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Donggala Kanamavali: A Study of the Implementation of the Policy for Strengthening Character Education in Donggala District

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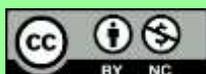
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Abstract

This research's aims are: 1) To analyze the Implementation of Donggala Kanamavali Policy in Donggala District; 2) To analyze the impact of the implementation of Kangala Donggala Policy on strengthening character education in the program of the Donggala Faith Movement, the Donggala Reading Movement and the Donggala Cultured Movement. This research used a descriptive qualitative approach carried out in Donggala District for 6 months with data collection techniques using interviews, observations, document studies, and focus group discussions (FGD) with an emphasis on triangulation to check the validity of the data. Data were processed and analyzed using the Miles and Huberman interactive model consisting of; data collection, data condensation, data display, and drawing conclusions or verification. The results and discussion show that 1) The implementation of the Donggala Kanamavali policy is fluctuating and not yet effective. The 2015-2016 period is called the dynamic phase and the 2017-2019 period / now is called the stagnant phase. Of the 6 Van Meter and Van Horn factors, only Donggala Kanamavali's policy standards and objectives and the relatively consistent (social) and political (social) and political factors persist to date; and 2) the impact of Donggala Kanamavali's policies has not been felt in a comprehensive and consistent manner. In the dynamic phase the impact of Donggala Kanamavali's policies began to be felt and dimmed in the stagnation phase.

Keywords: standards and targets, resources, communication between organizations and strengthening activities, characteristics of implementing agencies; social, economic and political environment; implementor disposition

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Introduction

Educational orientation ideally integrates 3 (three) aspects namely; cognitive, psychomotor; and affective. The management of education in Indonesia, has long been trapped in the cognitive and psychomotor domains while the affective aspects are ignored. The tendency to ignore affective parallels the lack of attention to character education. Koesoema (2009: 135) explained "many people complain that character education in schools has been ignored." However, since 2010 awareness about the urgency of character education has been higher so that President Susilo Bambang Yudhoyono has launched the

"Culture and National Character Education" policy or PBKB as a National Movement.

Amirullah (2015: 9) explained the PBKB Movement was sharpened by the policy "National Action Plan for Character Education (2010) which mentions character education as value education, character education, moral education, and character education." Hendarman (2016: 5) explained "this awareness is getting stronger in the era of President Joko Widodo who launched the policy of Strengthening Education of Characters (PPK). No exaggeration



Mangunhardjana (2016: 21) asserted "at this time character education is very important and urgent." According to Yaumi (2016: 3) "the strengthening of character education is an interesting phenomenon that is studied and analyzed from a political and bureaucratic and academic perspective."

Districts / cities and provinces are committed to following up and developing KDP national policies. For Donggala District, it was designed in a policy called *Donggala Kanamavali* or Smart Donggala which in Kaili language is called *Ngapaku Kanamavali*. Juridical foundation of policy *Donggala Kanamavali* is Donggala Regent Regulation No. 70 of 2015 concerning Management of Education in the *Donggala Kanamavali* Program which is elaborated in various programs and for this study emphasized 3 (three) programs namely; 1) Donggala Faith Movement (GDB); 2) Donggala Diligent Learning Movement (GDRB); and 3) the Donggala Cultured Movement (GERGALABUD).

Donggala Kanamavali with various programs and activities that touch education and have formal legality is a public policy because according to Hamdi (2014: 1) "public policy is the result of the governance process, in addition to public services, public goods, and regulations." Parsons (2006: 32) asserted "public policy is a field that tends to be defined based on the policy sector, and in most of these settings there is interaction between and between institutions." It is certain that the implementation of the Donggala Kanamavali policy involves various institutions.

Kadji (2008: 35) explained "the implementation of public policy as one of the dimensions in the process of public policy, largely determines whether a policy is in contact with interests and can be accepted by the public." Technically Sitorus (2012: 83) explained "policy implementation is the process of implementing policies after the policy is determined by policy makers and implemented by implementing agencies, which is directed at achieving the objectives outlined in the contents of this policy."

The implementation of the Donggala Kanamavali policy up to now, still concerns the problem that is not yet showing progressive dynamics and is still volatile so that the expected performance of the fledgling of student characters is not evenly distributed. Winarno (2007: 143) asserted "policy implementation is a crucial stage in the public policy process." Therefore, it needs to be reminded "implementation is not as easy as imagined. Implementation is a complex activity." (Purwanto & Sulistyastuti, 2015: 12). Subarsono further stated (2014: 87) "the success of policy implementation will be determined by many variables or factors, and each of these variables is interconnected with each other."

A policy is considered meaningful if it has been implemented. In policy implementation, it requires an implementation model, but Dwidjowijoto (2006: 136) reminded "there is no best choice of model," which needs to be considered in determining the policy implementation model is the characteristics of the policy itself, *top down* or *bottom up*. Donggala Kanamavali's policy is *top down*, so the implementation model that is referred to is the *top down* model of Donald S. Van Meter and Carl E. Van Horn which is considered comprehensive in photographing the problem of implementing the *Donggala Kanamavali* policy because it contains 6 (six) factors, namely; 1) Standards and targets; 2) Resources; 3) Communication between organizations and strengthening activities; 4) Characteristics of implementing agencies; 5) Social, economic and political conditions; and 6) Disposition of the implementor.

Based on the description above the problem is formulated as follows: 1) How is the Implementation of the Kanamavali Donggala Policy in Donggala Regency based on the Van Meter and Van Horn Policy Implementation model ?; and 2) What is the impact of the Implementation of the Donggala Kanamavali Policy on strengthening character education in the program of the Donggala Faith Movement, the Donggala Reading Movement and the Donggala Cultured Movement, ?;

This research's aims are of: 1) to analyze the Implementation of Donggala Kanamavali Policy in Donggala District based on the model of Van Meter and Van Horn policy implementation; and 2) to analyze the impact of the Implementation of the Donggala Kanamavali Policy on strengthening character education in the program of the Donggala Faith Movement, the Donggala Reading Movement and the Donggala Cultured Movement.

Research Methods

Types of Research

This type of research is descriptive qualitative. According to Denzin & Lincoln (2011: 11) qualitative research emphasizes "the quality of entities, processes and meanings that are not studied or measured experimentally in terms of quantity, amount of intensity, or frequency." Sugiyono (2005: 1) explained "qualitative methods are used on natural objects, where the researcher is a key instrument." Moleong (2004: 6) explained "the characteristics of qualitative research are descriptive,"

Unit of Analysis

The unit of analysis is determined *purposively* as many as 15 units consisting of; Head of the Donggala District Education Office, 3 school principals, 3 teachers, 1 education supervisor, 3 government elements (sub-district, village and village), 2 religious elements (Islamic and Christian religious leaders), and 2 people LMS / community leaders (youth leaders and women leaders).



Research Location and Time

This research was conducted in Donggala District, Central Sulawesi Province for 6 (six) months starting in June 2018 until December 2018.

Definition of Operational Concepts

1. Standards and Objectives are factors in the Van Meter and Van Horn model which means *Donggala Kanamavali* is oriented towards character strengthening.
2. Resources are a factor in the Van Meter and Van Horn model which means that all means, infrastructure and people are used to support *Donggala Kanamavali*
3. The characteristics of the implementing organization is a factor in the Van Meter and Van Horn model which means that all institutions or organizations that have characteristics and are involved in implementing *Donggala Kanamavali*
4. Communication between organizations is a factor in the Van Meter and Van Horn model which means that all institutions or organizations involved in implementing the *Donggala Kanamavali* policy carry out communication and coordination
5. The attitude of the implementers is a factor in the Van Meter and Van Horn models which means the attitudes and behavior of all *Donggala Kanamavali* policy implementers
6. The social, economic and political environment are factors in the Van Meter and Van Horn models which means that the social environment, economic conditions, and political conditions (conditions of political stability) have an impact on the implementation of *Donggala Kanamavali's* policies.

Data Types and Sources

In general, there are 2 (two) types of data in this study, namely; 1) Primary data which is the main data obtained from informants and observations; and 2) secondary data is data that has been processed in the form of documents that support research.

Data Collection Techniques and Instruments

This study uses 4 (four) data collection techniques, namely; 1) in-depth interviews using the *interview guide* instrument ; 2) observations or observations made at the study site related to the implementation of *Donggala Kanamavali* programs using observation sheets; 3) documentation using instruments in the form of; documents and cameras; and 4) *Focus Group Discussion* (FGD) is conducted by gathering relevant informants and stakeholders in a forum to enrich the data as well as a form of triangulation.

Data Analysis Technique

Qualitative research is certainly ideally using qualitative data analysis techniques. The qualitative analysis technique referred to in this study is an interactive model developed by Miles & Huberman (2014: 20) consisting of; 1) data

collection; 2) data reduction; 3) data display; and 4) conclusions / verification.

Results and Discussion

In the results and discussion section, 2 (two) main things which are interrelated are examined, namely; 1) implementation of the *Donggala Kanamavali* policy based on the Van Meter and Van Horn model, and 2) the impact of implementing the *Donggala Kanamavali* policy.

Implementation of the Donggala Kanamavali Policy

If the Van Meter and Van Horn theory is used as a reference for analysis, it begins with reviewing the standards and objectives of *Donggala Kanamavali*. Policy standards and objectives are very important because they relate to performance indicators. Agustino (2006: 34) stated "measuring the performance (competence) of implementing policies refers to certain standards and targets that must be achieved by policy implementers. The formulation of standards and targets of *Donggala Kanamavali* is concrete, focused, and strong because it is explicitly stated in the Regulations of Regent Number 70 of 2015, which is "developing the potential of students to become human beings who believe in and have faith in God Almighty, have good morality, be healthy, have knowledge, competent, creative, independent and become a democratic and responsible citizen."

The goals and objectives of *Donggala Kanamavali* are known and known and even familiar among stakeholders, especially education units so that the concept of Strengthening Character Education (PPK) nationally launched by the Ministry of Education and Culture, for Donggala District is practically replaced by the *Donggala Kanamavali* concept. If you mention PPK, then the understanding that arises is Donggala Kanamavali. The success in transforming from KDP to *Donggala Kanamavali* was due to intensive socialization with three patterns, namely; vertical - horizontal outreach, formal - non - formal outreach, and manual - digital outreach. These three patterns of socialization are directed at structural subjects (sub-district, village and village governments), education units, and the general public (religious leaders, youth, women, and NGOs).

Policy implementation cannot ignore resources as a critical success factor. Subekti, Faozanudin, and Rokhman (2017) found " implementation of a policy tends to be ineffective, if it has a lack of resources to carry out the policy." Donggala Kanamavali's policy is supported by resources consisting of; facilities and infrastructure, funds, and human resources.

The facilities and infrastructure resources are relatively unproblematic, meaning that they are fulfilled because the *Donggala Kanamavali* policy implementation from the beginning includes the education unit, mosque / mushallah



and other places of worship as the venue for the *Donggala Kanamavali* which is packaged in various GDB, GDRB, and GERALABUD programs. Financial resources are relatively limited with a tendency to decrease every year, whereas Subarsono (2014) explained "financial resources are the determining factor for each program."

Human resources at the top level implementor especially the Education Office at the beginning of the *Donggala Kanamavali* policy launched have very high competence and even tend to be centralized because both the initiation, concepts and tools for implementing the *Donggala Kanamavali* program were developed by the Office of Education under the coordination of the head of department. However, after the mutation of the main implementor (the head of education office), human resources tend to decrease, even though Nilawati *et al.* (2017: 85) assess human resources are vital for an organization because they have perspectives, values and attributes towards the organization. " Even Ekwoaba *et al.* (2015: 30) emphasized "one of the most significant developments in the field of organizations in recent times is the increasing importance given to human resources."

Van Meter and Van Horn also put the factors of communication between organizations and strengthening activities as a determinant of the successful implementation of public policies. Substantially, the emphasis is on building communication with all organizations and supporting forces of Donggala Kanamavali's policies, such as; The Education Office, other relevant DPOs, the sub-district government, the urban village government, and the village government, and which cannot be ignored even though it is vertically structural is the education unit.

Communication is an "interaction among verbal, written, and nonverbal" (Reuby, 2010: 89). Communication is very important because according to Mulyana (2007: 75) "communication as a transactional dynamic process that influences the behavior of the source and the recipient." Agustino (2006) asserted "communication is an important variable that influences the implementation of public policy, communication is very determining the success of achieving the objectives of the implementation of public policy," therefore intensive communication is carried out by the Education Office to streamline the implementation of the *Donggala Kanamavali* policy and this communication is closely related to the socialization discussed at the top. However, communication between organizations and strengthening activities has declined since 2017 until now.

Relevant to the communication factor, in Van Meter and Van Horn theory also includes the characteristics of the implementing agent as a determinant of the success of policy implementation. The implementing agent in the context of Donggala Kanamavali's policy consists of Department of Education as a representative of the Regional

Government of Donggala Regency, District Government, Village / Village Government, Education Unit, Community (Priest / pastor), and of course family. This whole agent is an ecosystem so all are involved in implementing Donggala Kanamavali's policies.

Each agency has its own characteristics, will but in general there are 2 (two) the patterns; 1) structural - hierarchical characteristics represented by the Office of Education, District / Village / Village Government, and Education Unit; and 2) persuasive features played by family and community agents (priests, priests, youth leaders, women leaders and LSM). Empirical findings show that all agents with each dynamic characteristic at the beginning of the *Donggala Kanamavali* policy were implemented and stagnated from 2017 until now.

Social, economic and political conditions are factors also expressed by Van Meter and Van Horn. Of the 3 (three) sub-factors, practical economic factors have not been optimal to support the implementation of the *Donggala Kanamavali* policy because it is related to the limitations of financial resources. Political factors are understood in 2 perspectives. *First*, political support at the top level was very constructive as evidenced by the issuance of the Donggala District Regulations No. 70 of 2015 concerning Management of Education in the *Donggala Kanamavali* Program. The Donggala Regency DPRD as a political partner also gave appreciation to Donggala Kanamavali, *the second*, mutation bureaucratic policy for the agents and main implementors (Head of Service) to a certain extent were obstacles to the implementation of the *Donggala Kanamavali* policy, while the social sub-factors showed Donggala Kanamavali's policy content was not only in line with the aspirations of religious communities but find their momentum in the midst of the cultural awareness of society that morals are very important to have in life.

Implementor disposition is the attitude and behavior of policy implementers. The implementor's disposition cannot be because it plays a role in the successful implementation of the policy. Makmur (2009: 175-176) explained "the survival of an organization is closely related to human behavior that can strengthen the spirit or soul for the dynamics of an organizational structure." The meaning lies in the ability of the implementor. Gibson (1997: 33) explained the ability of implementors to achieve results efficiently and effectively determined by the ability of interaction, conceptual, and administrative. " Widodo (2010: 104) emphasized that "the intended ability includes the desire, willingness and tendency of the actors to achieve the goal."

Overall, the implementor supports and implements the *Donggala Kanamavali* policy with different intensities between implementors. The Regent as the highest implementor and the Head of the Education Office as the



main implementor are very respectful and enthusiastic about Donggala Kanamavali's policies. As the main implementor, the disposition of the Head of Service has an impact on other implementors such as; school principals, teachers, supervisors, priests and religious leaders including families. Therefore, it is not surprising when the main implementor experienced a shift after the mutation policy, then the *Donggala Kanamavali* policy implementation tended to decrease as the disposition of the main implementor at that time also experienced a shift.

Six factors in Van Meter and Van Horn have been used as concepts to study the implementation of Donggala Kanamavali's policy. If analyzed further, it is found that the implementation of Donggala Kanamavali's overall policy has not been effective yet. At the present level, only two factors exist; the standards and goals or objectives of *Donggala Kanamavali* and social conditions (community support and community culture) and politics (district head support) are still strong, meanwhile resources, communication between organizations-strengthening activities, characteristics of implementing agencies, and disposition of implementors have stagnated.

This stagnation is due to the main implementor disposition getting weaker after the mutation occurred. Hasibuan (2006: 102) has warned that the principle must be right and the work appropriate, so that the enthusiasm and productivity of his work increases. Because it is not quite right, the main implementor is weak in understanding and policy of Donggala Kanamavali. These findings can explain the implementation of the *Donggala Kanamavali* policy running fluctuatively with a declining trend so that the specific implementation of the *Donggala Kanamavali* policy is patterned into; dynamic phase (2015-2016) and stagnant phase (2017 -2019 or to date).

Impact of Donggala Kanamavali Policy Implementation

If the Van Meter and Van Horn theory is examined, the six factors that influence the implementation of the policy are ultimately related to the performance that results from the implementation of the policy. In this context, what is understood is the implementation of programs that support Donggala Kanamavali's policies. Conceptually, it is explained that a policy needs to be supported by various programs, and the program itself is realized through various activities.

Donggala Kanamavali as a policy is elaborated through various programs, such as; The Donggala Berimtaq Movement (GDB), the Donggala Diligent Study Movement (GDRB), and the Donggala Cultured Movement (GERGALABUD). These programs are realized through various activities. For the GDB Devout Student Festival, prayer activities in congregation, tadarus or reciting both at school and at home under the control of parents, community, and imams. For other religions also carry out

worship activities in accordance with their respective beliefs.

The GDRB program is carried out with various activities such as; requires that children study at home after evening prayer (19.30) under the supervision of parents. The GDRB program was also strengthened by the activities of Multiplying / Printing Student Daily Agenda Books, monitoring learning in the community by teachers, principals, and school supervisors. The GDRB program was strengthened by the Remote Regional Teacher Honor Program (Donggala Teaching Movement). For the GERGALABUD program, among others, it is carried out by refraction of being polite to each other, especially to both parents or the elder. The GERGALABUD program is strengthened by carrying out the Tuvu Cultural / Lebaran Festival activities.

The activities that have been carried out to support the GDB, GDRB, and GERGALABUD programs are nothing but intended to realize the Standards and objectives or goals of *Donggala Kanamavali* which are essentially strengthening the character of students or children. Aqib & Sujak (2011: 9) asserted "character is developed through the stages of knowledge (*knowing*), implementation (*acting*), and habits (habits). "Meanwhile, Samani & Hariyanto (2017: 45-46) assessed character education "aims to develop the ability of students to make good and bad decisions, maintain what is good, and realize that goodness in everyday life with all my heart."

Lickona (2008: 28) reminded that "building character is not a small task." This was proven by Donggala Kanamavali's policy, which was revealed to be a number of programs, which turned out to be intensively carried out only in the period of 2015 - 2016 and stagnated since 2017 - now. Therefore, the impact of implementing the *Donggala Kanamavali* policy has not been felt thoroughly and is not consistent. This finding is relevant and consistent with previous findings which show Donggala Kanamavali's policies have not been implemented effectively.

Conclusion

The conclusions of this research are: 1) Donggala Kanamavali's policy is fluctuating and has not been implemented effectively. The dynamic phase in implementing the *Donggala Kanamavali* policy occurred in the 2015-2016 period while the stagan phase occurred in the 201-20 2019 period or until now; and 2) The impact of implementing the *Donggala Kanamavali* policy has not been felt thoroughly and consistently. In the dynamic phase the impact of Donggala Kanamavali's policy began to be felt and finally dimmed to disappear in the stagnation phase.

Conflict of Interest

The authors declare that there is no conflict of interest with present publication.



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