Implementation of Character Education Policy at State Islamic University of Datokarama Palu, Indonesia

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ABSTRACT: The implementation of education in education has become one of the essential policies in universities in Indonesia in order to respond to moral decadence among the young generation today, especially students as an intellectual generation. The policy aims to integrate character values in the world of education in order to graduate a generation that not only has high-quality knowledge and skills but also has good character values. The implementation of character education has been carried out in various ways according to the characteristics of each university, but research related to the implementation of character education policies in universities is still very limited, especially in Islamic universities. For this reason, this study aims to analyze and explain the policy of implementing character education in an Islamic state university, namely the Datokarama State Islamic University of Palu. In examining the implementation of this character education policy, the researcher uses the theory of George C. Edward III (2010) as a construct in data collection. The theory focuses on four factors for implementing a policy's success: communication, resources, disposition, and bureaucratic structure. This study uses a qualitative method. The data for this study were collected using direct observation techniques, in-depth interviews, and analysis of various documents related to the implementation of character education policies. State Islamic University of Datokarama Palu. In-depth interviews involving seven informants from the leadership level of UIN Datokarama Palu. The data were analyzed using the interactive model of Miles and Huberman (2003). The study results showed that only three factors were quite effective in implementing the Character Education policy, namely communication factors, disposition, and bureaucratic structure. Meanwhile, the resource factor tends to be less effective because of the four resource elements studied, two elements were ineffective, namely the lack of staff. Likewise, facilities still do not support the implementation of the character education policy. The cause of the lack of human resources is the limited allocation of new teaching staff from central government and the occurrence of natural disasters such as earthquakes, tsunamis, and liquefaction in 2018, which damaged the infrastructure of the State Islamic University of Datokarama Palu. The novelty of this study is the discovery of the phenomenon that the implementation of the character education policy is not only seen as the implementation of the main tasks of the university but is also interpreted as a form of worship that can be a source of charity. In other words, the policy of implementing character education is also considered part of the manifestation of religious, spiritual values because it can prevent evil from occurring.

KEYWORDS: implementation, policy, Character education, higher education.

I. INTRODUCTION

To achieve the development of a strong national character, a character education policy is implemented because it has an important role in developing human mental. Through education, it is hoped that a transformation will occur that can develop a positive character within the country. Character education is not something new because it has existed since the beginning of the independence of Indonesia, in the old-order era, the new-order era, and the current reform era. In this study, character education is defined as the education given to children or adults in a manner that will help them develop variously as moral, civic, good, mannered, behaved, non-bullying, healthy, critical, successful, traditional, compliant, or socially acceptable beings (Curren, 2017). The implementation of character education is carried out with different norms and forms. However, until now, it has not shown optimal results, such as there are many social phenomena that reflect negative character.

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The target of character education is given to the younger generation, without forgetting the importance of character education for the older generation. This is understandable because the younger generation has an important role as the successor and continuer of the ideals of the nation's struggle. Then, the development and construction of the nation's character, the younger generation, has a strategic role. Scholars argue that the younger generation has three important roles, namely: as the rebuilder of the nation's character (Jin et al., 2015; Youniss et al., 2002). In the midst of the rapid flow of globalization and the erosion of the nation's positive character, which has caused symptoms of the negative mentality of the younger generation such as laziness, corruption, and so on, the role of the younger generation is to rebuild the nation's positive character. This role is certainly very difficult, but it requires strong will and commitment from the younger generation to uphold moral values above personal interests as well as collective efforts to internalize them in their daily activities and activities.

Second: Rebuilding the nation's character will certainly not be enough if it is not empowered continuously so the younger generation is also required to take on the role of character enabler (Kelly, 2004). The practical form is the strong will and desire of the younger generation to become a role model for the development of positive national character. This role is no less difficult than the first role because, in addition to a strong will and collective awareness with high cohesiveness, it requires the strength to be involved in an ethical conflict event with other entities in society or foreign entities.

Third, as a character engineer, I am in line with the need for competitive adaptability to strengthen national resilience. This last role requires the younger generation to continue learning. It must be considered that the development of a positive national character requires appropriate modification and engineering adjusted to the development of the times (Nigbur & Cinnirella, 2007). For example, the character of a fighter and patriotism certainly does not have to be articulated in a physical context, but can be in other non-physical contexts. The nation highly expects the role of the younger generation in this case because, in their hands, the adaptive learning process can take place in the most productive conditions.

Realizing the importance of the role of the younger generation in building a strong national character, then the character development of the younger generation through educational institutions, including higher education institutions, should be placed on a higher priority. Higher education is an academic unit that is obliged to take part in building the nation's character. Higher education is expected not only to transfer knowledge but more than that, namely to be able to change and shape a person's character or nature to be better, have qualified skills, be more polite in terms of ethics and aesthetics, and behave well in everyday life (Cheng, 2021).

Character education is an integral part of the implementation of national education, so the implementation of character education cannot be separated from the national education policy. The national education policy is formulated in Law no. 20 of 2003 concerning the National Education System. Article 3 of this Law states that national education functions to develop abilities and shape the character and civilization of a dignified nation in order to educate the life of the nation, aiming to develop the potential of students to become human beings who believe in and fear God Almighty, have a noble character, are healthy, knowledgeable, capable, creative, independent and become democratic and responsible citizens.

In order for the implementation of policies, including character education policies, to be effective, the selection of the right implementation model is certainly very important. However, there is no particular model that is best to be applied in all policy implementation processes. The policies that have been set in their implementation are largely determined by officials and administration (Grindle, 1980). Character education policies are national policies that must be realized and supported by government bureaucratic units. In Grindle's view, good policy content can fail at the implementation stage if it is not supported by contextual factors (environments) that surround the policy.

The importance of character education policies being implemented at the higher education level, because the world of education has crucial problems to face, including multidimensional crises and moral degradation and issues of national disintegration, so that character education is seen as an alternative solution to overcome the nation's moral problems which tend to get worse.

The important role of educational institutions is vital in the process of strengthening the character values of the young generation at the higher education level. This will have an impact on the maturity of the soul and character of the young generation. However, the instillation and internalization of character values have been carried out starting from the family environment and elementary education as well as understanding the concept and actualization in the secondary education process, the character education process has not been completed, so that at the higher education level, maturation is still needed. Universities need to strengthen the character of students so that they become individuals who have mature characters and adequate knowledge in facing the future, which will present various moral challenges.

Based on this background, this study was conducted concerning the implementation of character education policies at the Datokarama State Islamic University of Palu to provide an understanding to academics and the government regarding the implementation of good and effective character education policies. The implementation of good character education policies is

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very important because this university is the main driver of the progress of character education in Indonesia. Furthermore, this study is expected to contribute to the improvement of character education that has been carried out so far. The Islamic religious universities can also be a role model in the implementation of character education for other universities.

II. LITERATURE REVIEW

A. The Concept of Public Policy

Public policy is defined as whatever the government chooses to or not to do (Page, 2018). This definition is too general so that it does not provide a concrete meaning of what is meant by policy. As such, Osborne (1993) gives a more specific definition by saying that public policy is "what government says and does, or not to do. It is the goals or purpose of government programs". Furthermore, other scholars say that policy is a direction of action that has a purpose set by an actor or a number of actors in overcoming a problem (Ball, 1993; Roberts, 1997). The definition has the same meaning as proposed by previous scholars. The definition is also put forward by Wan, Healey, & Simpson (2018), who argue that policy is a guideline for acting; policy shows how resources should be allocated and how tasks given in the organization should be carried out so that functional level managers can implement the strategy as well as possible. The formulation put forward by the three experts relatively provides a clearer picture that policy is something that is done or not done or something that provides a direction of action according to the intent set by an actor or a number of actors.

In addition, policy is described as an effort to understand and interpret what the government does or does not do regarding a problem (Woddis, 2022). Then, what causes or influences it, and what is the influence and impact of the public policy? A formulated public policy can play roles as a series of more or less related choices (including decisions not to act) made by government agencies or offices. Public policy is also seen as an effort to achieve certain goals with certain means and in a certain time sequence. Public policy is also interpreted as a process that causes a relationship between the government and its people (Colebatch, 2006). This means the public policy is reflected in a concrete form of the process of contact between the state and its people. This concept is in line with the argument of who argue that public policy can be defined as the relationship between a government unit and its environment (Lafferty & Hovden, 2003).

B. Public Policy Implementation

Policy implementation can be interpreted as a series of actions carried out in a planned and continuous manner from various activities that have previously been carried out through the determination of a policy (Brynard, 2009; O'toole Jr, 2004). Policy implementation has a close relationship with previously formulated or determined policies. Policy implementation is a continuation of the formulation or determination stage of public policy, where this stage has a very important meaning because, without implementation, it will not be known whether the objectives or targets of a public policy are achieved as expected.

Implementation can be seen as understanding what actually happens to a program that has been formulated or determined (Sproull & Hofmeister, 1986). It is further emphasized that policy implementation is the implementation of basic policy decisions, which are usually in the form of laws but can also be in the form of executive orders or decisions or decisions of the judiciary. In this regard, another scholar stated that policy implementation, in a broad sense, has the means of implementing laws where various actors, organizations, procedures, and techniques work together to implement policies in an effort to achieve policy goals or programs (Schofield, 2004).

Policy implementation is understood as a series of activities or actions carried out after a policy is established. Policy implementation plays a determining role in public policy, because without implementation, the policy that has been made will not be realized. A policy will be a dream or a good plan that is neatly stored in an archive if it is not implemented. The implementation of a policy is related to various activities that aim to realize the program, where in this position, the executive regulates how to organize, interpret, and implement the policies that have been selected (Durlak & DuPre, 2008). By organizing, an executive will be able to effectively and efficiently organize resources, units and techniques that can support program implementation, as well as interpret the planning that has been set, and instructions that can be easily followed to realize program implementation.

Michael Hill (2022) suggest focusing on three activities in implementing public policies as follows:

1. Organizing Activity is an effort to determine and rearrange resources, units, and methods that lead to efforts to realize (realize policies into results or outcomes by the goals and objectives of the policy.
2. Interpretation Activity is an activity of interpreting and explaining the substance of a policy in a more operational and easily understood language so that the substance of the policy can be implemented and accepted by policy actors and targets.
3. Application activity is providing routine services, payments, or other services per the objectives or means of the existing policy.

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There are several factors that influence policy implementation. An overview in the form of a chart of the determinants of policy implementation performance ahould be provided. The form shows four interacting factors that focus on policy performance, and these factors are, respectively, Policy content, political will, characteristics of target groups, and environmental support. The four components in the ongoing interaction are in the interdependence of policy implementation.

C. Educational Character Policy

The term educational policy is understood as a set of guidelines and strategies governments establish to enhance the quality of education (Davies, 2000). Basically, educational policy has almost the same meaning as government policy in other fields. Educational policy functions as a consideration based on a value system and several assessments of situational factors; these considerations are used as a basis for operating institutional education; these considerations are general plans that are used as guidelines for making decisions so that institutional goals can be achieved.

Educational policy can also be understood as a guideline that provides a framework for action in relation to substantive issues (Davis, 2006). The guidelines include general terms and actions that will be implemented by considering existing problems. Educational guidelines or policies will enable the principal, staff, and other personnel as school residents to carry out their responsibilities with a clear direction.

The character education policy is basically based on the goal of the Indonesian nation to become a nation of character (Rokhman, Hum, Syaifudin, & Yuliati, 2014). The desire to become a nation of character has actually been embedded in Indonesia for a long time. The nation's founders expressed this desire in the opening of the 1945 Constitution, paragraph 2, with a firm statement, "to lead the Indonesian people to the gate of independence of an independent, united, sovereign, just and prosperous Indonesian nation."The founders of the nation realized that only by becoming an independent, united, sovereign, just, and prosperous nation would the Indonesian nation become dignified and respected by other nations.

After Indonesia's independence, the desire to become a nation with character continued to grow. During the Old Order, President Soekarno always raised the spirit of the Indonesian people to become a nation with character by calling for independence and not depending on other nations. The call to become an independent nation is described in the trisakti, namely independence in politics, economics and culture. The spirit to become a nation with character was emphasized by Soekarno by launching nation and character building in order to build and develop the Indonesian nation in order to realize the nation's ideals, namely a just and prosperous society based on Pancasila. During the New Order, the desire to become a nation with character became even more intense. President Soeharto, as the leader of the New Order, wanted the Indonesian nation always to be based on the values of Pancasila and wanted to make Indonesian citizens into Pancasila people.

Thus, the character education policy started at the beginning of independence and continued to be developed during the Old Order, never receding until entering the New Order era. Character education during the Old Order had colored the curriculum in Indonesia, with the name of character education, which was integrated into various fields of study. The emphasis is different from the character education that is being developed today. In the past, with the foundation of cultural development, character education was more emphasized on relationships between humans, between students and teachers, between students and parents, and between students. Currently, in addition to developing civilized relationships with fellow humans, character education also develops how to have a proper and appropriate relationship between humans and the creator, al-Khalil, and with the natural environment.

Character education policy is increasingly receiving serious attention from the government and lawmakers. This is very evident after the enactment of Law No. 20 of 2003, concerning the national education system. Article 3 of this Law emphasizes that national education functions to develop abilities and shape the character and civilization of a dignified nation in order to educate the nation's life, aiming to develop the potential of students to become human beings who believe in and fear God Almighty, have noble morals, are healthy, knowledgeable, capable, creative, independent and democratic and responsible citizens. Based on the formulation of the provisions of this Law, it can be emphasized that the character education policy has been stipulated in the form of provisions of the Law, so that it has a strong legal basis for its implementation. To be precise, character education must be implemented, because if character education is ignored, it is the same as ignoring the implementation of the provisions of the National Education System Law.

III. METHODOLOGY

This study was conducted at the State Islamic University of Datokarama Palu, Indonesia. Data was gathered through field observation, in-depth interviews, and written material analysis. The interviews involved the leader of the university, vice-rectors, deans, lecturers, and administrative staff who were involved in the education character policy implementation. Data was analyzed using a thematic analysis approach, which begins with open coding, iterative coding, and finally, theoretical coding to build

theoretical constructs from the data. Before analysis, the data was transcripted, and the results of the transcripts were consulted with the participants to obtain their consent (Nurdin, Scheepers, & Stockdale, 2022; Nurdin, Stockdale, & Scheepers, 2014). The data analysis used a deductive thinking technique, interpreted as a research procedure that produces deductive data from the interviews and field notes. Data analysis was conducted using thematic analysis from Strauss and Corbin (1998). The analysis started with open, axial, and selective coding. The final result of the data analysis is themes found from the data as practiced by Nurdin (2018). The themes reflect topics that emerged from data gathered at the university.

IV. RESULTS AND DISCUSSION

A. *Educational Character Implementation in the State Islamic University of Datokarama Palu.*

Consistency in implementing an organizational policy is critical to maintain the stability and sustainability of a government policy. A policy that has been formulated well conceptually will not have a positive effect if the policy is not implemented perfectly. Therefore, the success of policy implementation is a very important phase in the series of policy formulation and implementation processes. The success of policy implementation tends to be influenced by several factors, including communication factors. Communication is a process in which a communicator conveys stimuli, usually symbols, in the form of words, to change the behavior of communicants (Carey, 1965). In other words, the essence of communication is a process of statements between humans that relate to one's thoughts or feelings to another person using language to convey it.

Based on the concept of the experts, the communication factor will affect the success of the implementation of character education policies. The communication factor in question contains elements, namely transmission, clarity, and consistency. In addition, communication can improve the relations between implementers and employees who execute the policy. Furthermore, communication can also improve harmony and collaboration in a government agency because all instructions can be understood well and clearly when a policy is implemented.

A policy can only be implemented optimally if the content substance, direction and objectives of the policy are clear enough. The ambiguity of the message of a policy will give rise to various interpretations and it is not impossible to deviate from the intent of the policy. Therefore, it is necessary to examine whether the character education policy is clear enough and easy for policy implementers at the State Islamic University of Datokarama Palu to understand.

Message transmission is also important to note because it can affect the smoothness of a message's delivery to the recipient. Transmission is a process or mechanism for moving messages and information from one place to another or from the communicator to the communicant. In relation to the implementation of character education policies, transmission is interpreted as the process of conveying the substance and intent of character education policies from the formulator/former of the policy to the policy implementer. Information transmission is the first prerequisite for effective policy implementation because policy implementers must know what they are going to do (Mamokhere, Musitha, & Netshidzivhani, 2022). The more carefully decisions and implementation orders are transmitted or forwarded to those who must implement them, the higher the probability of these decisions and implementation orders being implemented

The consistency of the policy can also influence the success of implementing a policy. Policies that often change or conflict with each other will certainly be difficult to implement. Based on this concept of consistency, it is necessary to pay attention to how to implement a character education policy consistently. Consistent public policies will impact achieving the policy's targets and objectives, but an economic system based on capital, motives, and interests can influence the course of a public policy process, especially the policy of modern chain stores as a recommendation for the Regional Government. One informant said the following:

My theory is not specific to a particular institution, such as the State Islamic University of Datokarama Palu, but rather universal. What is clear is that we emphasize policy consistency. Various factors, such as political conditions determine policy consistency. If a country wants stable policy growth in the long term, policy consistency is needed. If not, do not expect an institution's policy to grow (Informant I)

What causes an inconsistent policy in implementing character education policies? Poor coordination between departments, including coordination between faculties and the rectorate. Each works alone. For example, if the rectorate has set a target for character education to be achieved by 50% throughout one year, it must be upheld firmly and consistently. The rectorate must not suddenly take a new policy because something happens, for example, by increasing the annual achievement target. The rectorate must also not suddenly increase the final achievement target. This disrupts credibility, and the actors below no longer trust it.

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B. Communication Strategies in Character Education Implementation

1. Information transmission in Character Education Policy

In the process of implementing character education policies, policymakers transmit the contents of the policy. The policy's contents can include the policy's direction and objectives to the elements of the Leadership and Lecturers of the Datokarama State Islamic University of Palu as the implementer. One of the informants said the following:

> The Ministry of Education and the Ministry of Religious Affairs pay sufficient attention to implementing character education policies. In almost every coordination meeting between the leaders of Islamic religious universities and officials of the Ministry of Religious Affairs, the direction and objectives of the character education policy's material substance are always introduced. In addition, the Ministry of Religious Affairs often conducts socialization, training, coaching, and even seminars whose topics or materials are about character education policies where participants in various activities are lecturers, both those holding additional duties and those without additional duties. Therefore, there are so many activities whose topics or materials are about character education policies, the elements of the Leadership and Lecturers of UIN Datokarama Palu understand the substance, direction and objectives of the policy (Informant II).

The informant's opinion reflects that the Ministry of Education and the Ministry of Religion, as the formulators and shapers of character education policies, have transmitted the policy's substance, targets, and objectives to the implementers, including to the heads of universities and lecturers. The transmission of the policy is carried out through various activities such as coordination meetings and seminars for elements of the heads of universities. Then to the lecturers, character education policies are transmitted through socialization activities, training, coaching, workshops and other activities.

The informant's statement also clarifies that the transmission of character education policies to implementers at UIN Datokarama Palu has been carried out intensively through national meetings and scientific activities such as workshops, training, or seminars. Thus, the understanding of character education policies by the leadership elements and lecturers of UIN Datokarama Palu as implementers is not in doubt. This is quite logical because most of them have a religious education background that is full of character education values. In addition, the education system developed by UIN Datokarama Palu is based on the integration of science with spirituality and local wisdom. Even some of the implementers are Dai or Muballiq, who, of course, have adequate knowledge of religious values , including character education values. Other informants also explained as follows:

> The transmission of character education policies, both in terms of substance, direction, and objectives, has been carried out repeatedly by the academic community of UIN Datokarama Palu. There is transmission carried out through socialization, and there is also in the form of training activities and workshops organized by the Ministry of Religion. Even at meetings attended by the Minister of Religion, almost every direction from the Minister always reminds us that character education policies are implemented optimally. This emphasis is intended so that alums born from this university have the expected character and are not easily exposed to radicalism (Informant III).

The informant's opinion above shows that efforts to convey or transmit character education policies to the Leadership and Lecturers of UIN Datokarama Palu have been carried out repeatedly so that the implementers' understanding of the policy is believed to be quite adequate. Moreover, most of the Lecturers have a background in religious education, so when they were students, they received a lot of lecture materials related to character education values. Thus, the lecturers and staff have quite good understanding of character education policies.

The character education policy has been repeatedly transmitted to the implementers through several scientific meetings, both in the form of coordination meetings between the leaders of religious universities and officials at the Ministry of Religion and through socialization, training, workshops, and other scientific activities. Therefore, it is inevitable that the lecturers, as implementers, will understand and have in-depth knowledge of the character education policy's substance, direction, and objectives. This understanding occurs because the substance of the character education policy is not new knowledge for lecturers. After all, previously, they had the status of students who had gained much knowledge related to character education.

The transmission of character education policy to the leadership elements and lecturers of UIN Datokarama Palu took place several times, namely initially through an announcement in the state gazette, then for its reinforcement to lecturers as implementers, both with or without additional tasks, it was delivered through various scientific meetings such as training, workshops, seminars, workshops, and other scientific activities. The transmission or delivery of character education policy to implementers at the State Islamic University of Datokarama Palu has been quite good. Information about the policy was delivered through various meetings, including coordination meetings between leaders of religious universities.

The lecturers and staff have often been involved in scientific activities related to character education, so they are considered to have sufficient knowledge and understanding of the substance of character education. The transmission of the policy is in line with the opinion expressed by experts that communication is not only done once but is done repeatedly. Communication will be successful if the recipient of the information can understand the message conveyed. Communication of

character education policies carried out through coordination meetings, training, workshops, seminars, and other scientific activities is very useful for further clarifying the meaning and intent or purpose of the policy.

2. Clarity of Character Policy Implementation.

Regarding the clarity of the character education policy, the researcher found that the information related to the policy contained a message that was quite clear and easy for the lecturers and staff to understand. The message of character values contained in the policy was not new to some lecturers with a formal religious education background. The lecturers' understanding of the character education policy was further clarified in several scientific meetings. Thus, the lecturers and staff will not find it difficult to implement the policy to students as the target group. One informant said the following:

> If asked about the clarity of the character education policy, then the policy is quite clear both in terms of substance and intent or purpose. In terms of substance, the character values formulated therein are the crystallization of values derived from religious and cultural teachings. Lecturers, as religious people, certainly have knowledge of the values of the religion they adhere to, so that for them, the values contained in the policy are not new to them. Thus, the lecturers' understanding of the policy's substance is complete. Regarding the purpose of the character education policy, lecturers will undoubtedly understand that the policy is intended so that students and alumni have noble characters (Informant V).

The informants argued that the character education policy was quite clear both in terms of the formulation of character values in the policy and the intent or purpose of the policy. It was explained that lecturers would not have difficulty understanding the substance and purpose of the policy because the formulated character values were the crystallization of religious and cultural values. In addition, the lecturers had a relatively high level of education and had attended several scientific meetings whose agendas discussed character education policies.

The informants also have the same perception and assessment that the character education policy is quite clear both in substance and intent or purpose. Even this informant emphasized that lecturers as policy implementers, without attending training, workshops, and seminars they will easily understand the substance and purpose of the policy and will not have difficulty implementing it.

3. Consistency in Policy implementation

Consistency in implementing a policy in a government agency is critical, because consistency will ensure the sustainability of a policy. In addition, consistency in the implementation of policies can also provide certainty to all parties involved in allo cating resources to support the policy. Experts in public administration (e.g: Caillier, 2016; Foote, Seipel, Johnson, & Duffy, 2005) have found that there is a strong relationship between the clarity of a policy and the commitment of the people involved in it to work harder. People involved will feel confident in the success of a policy if there is a consistent guarantee from the leader to support the policy. One informant said the following:

> The character education policy is quite consistent. As is known, the main policy that is the main basis for character education is stipulated in the form of a Law, namely Law No. 20 of 2003, concerning the National Education System. This Law states that national education aims to develop the potential of students to become people who believe and fear God Almighty, have noble morals, are healthy, knowledgeable, capable, creative, independent, and become democratic and responsible citizens. Then this policy is explained in detail in Presidential Regulation No. 87 of 2017, concerning the strengthening of character education and its implementation in formal education units, followed up by the Regulation of the Minister of Education and Culture No. 20 of 2018. The several laws and regulations are in sync with each other in the sense that they are not contradictory, so the character education policy is quite consistent (Informant VII).

This informant's statement refers to three regulations related to character education in Educational Institutions, namely Law No. 20 of 2003 concerning the national education system, Presidential Regulation No. 87 of 2017 concerning strengthening character education, and Regulation of the Minister of Education and Culture No. 20 of 2018 concerning strengthening character education in formal education units. The policies are quite synchronous, and there is no conflict between them, so it can be understood that the character education policy is quite consistent.

The character education policy is consistent in that it has not undergone significant changes even though the Law containing the policy has been changed. Therefore, the policy of strengthening character education stipulated in the Implementing Regulations of the previous National Education System Law remains in sync with the character education policy stipulated in the new National Education System Law. Another informant said the following:

> As I have stated in the answer to the previous question, the substance of character values formulated in character education policies is the crystallization of religious and cultural values. As values that originate from religious teachings, of course, they will not change over time. Like every servant of God is expected to have faith and piety, noble morals, and

> so on, it will last forever and will not change. Therefore, the character education policy that desires students to have faith, piety, noble morals and so on will remain consistent (Informant VI).

According to the informant, the character education policy is said to be consistent because the substance of the character values formulated in the policy is a crystallization of the values of religious and cultural teachings in Indonesia, which are considered to be values of religious teachings that will never change throughout time. In addition, the character education policy stipulated in the National Education System Law and Presidential Regulation No. 87 of 2017, and Regulation of the Minister of Education and Culture No. 20 of 2018 is an affirmation and continuation of the character education policy stipulated in previous periods.

Thus, the implementation of the character education policy has been quite effective in terms of communication because all communication elements needed for effective policy implementation have been fulfilled in the policy. Clearly, the character education policy has been optimally transmitted to the implementers so that the implementers have sufficient understanding. In addition, the substance and objectives of the character education policy are quite clear and consistent, making it easier for the implementers to implement it.

V. CONCLUSIONS

This study concludes that the implementation of character education policy seen from the communication aspect has been effective because it is based on the results of the study of three elements, namely transmission, clarity, and consistency. The policy has been optimally transmitted to the implementers so that they have sufficient understanding. Likewise, the substance and objectives of the character education policy are very clear and consistent so that they are easy for the implementers to understand and implement. However, the resource aspect was found to be less effective when viewed from four elements, namely staff, information, authority, and facilities. The number of implementing staff is currently still lacking, namely an average of only 5 to 6 people per study program. Likewise, the supporting facilities needed for the implementation of the policy are not in accordance with the needs. Only two elements support implementing the character education policy at UIN Datokarama Palu, namely the elements of information and authority. The implementers have formal authority and have obtained sufficient information on how to implement the policy.

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