



Four Years Implementation of Five-Day School: an Evaluation of Education Policy

Widiarini⁽¹⁾, M. Zainuddin⁽²⁾, Zulia Khoirun Nisa⁽³⁾, Nanang Zamroji⁽⁴⁾,
Redhitya Wempi Ansori⁽⁵⁾

Universitas Nahdlatul Ulama Blitar, Indonesia

E-mail: : ⁽¹⁾widiarini@unublitar.ac.id, ⁽²⁾zainuddinpgsd57@gmail.com, ⁽³⁾zulianisa217@gmail.com,
⁽⁴⁾zamrojinanang@gmail.com, ⁽⁵⁾redhityawempiansori@gmail.com

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Abstract

In line with the existence of a five-day school (FDS) proposed by the Minister of Education and Culture in 2017, some cities and towns implemented this regulation, including Blitar City. After five years of implementation of this regulation, it needs to be evaluated to decide whether this regulation should be to be continued or to be revised. In general, the purpose of this study was to evaluate the implementation of FDS in Blitar City. Specifically, the current research was aimed at investigating the achievement of fulfilling the teacher's workload in implementing the FDS, students' character, and the level of community satisfaction after FDS implemented for 5 years. This research was conducted using a mixed method. Furthermore, the data was obtained from public and private schools at the elementary school level and junior high schools in Blitar City, students' parents as well as. The results of this study indicate that there are 8 teachers (5,67%) teachers stated that their face-to-face meetings are less than 24 hours/week. There are 26 teachers (18,44%) who have a meeting around 24 -28 hours per week. The number of teachers who have 28-32 meetings per week is 23 (16,31%) teachers. 53 (37,59%) teachers have 32-36 meetings per week. There are 31 (21,99%) teachers who have 36-40 hours of meetings per week by the provisions, character strengthening in the five-day school is implemented in curricular and co-curricular activities, students' parents are dissatisfied with the student's parents are dissatisfied with the implementation of the five school days. In conclusion, the policy of implementing FDS in Blitar City must be revised due to the existence of some disadvantages effect for both students and teachers.

Keywords: character education, community satisfaction, five-day school, teacher workload.

Introduction

Schools in Indonesia have adopted a five-day school or full-day school policy since 2017. The implementation of the five-day school (FDS) is based on the Minister of Education and Culture Regulation Number 23 of 2017 as the implementation of Strengthening Character Education. This policy was motivated by the high crime cases that occurred in Indonesia and the low competitiveness of the Indonesian people, as seen from the ranking of the Global Competitiveness Index (Budhiman, 2017). Criminal acts that occurred in Indonesia included acts of violence which reached 1000 cases throughout 2016, acts of intolerance, drug abuse reaching 5.1 million users reported by BNN in 2016, and

the weakness of national personality, and the weakening of national and state life. Meanwhile, in terms of global competitiveness, Indonesia ranks 41st out of 138 countries (Schwab et al., 2016).

The five-day school program's major objective is to raise educational standards by encouraging students to manage their time well at school (Anifah, 2016). In addition, a new idea in education is needed due to the enormous demand and mobility of individuals, which leads to the five-day school week. High-mobility individuals work from sunrise until night. They may put in extra time. As a result, they are unable to assist their children in learning at home (Ningrum et al., 2019). The implementation of FDS requires

students to attend school for a longer period. In the past, they attended class from 7:00 to 13:00. They are now required to study until 15.30 (Sasami & Sujarwo, 2018). Furthermore, students get a holiday on the weekend, so that they have enough time to interact with their parents. because of the longer time allotted for students to attend school, to avoid student boredom, the move necessitates certain adaptations in several areas, including curriculum alteration, classroom management, facilities, infrastructure, and learning methods are required.

The implementation FDS in several countries has been reported (Agdelen & Agdelen, 2012; Cerdan-Infantes & Vermeersch, 2007; Seiko, 2002; Wicker & Mathur, 1997; Zermeno et al., 2014). The implementation of FDS in Greece has not been maximized in terms of regulations and implementation of practices in schools. Achievement of goals in full-day school in Greece includes certain pedagogical goals and social goals, in practice social goals have been achieved while pedagogical goals have not been optimally achieved. The results of this study show that the implementation of full-day school in Greece has been running but not all of the implementation objectives have not been optimally achieved (Gkoratsa, 2013).

Good practice of FDS implementation was also reported from kindergarten to senior high school. At the kindergarten level, long studies have been conducted and the result is that kindergarten students who attend school programs with FDS have better learning outcomes (Patricia Pelletier & Corter, 2019; Wicker & Mathur, 1997). Students with FDS have better reading and numeracy skills than students who attend the half-day school (HDS) program. In addition, students also have better self-efficacy.

Various studies on the application of FDS in Indonesia have been carried out with mixed results. The application of FDS can support character education implementation programs (Cahyaningsih et al., 2019; Prih Triyana et al., 2018) as well as religion-based education (Madjid, 2018). However, FDS has an impact on fulfilling the teacher's workload. Not all teachers have their workload fulfilled (Sabon, 2020).

Education policy should be evaluated after it is implemented. As the implementation of a curriculum that is always evaluated regularly (Widiarini et al., 2022). After five years of implementing FDS in Blitar City through Blitar

Mayor Regulation Number 217 of 2017 concerning the five-day school policy, it is necessary to evaluate the implementation of this policy. By paying attention to the heterogeneous sociological conditions of the people of Blitar City, there are things that are not in accordance with the main objectives of implementing the five school days, namely strengthening character education and fulfilling the teacher's workload.

Based on data released by the Central Bureau of Statistics in 2020, the population of Blitar City is 157,909, of which 2881 work as civil servants (1.8%), while the majority of occupational professions in the city of Blitar are private employees and traders (98.2%) (BPS Kota Blitar 2020). If the parents of students mostly work as private employees and traders, it is possible that weekends are not off so the interaction between students and parents will decrease and parents cannot control their children's activities on weekends because they have to keep working.

After five years of implementation of this regulation, it needs to be evaluated to decide whether this regulation should be to be continued or to be revised. In general, the purpose of this study was to evaluate the implementation of FDS in Blitar City. Specifically, the current research was aimed at investigating the achievement of fulfilling the teacher's workload in implementing the FDS, students' character, and the level of community satisfaction.

Materials and Method

Design

The purpose of this study was to examine: a) whether the teacher's workload was fulfilled after the FDS was implemented; b) how is the application of student character development in schools; c) what is the perception of parents of students towards the implementation of the FDS. The approach used in research is an evaluative approach, in which the researcher intends to collect data on policy implementation (Kantun, 2017; Nagel, 2002; Putra & Hendarman, 2012). To achieve this goal, a mixed-method research method with a congruent triangulation strategy is used. Quantitative and qualitative studies are used to evaluate FDS policies (Dunn, 2018; Sadvnik, 2007; Yang, 2007) in Blitar City. This study evaluates the implementation of FDS in Education Units organized by the City Government of Blitar from the Perspective of Fulfilling Teacher Workload and Community Satisfaction during 2017-2022.

Participants

The population in this study were all elementary and junior high school teachers and students under the Blitar City Education Office, as well as the guardians of elementary and junior high school students. The sample is determined using stratified sampling:

- 1) Determination of the sample represents the entire area of Blitar City including Sukorejo District, Kepanjenkidul District, and Sananwetan District.
- 2) Determination of three two levels of education (elementary school (ES) and junior high school (JHS)).
- 3) The determination of one sub-district is represented by 4 ES and 3 JHS, both public and private.
- 4) Determination of teachers and students from each school: 3 ES teachers and 6 students from the upper class, 6 JHS teachers, and 10 JHS students. There are a total of 63 ES teachers and 126 ES students. While a total of 78 JHS teachers and 130 JHS students.
- 5) The determination of the guardians of students is 6 people from each ES, namely 78 people, and 10 guardians for JHS students, with a total of 130 people.

Instrumentation

This research data was obtained through surveys, interviews, and Forum Group Discussion (FGD). Thus, the instruments used were a questionnaire, an interview guide, and an FGD guide. The survey was conducted face-to-face with the respondents to establish good communication and closeness with the respondents so that valid data could be obtained.

1. Teacher workload

The instrument for measuring teacher workload refers to laws and regulations related to fulfilling teacher workload, namely the regulation of the Minister of Education and Culture of the Republic of Indonesia Number 15 of 2018 concerning Fulfilling the Workload of Teachers, Principals, and School Supervisors. The teacher's workload in one week is 40 hours consisting of 37.5 hours of effective work and 2.5 hours of rest. In order to get information about the teacher's load, it is obtained by conducting FGDs with the FGD Guidelines.

2. Strengthening character education (SCE)

The implementation of strengthening character education (SCE) was evaluated by giving questionnaires to students related to activities to strengthen character education carried out in schools. The questionnaire grid refers to Presidential Regulation Number 87 of 2017. SCE implementation develops five main character values (Prih Triyana et al., 2018), namely religious, nationalist, independent, mutual cooperation, and integrity characters. SCE in education units is optimized through intra-curricular, co-curricular, and extra-curricular activities, as well as non-curricular activities in the school environment.

3. Community satisfaction

Community satisfaction represented by ES and JHS parents is measured by students' character when interacting with parents outside school or at home. The characters that are measured are the same as the characters developed in schools, namely religious, nationalist, independent, cooperation, and integrity characters.

Data Analysis Technique

Data analysis was carried out in two ways, qualitative data were analysed using the constant comparative method, and quantitative data were analysed using descriptive statistics in the form of mean and percentage tendencies. For open-ended questions answered by narratives by respondents, a comparison of the contents of the narrations was carried out so that they could be grouped based on the similarity of the contents. Quantitative data were analysed using mean and mode trends and percentages.

Results and Discussion

Teacher's workload

The Table 1 shows results of a field survey of elementary and junior high schools implementing the Five-Day School (FDS) show that 8 teachers (5,67%) teachers stated that their face-to-face meetings are less than 24 hours/week. There are 26 teachers (18,44%) who have a meeting around 24-28 hours per week. The number of teachers who have 28-32 meetings per week is 23 (16,31%) teachers. 53 (37,59%) teachers have 32-36 meetings per week. There are 31 (21,99%) teachers who have 36-40 hours meetings per week. Whereas in the school day regulations, it is stated that school is in 5 days with 40 hours of face-to-face meetings per week.

The total number of teachers' workload based on their teaching school can be seen in the

Table 1. ES and JHS Teachers Workload

Teacher	Teacher Workload (hour/week)					Total
	< 24	24-28	28-32	32-36	36-40	
ES	3	2	7	23	28	63
JHS	5	24	16	30	3	78
Total	8	26	23	53	31	141
Percentage	5,67	18,44	16,31	37,59	21,99	100,00

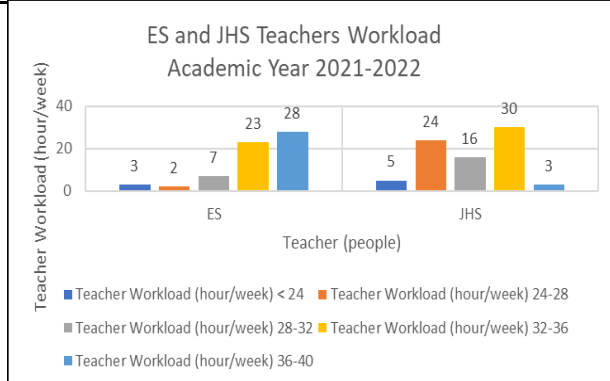
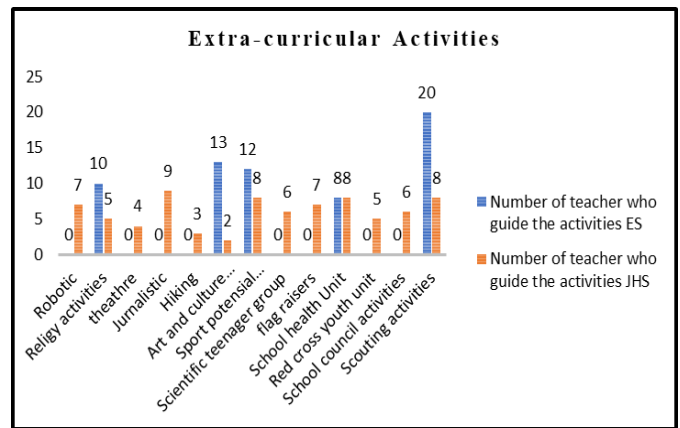
**Figure 2.** ES and JHS teacher Workload

Figure 1.

Fulfilment of Teacher Workload has been regulated in Minister of Education and Culture Regulation number 15 of 2018. In this regulation, it is stated that Teachers have a workload of 40 hours in one week consisting of 37.5 hours of effective work and 2.5 hours of rest. This policy was announced in the context of implementing the FDS. One of the goals of the FDS policy for teachers is for teachers to be able to fulfil their minimum workload of 24 Hours of the Face-to-Face meeting per week, so that teachers who have received an educator certificate, they have their right to receive a teacher professional allowance (Sabon, 2020).

The fulfilment of the teacher's workload is carried out in intra-curricular, co-curricular, and extracurricular activities. Intra-curricular activities are learning activities to fulfil the learning load in the curriculum in accordance with statutory regulations. Co-curricular activities are activities carried out to strengthen, deepen, and enrich intra-curricular activities. Extracurricular activities are character development activities in order to optimally expand the potential, interests, talents, abilities, personality, cooperation, and abilities of students (Indahri, 2017; Sabon et al., 2018).

The Figure 1 shows the extra-curricular

**Figure 2.** Diagram of teacher extra-curricular guidance

guided by the teacher as one of the activities that can be converted become additional hours for the teacher workload.

The Five School Days Policy (LHS) is based on the Regulation of the Minister of Education and Culture number 23 of 2017 concerning school days focusing on fulfilling teacher working hours. The regulation states that additional teacher activities can be converted to fulfill teacher working hours. So that the reference in calculating teacher workload is not only in face-to-face hours but also in additional activities or assignments. It is relevant to the study conducted in West Java Indonesia (Sabon, 2020).

Furthermore, five school days in Blitar City were carried out based on Blitar Mayor Regulation number 217 of 2017. This Blitar Mayor Regulation was issued with reference to the Minister of Education and Culture Regulation. Not only to fulfil the teacher's workload, but it aims to provide space for students to strengthen their character at home and socialize in the environment. Five School Days (LHS) which aims to fulfil the teacher's workload certainly needs to be evaluated. The Regulation of the Minister of Education and Culture concerning Fulfilment of Workload states that teachers carry out workloads of 37.5 (thirty-seven point five) effective working hours in one week. Fulfillment of working hours with a minimum number of 24-hour face-to-face meetings.

Based on the FGD conducted with the representation of the school supervisor, the school's principals, and Blitar City Elementary and Middle Education Office, found that fulfilment of teacher workload using extracurriculars was not effective. The school supervisor found that some schools only give teachers additional tasks as ex-

Table 2. Students' Habits at home

Students Behavior	Responses
Pray before and after doing activities	good
Greeting their parents before going home and after back home	good
Actively doing salat	good
Recite Al-Qur'an	good
Students respect their parents, friends, and neighbors	good
Students are disciplined in obeying school rules	good
Students	good
Students do their homework independently	enough
Students keep their health and cleanliness	good

tracurricular guidance only to fulfil teacher workload, and overlook the teacher's competence. By doing so, the students did not provide effective guidance to develop their talents and interests. In fact, teachers as guidance have a significant role to succeed the extracurricular activities so that the students can accomplish the best achievements (Bangun, 2019; Wintara & Dasar, 2017).

The implementation of student character development in schools

The FDS Policy was implemented with the aim of getting maximum reinforcement of education from schools and parents. Six days of students at school with the strengthening of the main values of Religious, Nationalist, Independent, Mutual Cooperation, and Integrity. Then two days of strengthening with parents with the interaction of parents and the environment and with each other. The habituation of the main values of the nation's character will be described as follows:

1. Religious

Religious values reflect the belief in God Almighty which is manifested in the behavior of carrying out religious teachings and beliefs that are respected, respecting religious differences, upholding high tolerance towards the implementation of religious worship and other beliefs, and living in harmony and peace with adherents of other religions. 68% of religious activities in schools are carried out once a week. Meanwhile, this religious material is very important, not only reciting the Qur'an, but also fiqh, morals and other material. It must be balanced with madrasah diniyah. However, 8 hours of school is too busy for

students, so they get tired easily and cannot attend the madrasah diniyah after school.

2. Nationalists

Nationalist character values are ways of thinking, behaving, and acting that show loyalty, care, and high appreciation for the nation's language, physical, social, cultural, economic and political environment. placing the interests of the nation and state above self and group interests. This value is applied in the form of ceremonies, and instilled in every learning process at school.

3. Gotong Royong

The character value of gotong royong reflects an act of respecting the spirit of cooperation and hand in hand solving common problems, establishing communication and friendship, and providing assistance to people in need. This value is applied in schools but also needs to be strengthened in activities at home. So that students are sensitive to the conditions of society and foster empathy for others.

4. Independent

Independent character values are attitudes and behaviors that do not depend on other people. However, community satisfaction data shows that Five Days of School does not make students independent in doing homework. After coming home from school, students are tired and exhausted, so they can't concentrate on doing their homework.

5. Integrity

The value of integrity is a value that underlies behaviour based on efforts to make oneself a person who can always be trusted in words, actions, and work. Have commitment and loyalty to human and moral values. Intra-school student organization activities are a forum for building integrity. Besides that, scouting activities are also one of the extracurricular activities that still the value of integrity in students. Data shows that scouting exists in almost all elementary and junior high schools in Blitar City. So that through This scouting activity, will strengthen the value of student integrity. Based on the described, it can be said that the implementation of character education was implemented both in academic activities and extracurricular activities. This finding in line with (Arifudin, 2022). He found that the implementation of the five-day school policy is carried out by integrating

character into intra-curricular, co-curricular, and extra-curricular activities. Activities to support the development of character education are through extracurricular activities, namely religion, practicing Pancasila values, culture, and scouting. Another activity that supports the development of character education is through habituation activities. The obstacles experienced in the implementation of the five-day school policy were funding for extracurricular activities, student conditions, and teaching staff.

Perception of parents of students towards the implementation of the FDS

Community satisfaction in this study was gathered from students' guidance or students' parents. Their perception of the implementation of FDS identified from students' behaviour at home. Based on the questionnaire, students' behaviour at home is reported as follows.

From the Table 2, it can be seen that students' behavior is good at home from the available indicators. But on the second point, relating to "students doing homework independently" is still sufficient. The home conditions of each student are not the same, not all parents can accompany students in learning, nor can all parents pay additional fees for tutoring. This is a problem, in the regulations for strengthening character education it is stated that the formation of student character is not only from school but from the family and community. In reality, not all families accompany their children regularly. In addition, the busyness of each parent is different. Not all parents have a day off on Saturday and Sunday. As a result, students choose to play alone with their friends on Saturdays and Sundays when their parents work.

In contrast, the unstructured interview reported that the implementation of FDS also has a negative effect on students. FDS reduces the time for reciting the diniyah. Furthermore, it makes students tired and bored with learning 8 hours per day and drains their energy and mind. In addition, parents informed that their children rarely help them doing domestic activities, such as sweeping the floor, washing the dishes, etc. Furthermore, parents of JHS students reported that their children are used to wasting their time playing with their parents at the weekend. "I rarely have good conversations with my children at the weekend, because I have to work all day a week. It will be better if my children go to

school on Saturday than stay at home", students' parents say. This statement implies that students prefer their children to go to school for six days. The same finding was also reported by (Roshayanti et al., 2015) that the implementation of FDS made parents' monthly expenses have increased. In addition, not all parents are off work on Saturdays in Central Java, and students' religious activities have been disrupted. The negative effect of reducing day school also happens. It was reported that the implementation of FDS contributed to negative health behavior for students. Four days of school increased bullying, increased sexual activity, decreased sleep, and breakfast consumption (Israel et al., 2020)

Conclusion

The teacher must carry out the main tasks which are not only in the learning process but also additional tasks in fostering students. In this case, not all teachers carry out their main duties. The problem in the field is when the teacher gets full teaching hours, but also gets additional assignments, the learning process must be delayed or even students will be closed when the teacher takes part in outside activities as an additional task. The tight learning hours in the Five School Days have an impact on the teacher's duties at the same time so that learning cannot be carried out optimally. In addition, not all parents can afford tutoring. The problem is, that when students study 8 hours a day at school, they come home tired and can no longer attend religious activities or madrasah diniyah. Religious education in schools is not enough to face the challenges of today. In conclusion, the policy of implementing FDS in Blitar City must be revised due to the existence of some disadvantages effect for both students and teachers.

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