Research Article

Collaborative Governance to Promote Habituation of ``Pelajar Pancasila'' Character at the Basic Education Level

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Abstract.
Character index of elementary school (SD) level in the 2022 Education Report Card shows there is no regency/city that has reached the highest level, which is cultured where students are proactively and consistently applying the character values of Students of Pancasila. At junior high school (SMP) level, only 7.2% regencies/cities have reached the habituated culture level. Most of the regencies/cities are still at the second level, which is "developing" and a few at the level "needs to be developed." This research is conducted to develop a collaborative governance regime model that support the regions in achieving the character index of cultured level at the basic education level. The model chosen refers to the collaborative governance model developed by Emerson et al., which focuses on the dynamics of collaboration consisting of principled engagement, shared motivation, and joint action capacity. The data collection techniques used were literature review of central/regional government policies and national education report cards. Based on data collected, several strong drivers were already present to initiate collaborative governance in strengthening character education. Key stakeholders must identify weak points in collaboration dynamics based on the established Collaborative Governance Regime model and tailor their policies according to Education Report Card and demographic/geographical characteristics. This collaboration should provide optimal support experience for school to implement character education.

Keywords: character education, Pancasila, collaborative governance.

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1. Introduction

Strengthening students' character education is one of the government's priority programs to prepare quality and competitive human resources. Presidential decree for strengthening education character has been implemented since 2017 to encourage character education. Effective character education is crucial in preparing the Indonesian golden generation of 2045. The current Minister of Education, Culture, Research, and Technology, Nadiem Makarim, emphasized that to face challenges in the future, students need to combine academic intelligence and strong character [1]. Indonesian students are expected to possess the character or "Profile of Pancasila students" who

are critical, creative, independent, faithful, fearful of God, and have noble character, work together, and have global diversity[2]. These characters show that the profile of Pancasila students focuses not only on cognitive abilities but also attitudes and behaviour according to their identity as Indonesians and citizens of the world [3].

Character education of students is carried out through repetitive and routine activities until it becomes a habit. Character education is generally integrated into learning and habituation in schools so that academic and character development can run in parallel [4], [5]. In addition, character education can also be carried out through co-curricular and extra-curricular activities. The earlier character education is given to students, the stronger the character attached to students [6]. Therefore, character education at the basic education level (elementary school and junior high school) is an important part of system because it provides a foundation for character development for higher level of education.

In 2022, the Ministry of Education, Culture, Research, and Technology (MoECRT) published the National Assessment (NA) results. NA captures the quality of the school based on student learning outcomes (literacy, numeracy, and character), the teaching and learning process quality, and the school's climate that supports learning. One of the pieces of information related to the character education of students in NA is the Character Index, which shows the attitudes, values, beliefs, and habits of students from the point of view of Pancasila students. The Character Index maps regions based on the four categories: cultured (highest), developing, need to be developed, and not internalized [7]. The explanation is shown in table 1. With the character index in this AN, the government now has explicit references that serve as a baseline and target for strengthening character education.

NA data also shows that as of 2022, no regencies/cities achieved the "cultured" category at the elementary school level (see table 2). A total of 475 regencies/cities (92.4%) are in the developing category, 11 regencies/cities (2.0%) are in the "need to be developed" category, and the remaining 28 regencies/cities (5.6%) do not have sufficient representative respondents to be categorized. In other words, 23.5 million elementary school students, or about 97.7%, are still in the Developing category. Around 132 thousand (0.5%) elementary school students are still in the "need to be developed" category as of 2022. Regarding status, the number of regencies/cities with public primary schools compared to the number of regencies/cities with private primary schools cannot be compared because many regencies/cities do not have sufficient representative respondent on private elementary schools.

TABLE 1: Character Index Categorization.

Category	Description	Range of Value
Cultured	Students proactively and consistently apply the character values of Pancasila students who have noble character, mutual cooperation, independence, creativity and critical reasoning as well as global diversity in their daily lives.	2,26 to 3,00
Developing	Students are accustomed to applying the character values of Pancasila students who have noble character, mutual cooperation, independence, creativity and critical reasoning and global diversity in their daily lives.	2,01 to 2,25
Need to be Developed	Students have realized the importance of the character values of Pancasila students who have noble character, mutual cooperation, independence, creative and critical reasoning and global diversity, but still need support to apply them in everyday life.	1,85 to 2,00
Not internalized/ Underdeveloped	Students do not yet have an awareness of the importance of the character values of Pancasila students who have noble character, mutual cooperation, independence, creativity and critical reasoning and global diversity.	1,00 to 1,84

Source: Pusmendik [8]

TABLE 2: Number of regencies/cities based on the Character Index at Elementary School level.

	Cultured	Developing	Need to be Developed	Not Internalized	Data Unavailable
All	0	475	10	0	29
- Public	0	467	13	0	34
- Private	0	273	10	0	231

Source: Pusmendik [9]

Meanwhile, 37 regencies/cities (7.2%) have achieved the "cultured" category at the junior high school level. There are 346 regencies/cities (67.3%) in the developing category, 97 regencies/cities (18.9%) in the "need to be developed" category, and 34 regencies/cities (6,6%) have yet to be categorized. Although there are several regencies/cities in the cultured category compared to the elementary school level, the number of regencies/cities in the "need to be developed" category is higher in junior high school. Viewed from the number of students, around 1.3 million junior high school students (13.1%) are in the cultured category, 7.1 million students (71.4%) are in the developing category, and 1.3 million students (13,6%) are in the "need to be developed" category as of 2022

In general, character education at the elementary school level is better than the secondary education level based on the Character Index in the national assessment of regencies/cities in Indonesia. However, the first main concern is the absence of regencies/cities in the cultured category at the elementary school. The second main

TABLE 3: Number of regencies/cities based on the Character Index at Junior High School level.

	Cultured	Developing	Need to be Developed	Not Internalized	Data Unavailable
All	37	346	97	0	34
- Public	36	340	100	0	38
- Private	29	233	87	1	164

Source: Pusmendik [9]

concern is many regencies/cities are categorized as "need to be developed" in junior high school.

The implementation of Presidential Decree 87/2017 concerned Strengthening Education Character requires synergy from all stakeholders, including central government, regional governments, schools, and the education community. Therefore, to encourage the improvement of the Character Index at the basic education level, a collaborative governance model is pivotal that can be utilized as a guide for the implementation of strengthening character education in Indonesia.

2. THEORETICAL STUDY

a. Character Education based on Profile of Pancasila Students

The Profile of Pancasila Student is a translation of the national education vision "Realizing an advanced Indonesia that is sovereign, independent, and has personality through the creation of Pancasila Students". The Profile of Pancasila Students is the primary reference that directs educational policies, including being a reference for educators in building the character and competence of students [10]. In other words, the Profile of Pancasila Student answers the question of what the education system in Indonesia wants to achieve and how to prepare Indonesia to face the challenges of the times in the 21st century.

The dimensions of the Profile of Pancasila Students are listed in the Decree of the Head of the Educational Standards, Curriculum and Assessment Agency (BSKAP) Number 009/H/KR/2022 about the Dimensions, Elements, and Sub-elements of the Pancasila Student Profile in the Emancipated Curriculum. The six dimensions of the Profile of Pancasila Student are shown in the image below:

The elaboration of the values of faithful, fearful of God Almighty, and noble character (Beriman, Bertakwa kepada Tuhan YME, dan Berakhlak Mulia) is Indonesian students who believe, fear God, and have a noble character in their relationship with God

Figure 1: Profile of Pancasila Students.

Almighty. Students understand religious teachings and beliefs and apply this understanding in their daily life. There are five key elements of faithful, fearful of God, and noble character: (a) religious morality, (b) personal morality, (c) morality to humans, (d) morality to nature, and (e) national morality.

The elaboration of the value of global diversity (Kebinekaan Global) is that Indonesian students maintain a noble culture, locality, and identity. Students who remain open-minded when interacting with other cultures. Students with global diversity can foster mutual respect and form a positive noble culture that does not contradict the nation's noble culture. The key elements of global diversity include recognizing and appreciating culture, intercultural communication skills when interacting with others, and reflection and responsibility for the experience of diversity.

The elaboration of the value of working together (Bergotong Royong) is that Indonesian students can carry out activities together voluntarily so that the activities carried out can run smoothly, efficiently, and lightly. The elements of working together are collaboration, caring, and sharing. The elaboration of the value of independent (Mandiri) is that Indonesian students responsible for the process and results of their learning. The

key elements of independence consist of awareness of oneself and the situation at hand and self-regulation.

The elaboration of the value of critical reasoning (Bernalar Kritis) is that Indonesian students can objectively process information qualitatively and quantitatively, build relationships between various pieces of information, and also analyze information, evaluate and conclude it. The key elements of critical reasoning are obtaining and processing pieces of information and ideas, then analyzing and assessing reasoning, reflecting on thoughts and thought processes, and making decisions. The elaboration of creative (Kreatif) value is that Indonesian students can modify and produce something original, meaningful, useful, and impactful. The key elements of being creative consist of generating original ideas and producing original works and actions.

b. Collaborative Governance

Collaborative governance is a method that the government can use to face the latest challenges in achieving optimal public services. Public problems cannot be addressed optimally if relying solely on the government. Therefore, the government implements collaborative governance to improve the quality of policy outcomes, increase legitimacy, overcome geographic boundaries, increase the scale of economies, and manage diversification issues [11], [12].

Collaborative governance according to Ansel and Gash (2007) is "A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets" [13]. Emerson et al. (2012) added that collaborative governance is "the processes and structures of public policy decision making and management that engages people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres to carry out a public purpose that could not otherwise be accomplished" [14].

If successfully implemented, collaborative governance can increase government accountability, strengthen community participation, create consistency in implementation, and have a high level of program success. However, the implementation of collaborative governance has many challenges, including taking a lot of time, the uncertainty of results, and potential disputes due to lack of commitment or manipulation by stakeholders [14]. In this study, the Collaborative Governance model to support strengthening character education is Emerson et al. This is because the Emerson model can accommodate cross-organizational initiation, long-term and sustainable engagement, and horizontal and flexible collaboration processes [15].
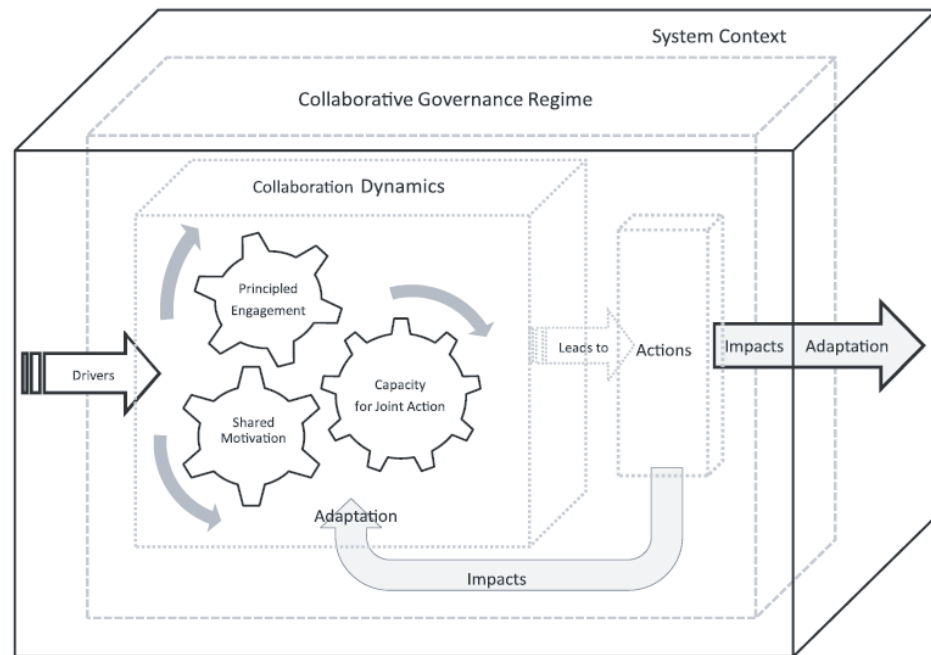
Figure 2: Collaborative Governance Regime.

3. METHOD

This literature study uses data collection methods through literature studies which include Education Report, regulations, government reports, books, and journals related to Collaborative Governance and Character Strengthening. The 2022 Education Report of all cities and regencies is downloaded from https://pusmendik.kemdikbud.go.id/ profil_Pendidikan/profil-region.php, filtered using the Cochran formula for finite population, and displayed in table/chart. Government regulations and reports between 2017-2022 are gathered from several Focus Group Discussions (FGDs) with regional governments.

The collaborative governance model that will be used is the Collaborative governance regimes model developed by Emerson et al (2012), with a focus on drivers and Collaborative Governance regimes. This study will focus on the basic education level so that the number of stakeholders involved is limited to only those relevant to basic education level, for example local governments are only regency/city governments. The construction of the Collaborative Governance Regime model will cover "what has been done" and "what is needed to be done" by stakeholders related to Strengthening Character Education [16].

4. RESULT AND DISCUSSION

4.1. The Basis of Collaboration in Strengthening Character Education

In the context of basic education in schools under the MoECRT, Presidential Decree 87/2017 as the legal basis for strengthening character education has indicated the importance of collaboration between ministries and institutions to achieve proper implementation. Based on that regulation, several stakeholders are involved, including the Coordinating Ministry for Human Development and Culture Affairs (CMHDCA, KemenkoPMK), MoECRT, local (city/regencty) governments, schools, school/family committees, communities, and other institutions such as government agencies, course and training institutions, culture studios, associations/social organizations, the business world/industrial world, and/or related professional organizations [17].

Strengthening character education needs collaboration at all levels. The CMHDCA is responsible for coordinating policy and implementation, while the MoECRT and local governments are responsible for cooperating with one another. Schools and families are required to coordinate for strengthening character education through intracurricular. Schools can also collaborate with other institutions to strengthen character education through co-curricular and extra-curricular activities [17]. Regarding finance and resources, schools can also approach the community.

MoEC Regulation 20/2018 emphasizes three approaches to implement strengthening character education: classroom-based approach, school culture-based approach, and community-based approach. The classroom-based and school culture-based approaches are implemented by school officials, while the community-based approach emphasizes the importance of the role of parents and the potential of the environment as a learning resource. In addition, this regulation also encourages implementation synergy with various existing programs within the scope of academic, education activists, non-governmental organizations, and information institutions [18].

Several local governments have issued derivative regulations in the form of regional head regulations to show regional commitment to implement strengthening character education. Examples are Yogyakarta City, Bandung City, Metro City, Sidoarjo Regency, North Gorontalo Regency, Kutai Kartanegara Regency, and others. Several things emphasized in these regional regulations in addition to budget commitments from the regions are the role of school principals, teachers, education staff, and school supervisors, as well as the importance of cooperation in program implementation.

4.2. Challenge

One of the challenges in strengthening character education program is the difference in the Character Index between rural and urban areas. It is known that there are differences in the Character Index in 152 (29,6%) regencies/cities at the elementary level and 260 (50,6%) regencies/cities at the junior high school level. At both levels, differences occur in all regional categories. However, the public character index does not further describe which areas have higher character index. The data can only be accessed by the local government and the school. This at least shows that the approach taken by government in urban and rural school cannot be the same.

Character education also faces challenges in the form of the latest technological developments where cyberbullying, plagiarism, hoaxes, sexting, bad influence from public figures, the erosion of digital ethics [19]. The current digital era also brings the influence of a pragmatic, transactional, hedonistic, materialistic and secularistic outlook on life. This is a challenge for teachers in applying character education according to the latest developments in subjects [20]. In addition, the government also needs to pay attention to various levels of understanding and lack of skills of teachers related to character education [21].

4.3. Collaborative Governance in Strengthening Character Education

a. Drivers

Emerson said that collaboration could occur if there is one or more drivers, namely leadership, consequential incentives, interdependence, and uncertainty [14]. Leadership refers to the presence of a leader who can initiate or ensure the availability of resources to support CGR. The leader's commitment can be shown from his willingness to bear transaction costs to initiate collaborative efforts. In this case, President Jokowi has established "Mental Revolution" as policy to reform character education through Presidential Decree 87/2017. Minister of ECRT (2019-present) Nadiem A. Makarim has ensured the establishment of a Character Strengthening Center (PUSPEKA) whose tasks are to oversee the character strengthening program and supply content character education of the Profile of Pancasila Student. In addition, the Merdeka Learning program uses a framework that supports strengthening character education, such as the Sekolah Penggerak and the flexibility of BOS funds.

Consequential incentives refer to internal (problem, resource requirements, interests, or opportunities) and external (crises, threats, or opportunities) drivers that encourage collaboration. Several problems that have been discussed previously occur at the central government level, local government, and school. One of the incentives provided by the central government is the third episode of the Emancipated Learning (Merdeka Belajar) Program related to the School Operational Assistance (BOS). The new mechanism allows the use of BOS funds in schools to finance projects to strengthen the Pancasila Student Profile with the concept of project-based learning [22]. Result of character education can also be seen in Education Report yearly.

Interdependence refers to the inability of one of the stakeholders to achieve goals alone. Based on Presidential Decree 87/2017 and MoECRT Regulation 20/2018, stakeholders must work together to implement strengthening character education. Supporting policies and tools need to be prepared by the central government, while local governments and schools need to implement them in learning and the surrounding environment. All regulations and guidelines state that strengthening character education is to be implemented through collaborative action, where each stakeholders have specific roles and responsibilities to fulfill.

Uncertainty refers to social problems that are difficult to address without collaboration. The Covid-19 pandemic and the potential for uncertainty, especially in the VUCA (Volatility, Uncertainty, Complexity, and Ambiguity) era, need to be faced together with the support of all related parties. The discrepancy in Character Index between rural and urban areas raises unknown factors in character education in schools, even though there is no difference in Character Index between economic conditions.

Based on the analysis above, the four drivers should be able to initiate the implementation of CGR of the implementation of strengthening character education.

b. Collaborative Governance Regime

"Regime" by Emerson is interpreted as a system in public decision-making where cross-border collaboration shows the prevailing patterns of behaviour and activities. The drivers influence the shape and direction of this system, while collaborative dynamics and collaborative action influence the level of effectiveness [14]. Collaborative dynamics is a cycle or iterative interaction consisting of 3 components: principled engagement, shared motivation, and capacity for joint action.

b.1. *Principled Engagement*

The principled involvement refers to fair and civil discourse, open and inclusive communications, balanced by the representation of "all relevant and significant different interests" in the engagement that occurs. The principled engagement occurs over

time through iteration of the four basic process elements, namely discovery, definition, deliberation, and determination. The quality of the interaction process determines the effectiveness of principled engagement.

Discovery refers to efforts to express the interests, concerns, and values that are believed by each party and also believed by all parties. Discovery is the identification and analysis of relevant and significant information. Discovery is carried out by the central government, namely MoECRT through its units in the form of socialization and advocacy through activities involving regency/city representatives from elements of the education office, school, and/or the community. Since 2020, Pusat Penguatan Karakter (PUSPEKA) has conducted socialization related to the importance of strengthening the character of the Pancasila Student Profile to almost all province, regency, and city education departments throughout Indonesia. Several community teachers and school principals have also been involved in socialization activities. PUSPEKA also publishes strengthening character education content for the Profile of Pancasila students with more than 302 digital contents have been uploaded by PUSPEKA to its social media channel as of May 2022. This effort aims to foster students' understanding of the Profile of Pancasila students from digital perspective.

The limited capacity of MoECRT to directly reach all students needs to be supported by local governments. The education departments need to follow up on information they have received from MoECRT to the school principal. Furthermore, school principals must ensure teachers, school committees, and the community (if needed) get information about strengthening character education of Profile of Pancasila Students. In the end, character education is applied to students through learning and activities in schools and homes. According to data in 2020, only about 15% of students have received direct exposure to strengthening character education contents published by MoECRT [23]. This is one of the challenges in strengthening character education, which requires a concerted effort to reach more students.

Definition refers to the continuous efforts to build shared meaning by articulating common purposes and objectives. It means agreeing on the concepts and terminologies used to describe and discuss the problems and opportunities. Definition is process of clarifying and adjusting tasks and expectations of one another, and also setting forth shared criteria with which to assess information and alternatives. Definition is carried out by cooperatively setting targets for each stakeholder.

As one of the key actors in coordinating the strengthening character education, school principals need to conduct periodic evaluations of teachers regarding the implementation of character education. School principals can provide evaluation data to

the education department and MoECRT. The evaluation data analysis can support the adjustments of policies, work patterns, and materials/modules.

Deliberation requires thoughtful examination of issues, listening to others' perspectives, and coming to a public judgment on what represents the common good. For deliberation of strengthening character education, periodic meetings are needed, starting from focused group discussions, evaluation discussions, to part of training. These could provide an updated and practical perspective for each party to adapt.

b.2. *Shared Motivation*

Shared motivation can initially be initiated by principled engagement, thus it can be counted as an intermediate outcome. However, shared motivation can strengthen or speed up the principled engagement process after initiation. Shared motivation consists of four elements: mutual trust, understanding, internal legitimacy, and commitment [14].

Trust is the result of working together over time, where trust grows larger when all parties can demonstrate that they are reasonable, predictable, and dependable. Trust is the sine qua non of collaboration and the most crucial element where its existence is a precursor to other elements in shared motivation. In strengthening character education of Profiles of Pancasila students, the government first needs to maintain consistency regarding program commitments, regulations, and information related to character education. The central and local governments must convince the school and the community that character education must be implemented and continuously strengthened. The government's consistent presence can be demonstrated by programs that are carried out every year, ranging from socialization, training, discussion, to content production. Trust in the government can also grow if the feedback provided by the school and the community is constructively responded dan followed up.

If the school already has confidence in the character education strengthening program, the school will proactively follow the activities, activities, and instructions given by the government. The level of school participation indicates how much their trust in the government' strengthening character education program. The same thing also happened to the family and school committee, where trust could be measured by how much support was given to the school in planning activities and strengthening character education activities in schools. Parents in basic education level have strong involvement in student's education, earning their trust is essential. Adapted principled engagement are suited in fostering "Trust" and other variables in diverse ecosystem i.e., geographical diversity, parents' social economic status, multicultural, and multireligion. There is no comparative study of character education between different region available.

Internal legitimacy refers to confirmation from all parties to legitimize and motivate ongoing collaboration. The Ministry of Education and Culture has also established Graduate Competency Standards that require the habituation of the Profile of Pancasila students' character, official definition of the Pancasila Student Profile, and development project guidelines in schools [3], [10], [24]. From the local government perspective, some regions have established derivative regulations that can be the basis for strengthening character education programs in the area.

The last element is shared commitment where participants are committed to a shared path so that they can transcend organizational, sectoral, and/or jurisdictional boundaries. One of the government's commitments to support the character education strengthening program is to ensure that schools can utilize BOS funds for project activities to strengthen the Profile of Pancasila students character.

b.3. Capacity for Join Action

Collaboration is engaging in cooperative activities to enhance the capacity of both self and others to achieve a common purpose. Thus, the CGR must generate a new capacity for joint action that did not exist before and sustain or grow that capacity for the duration of the shared purpose. Capacity for joint action consists of procedural and institutional arrangements, leadership, knowledge, and resources [14].

Procedural and institutional arrangements are organizational structures and protocols needed to be able to interact in collaboration. The more complex the collaboration, the more explicit the structure and protocol prepared. In strengthening character education of Profile of Pancasila Student, the central government (MoECRT) has provided arrangements in the form of regulations that regulate the responsibilities of each party involved in character strengthening as well as guidelines for the implementation of character education in the school. Furthermore, local governments can issue derivative regulations for the implementation of character education in their regions. Schools must follow implementation guidelines to form a school facilitator team, which the team will move according to their responsibilities. MoECRT or PUSPEKA have to ensure the procedural and institutional arrangement such as Presidential decree, regulations, and guidelines are met in implementation. Comprehensive report is not yet available by 2021.

Current procedural and institutional arrangements for the implementation of strengthening character education are detailed enough for several stakeholders. The current weakness in collaboration is related to community involvement, where the involvement is only as an optional. There is a need for work scheme (guidelines) that can facilitate

schools to initiate collaboration with the community. Hub or meeting space for engagement needs to be facilitated by the central and local governments that have power in the form of authority and budget. The second weakness is the allocation of resources in the arrangement, where limited budget, human resources, and infrastructure are challenges in implementing character education in the regions.
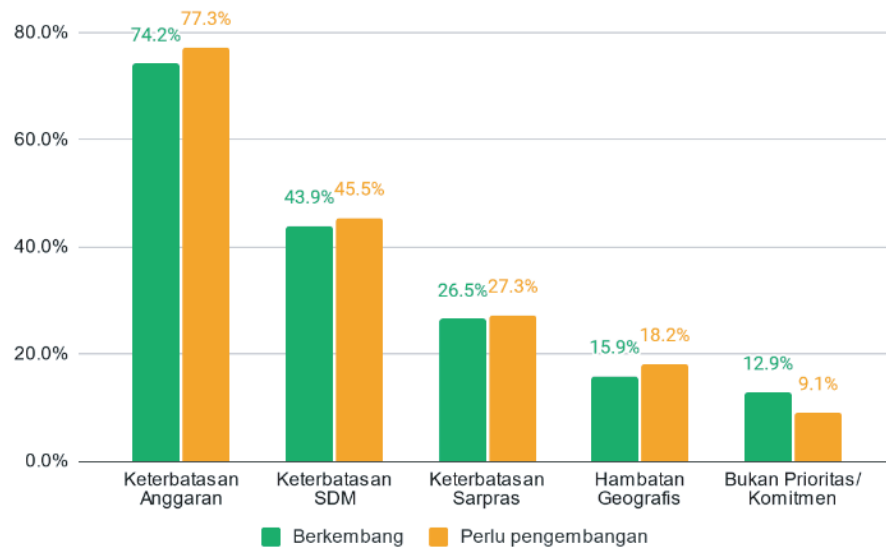

Figure 3: Local Governments' challenges in Implementation Strengthening Character Education.

The second element is leadership which can also support the capacity for collaboration. Leaders need to provide oversight of the underway arrangements. Central and local government leaders must ensure the reports are followed up properly. Leaders must commit to address barriers that partially or entirely hinder collaboration. Competent leadership can overcome barriers such as limited budgets, human resources, and infrastructure.

From the arrangement perspective, school principals are the most pivotal leader in character education. Principals must ensure the implementation of character education in schools, periodically conduct evaluations, and continuously provide recommendations for improvement for teachers. In addition, the principals must utilize the results of the Character Index and assessments of strengthening the Profile of Pancasila students project as references in future planning. This commitment is a determining factor in strengthening character education in the school. The principals can also serve as backup when the school facilitator team faces obstacles in their responsibilities.

Knowledge refers to the data and information needed and also produced during the collaboration. The central government through MoECRT has made great efforts since 2020 to provide information that can be used in the implementation of strengthening

character education. The digital contents of the Profile of Pancasila Students have been produced and published on social media and mainstream media. The content can be used by teachers in the learning process or character education. Pusmendik has published the dimensions, elements, and sub-elements of the Profile of Pancasila students as the main target in program and learning planning. Pusmendik also issues the results of a national assessment that can be used to assess the achievement of character education.

Educational units have important role in producing knowledge that can be used in collaboration. Teachers can acquire important insights, and should be encouraged to document them, be it obstacles, good practices, or module development suggestions. Teachers must report findings in character education activities to school principals. Currently, PUSPEKA has developed a website of strengthening character eduction best practices, where individuals can share their best practices in strengthening character education to all website visitors (https://cerdasberkarakter.kemdikbud.go.id/ sahabatkarakter/home). This website is still needed support in order to reach more user.

Sharing and leveraging scarce resources can make collaboration possible. Resources are funding, time, technical and logistical support; administrative and organizational assistance; requisite skills for analysis or implementation; and required expertise. The central and local governments need to provide facilitators in each province, city, and regency based on the education level. Local facilitators can provide training and assistance for schools and particulary its teacher to carry out character education for more efficient cost than limited national facilitator. Other resources the government can generally provide are budgets for socialization activities, education contetnts, teacher training, and infrastructure provision. Government can incorporate character education programs into bigger education program to maximaze budget efficiency. Leaders' arrangement and commitment are neccesery for government resources to be utilized properly.

5. CONCLUSION

Several strong drivers are present to initiate collaborative governance in Strengthening Character Education. Key stakeholders must identify weak points in collaboration dynamics based on the CGR model to maximize collaborative action's efficiency. These conditions should provide optimal support experience for schools to implement character education. Two recommendations to promote habituation "Students of Pancasila" character at the basic education level are first:

1. The central, city, and regency governments should provide and maintain hub between schools and related stakeholders in Strengthening Character Education.

2. Each region has its characteristics based on Education Report, culture, best practices, and regional evaluation, thus shall tailor its policy and program accordingly.

AUTHORS' CONTRIBUTIONS

ACKNOWLEDGMENTS

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