

## The Impact of Full Day School Policy in Indonesia: A Juridical Analysis of Teacher Welfare and Children's Rights

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### ABSTRACT:

*This research examines the Full Day School (FDS) policy in Indonesia, specifically analyzing its impact on teacher welfare and children's rights. The primary objective is to evaluate how the policy influences the well-being of teachers and students, with a focus on extended school hours, teacher workload, and student development. Using a qualitative methodology, this research draws on a comprehensive literature review of academic sources, government documents, and policy regulations related to the FDS initiative. The findings suggest that while the policy aims to strengthen character education and improve academic performance, it inadvertently exacerbates teacher fatigue and compromises students' rights to rest, play, and participate in social activities. Teachers report increased stress, a disrupted work-life balance, and a diminished sense of community, particularly among those with family responsibilities. Students also face challenges, including mental fatigue and reduced opportunities for extracurricular engagement. The paper argues that for the FDS policy to meet its educational goals without undermining the welfare of teachers or students, it is necessary to balance instructional time with sufficient rest and social development. Recommendations for policymakers include revising the policy to prioritize the health, rights, and overall well-being of both students and teachers. Further research is needed to explore the long-term effects of the policy on the educational landscape in Indonesia.*

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**ABSTRAK:**

*Penelitian ini mengkaji kebijakan Sekolah Sehari Penuh (FDS) di Indonesia, secara khusus menganalisis dampaknya terhadap kesejahteraan guru dan hak-hak anak. Tujuan utamanya adalah untuk mengevaluasi bagaimana kebijakan tersebut memengaruhi kesejahteraan guru dan siswa, dengan fokus pada perpanjangan jam sekolah, beban kerja guru, dan pengembangan siswa. Dengan menggunakan metodologi kualitatif, penelitian ini mengacu pada tinjauan literatur yang komprehensif dari sumber akademik, dokumen pemerintah, dan peraturan kebijakan yang terkait dengan inisiatif FDS. Temuan menunjukkan bahwa meskipun kebijakan tersebut bertujuan untuk memperkuat pendidikan karakter dan meningkatkan kinerja akademik, kebijakan tersebut secara tidak sengaja memperburuk kelelahan guru dan membahayakan hak siswa untuk beristirahat, bermain, dan berpartisipasi dalam kegiatan sosial. Guru melaporkan peningkatan stres, keseimbangan kehidupan kerja yang terganggu, dan berkurangnya rasa kebersamaan, terutama di antara mereka yang memiliki tanggung jawab keluarga. Siswa juga menghadapi tantangan, termasuk kelelahan mental dan berkurangnya kesempatan untuk keterlibatan ekstrakurikuler. Makalah tersebut berpendapat bahwa agar kebijakan FDS dapat memenuhi tujuan pendidikannya tanpa merusak kesejahteraan guru atau siswa, perlu untuk menyeimbangkan waktu pengajaran dengan istirahat yang cukup dan perkembangan sosial. Rekomendasi untuk pembuat kebijakan termasuk merevisi kebijakan untuk memprioritaskan kesehatan, hak, dan kesejahteraan keseluruhan siswa dan guru. Penelitian lebih lanjut diperlukan untuk mengeksplorasi efek jangka panjang dari kebijakan tersebut terhadap lanskap pendidikan di Indonesia.*

**Kata kunci:** Sekolah Sehari Penuh, Kesejahteraan Guru, Hak Anak, Kebijakan Pendidikan, Indonesia, Keseimbangan Kehidupan Kerja

**INTRODUCTION**

Education plays a significant role in human life. In practice, the landscape of education in Indonesia is often marked by policy changes ranging from curriculum updates to learning system reforms, aimed at achieving better education for the nation's future generations. The Full Day School policy in Indonesia was introduced as a strategy to improve the quality of education and enhance the educational system (Suja'i, 2021). This concept seeks to extend learning hours at schools, providing students with more opportunities to develop both academically and non-academically (Sa'odah dkk., 2020). In 2017, the policy was gradually implemented with the support of the Ministry of Education and Culture to encourage character-building among students and optimize learning time (Chieka Aisyah Kinanti dkk., 2023). However, the

implementation of this policy has sparked pros and cons from various circles, especially regarding teacher welfare and its impact on students, leading to debates about its effectiveness in the context of national education (Nakiah & Hamami, 2022).

The implementation of the Full Day School policy in Indonesia is based on several key regulations. This policy is supported by Law Number 20 of 2003 on the National Education System, which states that education must comprehensively develop students' potential in spiritual, intellectual, emotional, and social aspects (Depdiknas, 2003). Furthermore, the Ministerial Regulation of the Ministry of Education and Culture (Permendikbud) Number 23 of 2017 on School Days regulates the implementation of Full Day School by setting learning activities for eight hours a day over five days to strengthen students' character development (Permen, 2017). This policy must also align with Law Number 14 of 2005 (UU, 2005) on Teachers and Lecturers, and Law Number 35 of 2014 on Child Protection, which regulates the welfare of educators and the rights of children to receive proper education (UU, 2014).

Several studies have examined the challenges and benefits of implementing FDS in Indonesia, shedding light on the policy's implications for educators and students. Research by Kinanti found that the policy led to increased teacher workload, contributing to fatigue and diminished teaching quality (Chieka Aisyah Kinanti dkk., 2023). Similarly, studies have shown that students participating in full-day programs often experience physical and mental fatigue, which adversely affects their academic performance and psychological development (Chahya, 2019). Further studies by Rudyani reveal that students in full-day schools face fewer opportunities for social interaction outside school, potentially stunting psychosocial development. These findings underscore the need for a balanced approach to educational reform, considering both the educational benefits and the well-being of stakeholders involved (Rudyani dkk., 2018).

Despite the focus on extending school hours, the implications of FDS on children's rights, particularly their right to leisure and play, have also raised concerns. Mappong argues that the FDS policy, while legally permissible, may violate children's rights as stipulated in national and international child protection regulations (Mappong dkk., 2023). This issue is further complicated by the lack of sufficient attention to teacher welfare, which remains a critical

aspect of the policy's success. The full impact of FDS on children's development, both academically and socially, is thus far from conclusive, and its effectiveness remains a point of contention. While some studies have emphasized the policy's positive potential in fostering academic excellence and character development, the broader implications for children's rights and teacher well-being have not been adequately addressed in existing literature.

International studies have explored similar models of extended school hours and their impacts on various aspects of education and social development. For instance, research in Germany and Brazil indicates that longer school days can enhance student outcomes in certain contexts, yet the effects are not universally positive (Rosa dkk., 2022; Shure, 2019). These studies highlight the variability of outcomes depending on local contexts, such as teacher support, school infrastructure, and socio-economic conditions. The literature on full-day schooling is rich but often fails to consider the broader socio-cultural and legal contexts within which these policies are implemented. The Indonesian context presents unique challenges, particularly in balancing educational aspirations with the protection of children's rights and the welfare of educators.

Previous research has also failed to provide comprehensive recommendations for improving the FDS policy to ensure it aligns with Indonesia's broader educational goals. Although studies have pointed out the significant drawbacks related to teacher fatigue and children's psychosocial development, few have proposed practical solutions to mitigate these issues. This gap in the literature highlights the need for further investigation into the optimal implementation of FDS, with a particular focus on ensuring a positive balance between academic rigor and the well-being of all stakeholders. There is also a need for policies that better support teachers and protect children's rights while achieving the goals of character development and academic excellence.

This study aims to fill the gaps in existing research by evaluating the impact of the Full Day School policy on both teacher welfare and student well-being in Indonesia. By examining the benefits and challenges of the policy, this research seeks to provide recommendations for its improvement, ensuring that it better aligns with national education goals and the protection of children's rights. The findings of this study are expected to offer valuable insights for policymakers, educators, and stakeholders involved in shaping Indonesia's

education system, contributing to a more balanced and comprehensive approach to educational reform.

## **METHODS**

This study employs a qualitative research methodology, with a focus on a literature review to explore the Full Day School (FDS) policy in Indonesia and its impact on teacher welfare and children's rights. Given the nature of the research, which does not require quantification, qualitative methods are particularly suited for gaining a deep understanding of the complexities surrounding the policy and its implications for the education system in Indonesia. The methodology follows a systematic process of identifying, selecting, and analyzing relevant academic sources to answer the research questions (Creswell, 2014).

The study's data collection was carried out through an extensive literature review. The process began by identifying key academic sources, including peer-reviewed journals, books, government policy documents, and scholarly articles discussing the Full Day School policy, extended learning hours, teacher welfare, and children's rights. These materials were carefully selected for their relevance to the study's focus on the potential impacts of the Full Day School policy, particularly on mental health, work-life balance, and social development. Government policy documents, such as those from the Ministry of Education and Culture in Indonesia, were also analyzed to understand the policy's intended goals, implementation strategies, and guidelines.

Data analysis followed a structured approach to ensure rigorous examination of the literature. The selected sources were carefully read and organized into categories based on the central themes of teacher welfare and children's rights. These themes were further explored by coding key concepts that emerged from the texts, such as the effects of extended school hours on teachers' physical and psychological well-being, children's rights to play and rest, and the policy's overall effectiveness in achieving its educational objectives. This coding process helped to identify patterns, commonalities, and discrepancies within the literature.

To ensure the reliability and validity of the study, the data collection process was guided by established qualitative research protocols, including the careful selection of sources, clear criteria for inclusion, and systematic analysis

(Creswell, 2014). Multiple sources were used to triangulate findings and ensure that the interpretations drawn were not biased or limited to a single perspective. Additionally, the literature was analyzed in a way that maintained consistency and transparency, ensuring that all conclusions were grounded in the data.

The final analysis synthesizes the findings to provide a comprehensive understanding of the Full Day School policy's impact on teacher welfare and children's rights. Based on the themes identified and their relationships to one another, conclusions were drawn, and recommendations were formulated for policymakers to consider in future implementations of the policy. These recommendations aim to balance the objectives of the policy with the well-being of both teachers and students, ensuring that the rights of children are upheld while supporting the professional development and welfare of educators.

## **FINDINGS AND DISCUSSION**

### **FINDINGS**

Policy is a part of planning that assists government institutions, groups, officials, or actors in specific fields in making decisions about resources, time, and effort to achieve a particular goal. In the field of education, the success of education heavily relies on planning, which includes human resource planning (Tintigon dkk., 2023). Other experts suggest that policy is a set of plans or actions aimed at solving problems to achieve a specific goal (Iskandar, 2017). From the above opinions, it can be concluded that policies function as a guide in decision-making regarding the allocation of resources, time, and manpower designed to solve problems in order to achieve desired goals.

In the context of education, policy is a consideration based on a value system and situational factors and these considerations are used as a basis for operating education in institutions (Sainuddin dkk., 2024). Education policy has five components, including, first, goals or objectives. Education policy must have a purpose so that the implementation process is directed and the goal should be made rational so that it can be accepted by various parties. Second, plans. After the educational goals are designed, the next step is to make a specific work plan to achieve the goals that have been set. Plan as a management process in policy implementation. Third, programs or programs. A program is an activity in the form of a project that is carried out to achieve success by looking at the impact of program implementation. Fourth, decision or Decision (Lestari dkk., 2023).

## **Full Day School Policy in Indonesia**

Policy refers to government decisions that are broad in nature and intended for all individuals within a specific community. Every policy inevitably impacts society, whether positively or negatively. Impact refers to tangible changes in behavior or attitudes that arise as a consequence of a policy (Susanto, 2023).

Muhadjir Effendy as the Minister of Education and Culture in 2016 issued Ministerial Regulation (Permendikbud) Number 23 of 2017 concerning School Days regarding the Five School Days (LHS) policy or known as full day school. Article 2 paragraph (1) reads "School days are held for 8 (eight) hours in 1 (one) day, or 40 (forty) hours for 5 (five) days in 1 (one) week". Continued in Article 8 it reads "The implementation of the school day will be carried out starting from the 2017/2018 school year" (23, 2017). The President through Presidential Regulation Number 87 of 2017 concerning Strengthening Character Education, Article 9 paragraph (1) reads "Strengthening Character Education on the formal route can be held through 6 (six) or 5 (five) days". Article 9 paragraph (2) reads "The provisions of the school day as referred to in paragraph (1) are submitted to each Education Unit together with the School/Madrasah Committee and reported to the Regional Government or the ministry office that organizes government affairs in the field of local religion in accordance with their respective authority". Article 9 paragraph (3) specifically reads "in determining 5 (five) school days, education units and school/madrasah committees must consider four things, namely the adequacy of educators and education personnel; availability of facilities and infrastructure; local wisdom; and the opinions of community leaders and/or religious leaders outside the school/madrasah committee" (Permen, 2017).

Full day school is an alternative education model that applies the basis of integrated curriculum and integrated activities, which means that almost all children's activities are at school, starting from play, learning and worship activities that are packaged in the world of education. The form of educational units from full day schools is held based on the curriculum of the Ministry of National Education coupled with the curriculum of the Ministry of Religion. This policy emphasizes a set of components that are arranged in an orderly manner to support the process of student maturity through teaching and training efforts in schools (Takwin, 2021).

The conclusion from the above discussion is that the Five Day School policy implemented through the Regulation of the Minister of Education and Culture and the Presidential Regulation aims to strengthen character education and the teaching and learning process in Indonesia. This policy establishes longer school hours, which is eight hours a day for five days, with an integrated curriculum approach. The implementation of this policy involves the participation of education units and school/madrasah committees, which must consider various aspects, such as the availability of educational resources and local wisdom. While these policies have the potential to have a positive impact on improving the quality of education, it is important to pay attention to the real impact on students and society, including the balance between studying, playing, and worshipping time.

## **DISCUSSION**

### **Full Day School Policy Implementation and Practical Challenges**

The full day school policy, running from 7:00 AM to 4:00 PM, is designed to keep students engaged in structured academic and non-academic activities, minimizing idle time and preventing students from engaging in unproductive or potentially negative activities (Sitanggang & Maulia, 2023). According to Permendikbud No. 23 of 2017, Articles 2–4, the policy outlines that school days should include intracurricular, co-curricular, and extracurricular activities, each serving distinct purposes such as fulfilling the curriculum, deepening subject knowledge, and promoting student character development. The policy's goal is to provide a balanced education, combining academic learning with social, emotional, and physical development (Yusuf, 2019).

However, in practice, many schools and madrasas in Yogyakarta extend their activities to Saturdays to complete intracurricular and extracurricular tasks, resulting in a school schedule that exceeds the 40-hour weekly limit set by Permendikbud (2017). This is often due to insufficient time on weekdays to accommodate all required activities. While these extended Saturday sessions are intended to fill gaps, they lead to increased time burdens for both students and teachers, depriving them of essential rest and social time (Devy dkk., 2020). This situation challenges the policy's goal of maintaining a balanced schedule, as the excessive time commitment undermines students' well-being and reduces the effectiveness of the full day school concept.



## **Impact of Full Day School Policy on Students**

The full day school policy in Indonesia, intended to reduce students' burdens outside of school, has led to various negative impacts, as highlighted in interviews with two madrasah students in Yogyakarta. Student A, involved in extracurriculars, finds that Saturdays, meant for rest, are filled with organizational meetings, making school feel like a six-day week, leaving Sundays insufficient for relaxation. This leaves him feeling exhausted and deprives him of time for socializing or personal activities (Student A, 2024). Similarly, Student B, not engaged in extracurriculars, spends her Saturdays in private lessons and review sessions, leading to fatigue and difficulty focusing in class, particularly due to dense material and an uncondusive classroom environment (Student B, 2024). Both students expressed feelings of boredom and burden, illustrating the imbalance between study and rest time, a key concern of the policy's implementation.

This situation also raises concerns about child welfare, as Law No. 35 of 2014 on Child Protection stipulates that children have the right to rest, play, and engage in cultural or recreational activities (Law 35, 2014). The tight school schedule, which disregards these rights, also contradicts Permendikbud No. 23 of 2017, which limits school hours to 40 hours per week (Permendikbud, 2017). The resulting fatigue, burnout, and lack of enthusiasm for studying negatively affect students' mental, physical, and academic well-being. While the policy aims to optimize education, it must be implemented with a balance that prioritizes students' health and their rights to rest, ensuring that the policy's objectives do not come at the expense of their overall well-being.

## **The Effect of Full Day School Policy on Teachers**

The full day school policy in Indonesia significantly impacts both students and teachers, with teachers facing increased demands to maintain student engagement despite long school hours. Teachers are expected to prepare diverse teaching materials and create a conducive learning environment to avoid student boredom, which can affect concentration (Fatimah dkk., 2023; Irayasa dkk., 2019). Student C, for example, reported that extended class hours led to a crowded, less conducive classroom atmosphere, causing students to consider AI-assisted self-learning as a better option. This shift in student preference reflects the growing perception that the role of

teachers is diminishing (Student C, 2024). To combat these challenges, teachers must continuously innovate with interactive methods and technology, adding to their mental workload.

One madrasah teacher, Teacher A, voiced strong disapproval, stating that long school hours have made both students and teachers fatigued, reducing the effectiveness of learning. Additionally, this schedule leaves teachers feeling alienated from their communities due to lack of time and energy (Teacher A, 2024). The impact varies by teachers' social status, with unmarried teachers generally more adaptable to long school hours, as they have fewer personal responsibilities. For instance, Teacher B, unmarried, found the full day schedule manageable, but married teachers face more strain balancing schoolwork with family duties. These teachers often have to choose between work and family, leading to limited interaction with their families and a disrupted work-life balance.

Moreover, the emotional toll on teachers is considerable. The pressure to innovate and the strain of extra activities often lead to stress, anxiety, and feelings of undervaluation, especially if their efforts do not result in improved student outcomes. The lack of time for peer interaction further isolates teachers, hindering both professional development and emotional support (Ayu, 2021). The full day school policy thus creates a conflict with Law No. 13 of 2003 on Manpower, which guarantees workers adequate rest time and a balanced work-life schedule. If the policy forces teachers to work beyond the legal limits and interferes with their family life, it may violate their labor rights.

### **The Social Impact of the Full Day School Policy on the Surrounding Environment**

The implementation of the full day school policy not only affects teachers and students, but also has a significant impact on the surrounding environment. With students spending more time in school, their opportunities to get involved in social activities, such as community service, religious communities, or youth organizations in their neighborhoods, become less (Rahmayani, 2020). Interaction outside of the school environment is essential for the development of students' social skills, as well as for enriching their experience in dealing with a variety of real-life situations. Involvement in social and community activities contributes to the formation of students' moral and emotional character, which

often cannot be obtained through formal education in schools (Mahabbati dkk., 2017). Three categories of social skills that support learning activities include first, teacher preferred social behavior which includes social behavior that supports social interaction including contact and communication behavior, sympathy and empathy, compromise and cooperation and problem solvers. Second, peer preferred social behavior is a peer interaction outside of learning, including the acceptance of friends, friend interaction behavior, adaptation, initiative, and talents shown. The third is school adjustment behavior, which is behavior that shows self-adjustment to learning activities including time management skills, learning direction, work ability and response ability (Mahabbati dkk., 2017).

Full day school policies, which extend students' learning time, can minimize their opportunities to participate in these social activities, thus limiting essential non-academic development. As a result, students may become less engaged with the surrounding society, missing out on opportunities to learn from real-life experiences that can enrich their perspective and build empathy for the social environment. In addition, this limitation also has an impact on their participation in religious education, especially in madiniyah madrassas (Rahem, 2017). Religious activities carried out in schools are not always as comprehensive as religious education taught in madrasas, where students get more intensive deepening. In madin, students not only learn theory, but also engage in worship practices, understand religious teachings in depth, and build strong spiritual character in the context of the wider community (Sa'odah dkk., 2020).

Meanwhile, teachers who teach at the Al-Qur'an Education Park (TPA) also feel the impact of the full day school policy. After a day of teaching at school, they often feel tired when they have to continue teaching activities at TPA. This fatigue can reduce the quality of teaching they provide, as they may not be able to give the full attention or energy needed to teach children effectively. Teacher A, who set up a landfill in front of his house, revealed that after teaching hours at school, he felt very tired and rarely could teach at the landfill. As a result, he was forced to replace teaching hours with other teachers, but the results were not optimal and the children did not get the same attention (Teacher A, 2024).

Full-day school policies that extend learning time can disrupt the balance between formal education and students' spiritual and social

development. Considering Pancasila as the basis of the Indonesian state, which prioritizes divine values in the first precept, "The One Godhead," it is important for education policies to provide space for students to develop the religious values they adhere. Religious education obtained at madrasah diniyah not only educates students spiritually, but also forms morals and character based on faith (Marzuqi, 2022). When students lose the opportunity to explore religious education due to the heavy burden of time at school, this policy can be considered not in line with the values of God contained in Pancasila.

The purpose of national education is mandated in Article 31 paragraph (3) of the 1945 Constitution, which requires national education to increase faith, piety, and noble morals (Constitution, 1945). Religious education obtained outside of school, such as in madin, is an integral part of achieving these goals. With less and less time left for students to attend religious education outside of school, the full day school policy has the potential to interfere with the achievement of the educational goals regulated by this law. This shows that there is a disharmony between the implementation of education policies and the principles stipulated in the constitution, which should be a guideline in developing education in Indonesia.

## **CONCLUSION**

This study aimed to evaluate the impact of the Full Day School (FDS) policy in Indonesia, focusing on its effects on teacher welfare and student well-being, while exploring the challenges and benefits associated with its implementation. The findings revealed both positive intentions and significant practical challenges in the policy's application, highlighting the need for careful consideration of its broader implications.

The Full Day School policy, designed to extend the school day to eight hours, aims to balance academic learning with extracurricular activities, character development, and social-emotional growth. However, its implementation has led to unintended consequences for both students and teachers. Students often face fatigue and burnout due to extended hours, additional extracurricular commitments, and limited time for rest, socializing, or religious education. This impacts their mental and physical health, contradicting the children's rights to rest as stipulated in Indonesian law. Teachers, on the other hand, experience increased workloads and emotional

stress, particularly in balancing teaching demands with personal and family responsibilities. The extended hours also contribute to teacher burnout and a diminished sense of job satisfaction.

The implications of these findings are significant for the future of educational policy in Indonesia. While the FDS policy aims to strengthen character education and optimize learning, its implementation must consider the well-being of both students and teachers. There is a clear need to ensure a balance between academic demands and students' rights to rest, play, and engage in religious and social activities. Moreover, the policy should be aligned more closely with the national educational goals set out in the Constitution, particularly in fostering moral and spiritual development.

Despite its potential, this study has several limitations. The data is based on specific case studies in Yogyakarta and may not fully represent the experiences of all schools in Indonesia. Additionally, the subjective nature of student and teacher perspectives may not capture the full range of impacts across different regions and school types.

Further research is recommended to explore the long-term effects of the FDS policy on student development, teacher well-being, and the broader social impact. Future studies should consider a wider range of schools across different regions in Indonesia, examine the effects of the policy on student learning outcomes, and explore strategies for mitigating the negative impacts on teacher work-life balance. A more nuanced approach, incorporating feedback from all stakeholders, is essential for refining the policy and ensuring that it aligns with both educational goals and the rights of children and educators.

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