed, information resources, which are related to how to implement policies and data related to policies that will be implemented, authority resources needed for implementers. varies greatly depending on the policy that must be implemented, the authority can take the form of bringing cases to court, providing goods and services, the authority to obtain and use funds, the authority to request cooperation with other government agencies and facility resources, physical facilities are important for the successful implementation of the policy. By the implementers. Physical facilities as supporting facilities and infrastructure are needed to support the policy implementation process. Human resources who implement character education strengthening policies are deemed competent and adequate in providing character learning to children so that they can form good children's personalities, then the available budget resources are sufficient to meet basic needs in implementing character education strengthening policies, although not as much as possible. For facility resources at Public Primary School Pakong 1, the existing facilities are actually quite adequate in implementing the policy of strengthening character education but not as much as possible, the school also needs school facilities in the form of a prayer room to maximize the implementation of strengthening character education for students. In this case, the opinion of the researcher regarding the human resources at Public Primary School Pakong 1 is indeed competent, but the existing human resources only carry out modest tasks without a great will to improve efforts to strengthen character education. The existing human resources carry out policies with minimal standards, and not as much as possible so that the results obtained are also of minimal standards. Then for information resources, it is quite good, and not confusing so that the way of implementing the policy is clearly stated, the source of authority, the authorized party at Public Primary School Pakong 1 is the principal. According to researchers, the authorities are not maximally using their authority in the implementation of strengthening character education, this can be seen from the rarity of Public Primary School Pakong 1 inviting art figures, business figures, or other community leaders. There are still many facilities resources at Public Primary School Pakong 1, starting from the prayer room as one of the supporting facilities in implementing character education strengthening, in addition to the musola Public Primary School Pakong 1 also does not have a school field that can be used as an extracurricular implementation as one of the activities to strengthen character education. So in conclusion, the resource indicator



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in the implementation of strengthening character education at Public Primary School Pakong 1 is good, because the existing resources have not been able to fulfill maximizing the implementation of strengthening character education at Public Primary School Pakong 1.

### **Disposition**

This disposition is the attitude and commitment of implementers to program policies that must be implemented because every policy requires implementers who have a strong desire and high commitment to be able to achieve the expected policy objectives. At the disposition of Public Primary School Pakong 1, the implementers agreed to the implementation of strengthening character education policies, because this could make teachers aware that the teacher's job was not only to teach but also to shape the personality of their students. The school is very excited to carry out strengthening character education for students through several school activities ranging from encouraging students to pray dhuha together, then holding midday prayers in congregation, holding tahfid and banjara (hadrah) extracurricular activities as well as holding clean Friday activities. character education of students in their families, even though the school has conveyed a policy of strengthening character education to the guardians of students, however, not all guardians of students can understand what is meant by the school so that character building activities in schools may not necessarily be carried out also in the family because the character of each family is different.

The parties who are deemed able to support the implementation of strengthening character education are the entire extended family of Public Primary School Pakong 1 and the community, ranging from the school committee, principals, teachers, parents of students, to the community. strengthening character education even though they do not understand maximally, but at least the small hopes first can be realized, for further looking at existing developments, almost all implementers agree on the existence of a ministerial regulation regarding strengthening character education, but the obstacle for the community and parents is difficult to understand the importance of strengthening character education, moreover parents are also busy making a living, so that the implementation of character education cannot run well in some families. So in conclusion, the disposition indicator in the implementation of strengthening character education at Public Primary School Pakong 1 is still not good this can be seen from the desire of the implementers in implementing the regulations for strengthening character education which are carried out still with a minimum standard of implementation and not as much as possible. The implementer's desire to carry out the strengthening of character education has an effect on the understanding of the community and parents of students about the importance of strengthening character education. This can be seen from the way in which information is conveyed to parents and the public, which is only done during the distribution of report cards and registration. For researchers, this is not optimal because it is not in socialization or special programs to strengthen character education.

### **Bureaucratic Structure**

The bureaucratic structure is a working mechanism formed by an organization to manage the implementation of a policy; he emphasized the need for a Standard Operating System (SOP) which regulates the flow of work among program implementers involving more than one agency. He also reminded that sometimes fragmentation is needed when policy implementation requires many programs and involve many agencies to achieve its goals. The bureaucratic structure at Public Primary School Pakong one is deemed appropriate and does not conflict with each other, the existing organizational structure has been formed based on joint deliberation with all intracurricular and extracurricular teachers at S Public Primary School Pakog 1, so that it does not hinder coordination between implementers in implementing the policy of strengthening character education for Public Primary School students Pakong 1, Public Primary School Pakong 1 also often conducts evaluations every month so as not to hinder the coordination between policy implementation. The organizational structure at Public Primary School Pakong 1 is considered well-formed and well-structured, with clear lines of command and coordination. So in conclusion, the organizational structure indicators in the implementation of strengthening character education at Public Primary School Pakong 1 are quite good. But still need input and direction to be better.

## **V. CONCLUSIONS**

The implementation of strengthening character education at Public Primary School Pakong 1 is indeed considered less than optimal, this can be seen from several indicators of the implementation theory proposed by George Charles Edwards III, the indicators include: communication, resources, disposition, and organizational structure. The communication that goes on in the implementation of strengthening character education at Public Primary School Pakong 1 is not optimal, this can be seen from the fact that the community and guardians of students still do not understand the importance of strengthening character education in children and do not understand the information on strengthening character education delivered by Public Primary School Pakong one, this is due to the way in which information on strengthening character education is delivered, which is only inserted at certain events, not at special events for strengthening character education. About 60% of human resources are considered competent, information resources are also not well implemented, judging by the understanding of the community, especially parents of

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students who still do not understand the strengthening of character education. The facility resources are quite adequate, but there is still a lack of prayer rooms and sports fields. Disposition, implementers lack a high desire in the implementation of strengthening character education. This can be seen from the schools that do not want to carry out the delivery of information specifically to parents and the community about the importance of strengthening character education, the understanding of implementing character education strengthening does not understand the policy of strengthening character education. Character education is not as much as possible. The organizational structure at Public Primary School Pakong 1 is well structured, and does not interfere with coordination between implementers; the existing structure has been discussed for its formation so that it is well structured. So based on the theory of public policy implementation put forward by George Charles Edwards III, with indicators of communication, resources, disposition, and organizational structure, it can be concluded that the implementation of the regulation of the Minister of Education and Culture of the Republic of Indonesia No. 20 of 2018 is calm strengthening character education in formal education units at Public Primary School Pakong 1, Pakong District, Pamekasan Regency.

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