COMMUNITY RESPONSE TO THE SCHOOL AT THE DAWN POLICY OF THE REGIONAL GOVERNMENT OF EAST NUSA TENGGARA FOR LEGAL PROTECTION OF CHILDREN IN THE CITY OF KUPANG

a Jimmy Pello, b Gerald Aldytia Bunga, c Shela Christine Pello

ABSTRACT

Objective: This paper aims to analyze the policy of the East Nusa Tenggara provincial government regarding morning schools for high school students in Kupang City, which has sparked both support and opposition within the community. The article will delve into the reasons behind the resistance to this policy and assess whether it aligns with current Indonesian legal regulations.

Method: To address these issues, the research collects data through interviews, observations, and literature reviews. The study employs legal, case, conceptual, and comparative approaches.

Result and Discussion: The findings indicate that the morning school policy discriminates against students and teachers and violates students' fundamental rights.

Conclusion: The paper concludes that this policy has caused unrest among students, teachers, and parents. The school authorities implement this policy due to their subordination to regional government control. The policy is crafted without adequate study and has negative consequences, especially for students.

Keywords: school, policy, government, East Nusa Tenggara.

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RESPOSTA DA COMUNIDADE À ESCOLA NA POLÍTICA DA AURORA DO GOVERNO REGIONAL DE EAST NUSA TENGGARA PARA A PROTEÇÃO LEGAL DAS CRIANÇAS NA CIDADE DE KUPANG

RESUMO

Objetivo: Este artigo tem como objetivo analisar a política do governo provincial de East Nusa Tenggara em relação às escolas matinais para estudantes do ensino médio na cidade de Kupang, que tem provocado apoio e oposição dentro da comunidade. O artigo examinará as razões por trás da resistência a essa política e avaliará se ela está alinhada com os atuais regulamentos legais da Indonésia.

Método: Para abordar essas questões, a pesquisa coleta dados por meio de entrevistas, observações e revisões da literatura. O estudo emprega abordagens legais, de caso, conceituais e comparativas.

Resultado e Discussão: As constatações indicam que a política matinal da escola discrimina estudantes e professores e viola os direitos fundamentais dos estudantes.

Conclusão: O artigo conclui que esta política tem causado inquietação entre estudantes, professores e pais. As autoridades escolares implementam esta política devido à sua subordinação ao controlo do governo regional. A política é elaborada sem estudos adequados e tem consequências negativas, especialmente para os estudantes.


1 INTRODUCTION

The school-at-dawn policy has elicited opposition from parents of students, as well as conflicting opinions from the Ombudsman of East Nusa Tenggara (NTT), regarding the practice of morning classes in schools. However, this policy is supported by school principals, the head of the Provincial Education Department in NTT, and the Governor of NTT. In general, they prefer the school day to commence at the usual time, around 07:30 AM local time, in consideration of both student comfort and school administration. Andreas Prasaja, an expert in sleep, explains that the human brain is most active around 8:30 to 9:00 AM. Furthermore, historically, the start of school hours in Indonesia has been around 7:30 to 8:00 AM. Nonetheless, the provincial government of NTT has implemented the School-at-dawn policy for Senior High Schools (SMA) in Kupang, with classes starting at 5:30 AM, previously 5:00 AM, for 12th-grade students of SMA and vocational schools (SMK), with the intention of enhancing work ethics.

There are studies from various countries that highlight differences in school hours. Some students have longer school days, lasting up to nine hours, while others have shorter ones, as brief as four hours of school. Citing research from Straighter Line, it is suggested...
that the human brain is most receptive to new material during two time periods: 10:00 AM to 2:00 PM and 4:00 PM to 10:00 PM. The least favorable time for learning is considered to be between 4:00 PM and 7:00 PM. From a normative perspective, the legal provisions of Presidential Regulation No. 78 of 2021 on Special Protection for Children. Article 2 of this regulation stipulates that special protection for children aims to ensure their safety, provide necessary services to children, and prevent violations of children's human rights. In accordance with the legal provisions, children's educational activities are governed by the Curriculum outlined in Ministry of Education and Culture Regulation No. 69 of 2013, with the following structure:

1. Mandatory subject groups
2. Specialization subject groups
3. Cross-disciplinary elective subjects
4. In-depth subjects
5. Cross-disciplinary elective subjects and optional subjects

In addition to the 2013 curriculum, the "Merdeka Belajar" (Freedom to Learn) curriculum also applies. During the implementation of the curriculum, the government needs to revamp and update educational policies. According to Barbara Mikołajczyk (2022), the government's obligations should respect, protect, and fulfill the rights to education, information, access to scientific achievements, and a decent standard of living. Educational policies should be underpinned by legal instruments that proactively protect students. This means it requires legal certainty and clarity in legislative provisions that provide guidelines and limitations for various activities. The government provides this protection to prevent violations or disputes before they occur.

In the context of the implementation of school at dawn, the community has reacted to that policy on the Internet. They express their concerns, saying, "We are ashamed as residents of NTT, we reject our children being forced to attend school at 5:00 AM or 5:30 AM because it poses a security risk, especially for those living in rural areas. Similarly, the Indonesian Christian Scientists also object to the 5:00 AM to 5:30 AM shift for dawn school and emphasize the lack of academic research in support of this decision. The Synod of the church also believes that the policy does not serve the best interests of children and raises concerns about the potential for criminal activity. Furthermore, the Indonesian Child Protection Commission states that the school-at-dawn policy
contradicts children's rights and is considered poor (Wiryono Singgih & Prabowo Dani, 2023).

In contrast, the response from the Governor of NTT to various strong reactions from national and regional stakeholders is that the policy is intended to build the character of children, to educate them to be competitive on the global stage, and to prepare them for employment in various industries (NTT Vice Governor, 2023). Similarly, the Head of the Education Department of NTT explains that this policy is an experimental initiative. The initial experiment started with students from several high schools (SMAN 1, 2, 3, 4, 5 and SMKN 1, 2, 3, 4, 5) and was later extended to the Education Department's civil servants in NTT a few days later, precisely on March 6, 2023. This was communicated officially through the Education Department's Notification No. 100.3.4.4/1155/PK2.1/2023, dated March 1, 2023, on instructions related to accelerating the improvement of the quality of high school and vocational school education. Reports in various media outlets indicate that school hours started at 5:00 AM and ended at 1:40 PM local time, implemented on March 1, preceding the official instructions from the NTT Government. The school received the official instructions on the afternoon of March 1 or March 2, 2023, while students at SMA 1 & SMK 6 had already started school at 5:00 AM on March 1, 2023, which later changed to 5:30 AM on Monday, March 6, 2023, and was implemented in 10 schools in Kupang (observation in SMK 6, SMAN 1 dan SMA 3 of Kupang, 6 March 2023).

When these reactions are correlated with data on child violence in NTT, it is noteworthy that there were 234 reported cases of child victims of sexual violence, constituting 87% of such cases. Moreover, the reported instances of sexual violence reached 263 cases, notably higher in Kupang (Expontt.com, 2022). According to the National Police Chief's data, there were 11,012 cases of child violence throughout 2022, showing a decrease of 2,059 cases when compared to the previous year, 2021. In general, child violence primarily occurs during the daytime due to the children's activities, although some incidents also happen during the nighttime (Guritno Tatang & Prabowo Dani, 2022).

Furthermore, data pertaining to the number of resolved child violence cases in 2022 stood at 16,892 cases, marking an increase of 549 cases compared to the 2021 figure of 16,343 cases. The Ministry of Women's Empowerment and Child Protection has declared Indonesia to be in a state of sexual violence against children emergency, with
9,588 cases recorded in 2022, reflecting a significant rise from 7,004 cases in 2021 (CNN Indonesia, 2023). Child violence frequently manifests in physical violence, with the prevalence of such cases being notably high (as of October 28, 2022). Unfortunately, there are still instances where parents do not report incidents of child violence to the authorities. Children often endure violence due to their age, difficulties in expressing their experiences, and the fear they experience.

There is a verbal policy of conducting a trial run of dawn schools, specifically for the 12th-grade students at SMAN 1 and SMAN 6 (Hendrikus Hati). This policy resulted from a joint meeting between the Department of Education and Culture of NTT and several school principals, with the guidance of the Governor, emphasizing the need for discipline among high school teachers and students. The directive was for students to begin school at 5:00 AM to boost their motivation to learn and compete effectively in renowned universities (Indonesian House of Representatives, 2023). The outcomes of this meeting were swiftly implemented by the schools. Subsequently, various comments and concerns surfaced. Deputy Chair of the X Commission of the Indonesian House of Representatives (DPR RI), Hetifa Saifudin, expressed the view that the 5:00 AM school start policy is ineffective and has long-term implications for students’ health, as it disrupts their sleep patterns, potentially resulting in decreased student performance (Prambawanti Maria Arimbi Haryas, 2023). Additionally, some parents complained that their children did not have time for a morning meal, and the early start posed logistical challenges for families with distant residences. Students themselves raised concerns about feeling uncomfortable traveling to school in the early hours due to safety issues on less crowded roads and limited transportation options. There were also statements in the media suggesting that if students could not comply with the new policy, they should transfer to other schools.

In response to these developments, a former member of the DPR RI commented that the infrastructure and superstructure in NTT were lacking, with only 50% of the budget allocated. The Regional Budget of NTT allocated 35% of its education budget, exceeding the constitutional maximum of 20% for educational expenses according to the 1945 Constitution. Additionally, there were interventions from the General Allocation Fund and the Special Allocation Fund, and concerns were raised about using students as experimental subjects (Zulfikar Muhammad, 2023).
The Federation of Indonesian Teachers' Unions, represented by Heru Purnomo, criticized the policy, highlighting the disparity between regular schools and boarding schools and the potential impact of the school-at-dawn policy on children's growth and development (Zulfikar Muhammad, 2023). Similarly, the Inspector General of the Ministry of Education, Culture, Research, and Technology emphasized the need for input from the community, particularly parents, regarding the policy of the NTT government (Chatarina Salsabila Rindi, 2023).

The various reactions observed can be reasonably attributed to a resistance rooted in the community's concerns regarding child violence. The term "child" is defined as an individual below the age of 18, including children still in the womb. These reactions may stem from the perception that children are at risk of violence from perpetrators while engaged in various activities, especially when they are not vigilant against potential threats.

To address this concern, the Republic of Indonesia has enacted Law Number 35 of 2014, which amends Law Number 23 of 2002 on Child Protection. Article 1, point 2 of this law reaffirms that children must be safeguarded in all aspects of their lives to ensure their rights and protect them from violence and discrimination. In essence, the responsibility for safeguarding and protecting children is not solely entrusted to the state, but also involves instructions to provide formal education that includes school-age children. Parents and families likewise bear the responsibility of meeting the needs of children to support their educational progress.

Based on the aforementioned discussions regarding the pros and cons of the school-at-dawn policy between various stakeholders and the government of NTT, with the consideration of the best interests of the children in NTT, the research questions aim to investigate the reasons for the rejection of the school-at-dawn policy and to assess its alignment with existing legal provisions.

2 METHODOLOGY

This study is a behavioral legal research, which is a type of research that demonstrates the application of legal norms in societal life (socio-legal). This research emphasizes the utilization of empirical facts derived from human behavior, encompassing both verbal behavior obtained through interviews and tangible behavior observed through direct scrutiny (Irwansyah, 2021). The approaches employed in this research encompass
the statute approach, case approach, historical approach, comparative approach, and conceptual approach (Ishaq H, 2016).

This research was conducted in Kupang, involving various entities such as the Provincial Government, and high schools (SMAN 1, 2, 3, 4, 5, 6, and SMKN). Data collection was carried out using a questionnaire as a guide for oral interviews with research informants and respondents. The informants in this research consist of 20 parents of students, 27 school teachers, and 40 12th-grade students from schools (SMAN 1, 2, 3, 4, 5, 6, and SMKN). The research respondents include members of the Education Commission of the Kupang City Regional People's Representative Council and the East Nusa Tenggara Provincial Regional People's Representative Council, the East Nusa Tenggara Regional Police/Kupang City Police, the Vice Governor of East Nusa Tenggara, and the Education Department Heads of East Nusa Tenggara Province/Kupang City.

3 RESULTS AND DISCUSSION
3.1 SCHOOL SUPPORT FOR THE EAST NUSA TENGGARA PROVINCIAL GOVERNMENT SCHOOL-AT-DWAN POLICY FOR THE BEST INTERESTS OF STUDENTS
3.1.1 Pilot Project Instructions for School at Dawn for Senior High Schools in Kupang

The school-at-dwan policy is an experimental policy initiated by the local government authorities in the agreement between the Governor of NTT and the Head of the Department of Education and Culture in NTT, along with ten school principals from various senior high schools and vocational high schools (SMAK) in the city of Kupang. The rationale behind this change in school hours is the underperformance of students in comparison to their counterparts in other provinces, attributed to late school start times and a low work ethic. This initiative aims to accelerate the improvement of the quality of student learning, as perceived by the local government and several school leaders in the NTT. However, it's important to note that this viewpoint has not been scientifically examined to provide a well-founded, evidence-based foundation for a regional public education policy aimed at addressing the low quality of secondary education in NTT.

On the other hand, there is a strong presumption that the NTT regional government views education as a key to unlocking the path for building and enhancing the quality of
senior high school students, as well as recognizing the constitutional mandate in Article 31, paragraphs (3) and (4) of the 1945 Constitution of Indonesia, which emphasizes the government's duty to promote the provision of national education to advance the nation's intellectual development. This legal perspective aligns with the UNESCO program "Right to Higher Education: unpacking the international normative framework in Light of current trends and Challenges" (UNESCO, 2022). In the face of international developments in educational law, it is essential for Indonesia, especially in the NTT, to safeguard the individual rights of students in their pursuit of quality education. This is in alignment with the evolving landscape of national and international educational laws and regulations, with the goal of expediting the enhancement of educational quality.

In light of this, the rights of senior high school students in Kupang are realized through the implementation of Law Number 20 of 2003 on the National Education System. This is explicitly affirmed in Article 1 (1) which states that education is a conscious and planned effort to create a learning environment and a learning process aimed at enabling students to actively develop their potential in areas such as spirituality, personality, self-control, intelligence, skills, and noble character. Consequently, education plays a pivotal role in the advancement of the young generation in NTT and is crucial in shaping the character of the youth into better individuals who contribute positively to themselves, others, the nation, and the state (Kurniawati F.N.A, 2022).

Regarding the school-at-dawn instructions, it can be interpreted as a directive or guidance that forms a discourse on accelerating the enhancement of senior high school quality, which is deemed beneficial to implement in pursuit of achieving the commendable educational standards attained by secondary schools in other provinces. On the other hand, local officials perceive education as highly significant for the progress of NTT, particularly in molding individuals into better human beings.

Several of these thoughts have prompted the emergence of the concept of school at dawn, which initially set the "learning time" at 05:00 AM Central Indonesian Time on February 30, 2023, and March 1, 2023, during the first period of darkness. Subsequently, the school at dawn start time shifted to 05:30 AM Central Indonesian Time (the second period) in alignment with the sunrise, starting from March 2 to March 28, 2023. Furthermore, the school start time then shifted from 05:30 to 07:15 AM Central Indonesian Time, while the morning assembly activities involving students, teachers, and
educational staff commenced on July 10, 2023 (observation at high schools in Kupang, 1 March-20 July 2023).

When examining the stance of high school education providers regarding the change in normal school hours (07:30 AM to 08:00 AM Central Indonesian Time), it becomes evident that the decision-makers and implementers within the school system are grappling with concerns related to the historical underachievement of students, which cast a shadow over the current educational management in NTT. Additionally, social and parental factors, as well as the students, have expressed discomfort with the altered school start times due to their unconventional nature and perceived risks to the well-being of students.

The Pilot Project for School at Dawn aims to enhance the quality of graduates from Senior High School Education, particularly in the context of the interests of local officials, especially concerning the performance agreements between the Governor of NTT and the Head of the Provincial Department of Education in NTT, along with all the heads of high schools in NTT for the academic years 2020/2023. Performance agreements are documents that outline assignments issued by higher-ranking officials to those in lower positions, involving commitments to achieve performance targets set for the short and medium term with regard to expediting the improvement in the quality of graduates from high school in NTT.

A total of 15,843 students and teachers have been affected by the school-at-dawn policy. The Governor of the NTT emphasizes that children should be accustomed to waking up at 4:00 AM Central Indonesian Time, so that by 4:30 AM, they should already be on their way to school, ultimately arriving at school by 5:00 AM Central Indonesian Time to instill a work ethic (Interview, 27 February 2023). The work ethic here refers to the emotional feelings and reactions of students in terms of happiness, satisfaction, stress, and their relationships with school stakeholders (teachers, peers, and educational staff) to achieve maximum learning productivity.

The implementation of the school-at-dawn policy has disrupted the usual routine activities of the school, causing discomfort (anxiety) among parents, students, teachers, school security personnel, educational administrative staff, and school administrators, all of whom have been accustomed to a different schedule. This discomfort arises from the alteration of established habits and the need to adapt to new activities, including adjusting the timing for escorting children to school at dawn. Several obstacles have arisen for each
party involved in this new activity. These barriers include the discomfort associated with changing well-established individual habits through specific efforts aimed at navigating an uncomfortable change. There is also the significant influence of the previous school hours, with the new school hours diminishing the motivation of parents, students, and teachers, leading to concerns about the safety of schoolchildren on their way to school and doubts about the students’ aspirations to achieve the highest academic performance and graduation.

The research findings reveal that there is an indirect directive, conveyed through the results of a working visit meeting between the Governor of NTT, the Head of the Provincial Department of Education in NTT, and High School principals, which practically approved the implementation of the school-at-dawn policy at 5:00 AM. This situation demonstrates the presence of various, differing interests in the objectives of education, namely the interests of provincial officials, the interests of school leaders, and the interests of students and their parents.

3.1.2 The Interests of NTT Leaders

The low quality of high school education in NTT, especially the quality of secondary school graduates, has become a concern for the NTT government. It serves as a basis for evaluating the shortcomings of the regional government in improving the quality of the Indonesian nation. This aligns with the outcome of an interview with the Vice Governor of NTT, who emphasized the profound significance of education in the noble endeavor to enlighten the lives of the nation, rooted in the aspirations of the nation. As such, it needs to be supported by discipline, work ethic, law, and morality. Consequently, the NTT government is highly interested in developing high-quality human resources in NTT through the management of quality education, which encompasses ideological, political, technical, and developmental dimensions. This includes the establishment of a curriculum that promotes independent learning and the school-at-dawn policy at 5:00 AM Central Indonesian Time.

The response from the Head of the NTT Department of Education on the instructional letter to the principals of high schools in Kupang was framed as an experimental initiative, which initially began with students from Senior High Schools (SMAN) 1, 2, 3, 4, 5, and vocational high schools (SMKN) 1, 2, 3, 4, 5. This experimental policy was officially established through a notification letter from the NTT Provincial
Department of Education, numbered 100.3.4.4/1155/PK2.1/2023, dated March 1, 2023, on School/Class Entry Instructions related to the acceleration of the enhancement of quality in high school education. It's worth noting that news in various TV and internet media outlets indicated that school hours commenced from 05:00 AM to 13:40 Central Indonesian Time, which began on March 1, preceding the official instruction from the NTT government. This was due to the fact that the instructional letter was only received by the schools on the afternoon of March 1, or on March 2, 2023. However, students at SMA 1 and SMK 6 had already started attending school at 05:00 AM on March 1, 2023, and the start time shifted to 05:30 AM on Monday, March 6, 2023, followed by 10 other schools in Kupang. In summary, the interaction between the Department of Education, the Governor, and the school principals influenced the local political decision on school at dawn, making it a top priority to be implemented through the regional government's instruction in NTT.

Taking into consideration the constantly changing instructions regarding school entry times in the implementation of the school-at-dawn policy, it appears that the government may not have fully considered the psychological, social, and individual aspects of the community and parents as vital components in determining school hours. This oversight could be attributed to the regional government's belief that the community and parents of students (school committees) supported the local government's desire to implement school at dawn based on their prior experiences. In those previous instances, all parties involved consistently demanded that the regional government provide education with quality teaching staff, standard school facilities, and curriculum implementation capable of preparing students to be intellectually competent.

In light of these considerations, the regional government recognizes that the school-at-dawn policy requires concrete action through the involvement of schools, including the evaluation of the performance of school principals and teachers, as they are perceived to possess valuable skill sets. Regarding the students in NTT attending school at 5:00 AM, the Coordinating Minister for Human Development and Culture emphasized that the Governor of NTT aims to initiate a mental revolution in the field of education in the province. The goal is to ensure that education in NTT does not become complacent and trapped in a comfort zone of non-progress. To address these matters, an in-depth scientific study is required, encompassing economic, psychological, and social aspects (Martins R Mayor & Wangenheim C G V, 2023). Additionally, the Ministry of Health of
the Republic of Indonesia, represented by Dr. Siti Nadia Tarmizi, highlights the importance of ensuring that children get sufficient sleep and a proper breakfast (Gibson-Moore Helena, et all, 2023; Dutil, C., et al, 2022).

3.1.3 The Interests of the Head of the Education Department of East Nusa Tenggara Province (NTT)

The students aspire to attain the highest grades to achieve graduation requirements, disregarding external risks beyond the school context. However, they experience emotional burdens, such as a mixture of joy and concerns related to transportation readiness, dim environments, school routines that commence with early morning wake-up times, and so forth. Understanding the phenomenon of the perspectives of several students participating in early morning school activities as a manifestation of the accelerated program for improving the quality of high school education gives rise to expectations regarding the involvement of 12th-grade students. These expectations include: a) They hope to enhance their aspirations for continuing their studies at a higher level, b) They strive to improve their academic performance to qualify for entry into their desired fields of employment, c) There is pride and self-satisfaction associated with obtaining good grades at the end of the high school examination, leading to increased confidence and motivation to excel further, d) As an expression of gratitude, students acknowledge their parents and other relatives for their support, enabling them to complete their studies. In summary, the academic success of students is influenced by both internal and external motivators, as well as the aspiration to achieve high grades through autonomous efforts. Students make concerted efforts to reach their goals by the end of their academic journey.

In essence, students attending early morning activities at high school persist in engaging in these activities despite the discomfort they experience. This is particularly evident when they navigate through environments outside their homes and school during their commute to and from school. The prevalent concern revolves around the vulnerability of students to crimes against children, with sexual harassment being notably threatening in the context of Kupang.

The research findings on the security conditions within the school environment reveal that security personnel have coordinated with school leaders to ensure the critical importance of maintaining a secure environment conducive to supporting the academic
achievements of students. The number of security personnel within the school premises ranges from 1 to 4, depending on the extent of activities requiring security measures in the learning process. There is a significant impact on students' academic performance, especially in differentiated learning, due to curriculum demands and the diverse learning styles of students.

Concerning the school environment’s security, it is evident that the responsibility for ensuring security within the school premises lies with the school security personnel. The presence of students within a positive security climate in the school environment involves various factors, including conditions at home, the travel environment to school, especially the school surroundings. Specifically within the school environment, support and appreciation from teachers and fellow students play a crucial role in fostering a positive atmosphere. When students feel accepted and supported, their confidence grows, leading to the development of intellectual abilities and ultimately contributing to achieving better learning outcomes.

3.1.4 The Interests of The 12th Grade Students

Is it true that school at dawn activities provide the best for the interests of high students? Research findings regarding the implementation of the early morning school policy in Kupang, specifically for 12th-grade students, actually reveal various concerns. These concerns include self-preparation anxieties at home, environmental conditions during the journey to school, and even the inadequacy of the school environment to support the first-hour learning time in the morning. Issues such as drowsiness among students, the cold morning temperature, insufficient room lighting disrupting the vision of students and teachers, and limited communication between teachers, students, and parents may affect the emergence of psychological disturbances among students in the form of anxiety.

In reality, the protection of children is a collective responsibility shared by the community, families, schools, including the government. The goal of child protection is to ensure that children's rights are fulfilled in all decisions, including decisions related to early morning school activities. In practice, the early morning school policy poses new challenges for both students and parents.

The students aspire to attain the highest grades to achieve graduation requirements, disregarding external risks beyond the school context. However, they
experience emotional burdens, such as a mixture of joy and concerns related to transportation readiness, dim environments, school routines that commence with early morning wake-up times, and so forth (Interview with 12th-grade students of SMAN 1, SMAN 2, and SMAN 3 of Kupang, April 2023). Understanding the phenomenon of the perspectives of several students participating in early morning school activities as a manifestation of the accelerated program for improving the quality of high school education gives rise to expectations regarding the involvement of 12th-grade students. These expectations include: a) they hope to enhance their aspirations for continuing their studies at a higher level. b) They strive to improve their academic performance to qualify for entry into their desired fields of employment. c) There is pride and self-satisfaction associated with obtaining good grades at the end of the high school examination, leading to increased confidence and motivation to excel further. d) As an expression of gratitude, students acknowledge their parents and other relatives for their support, enabling them to complete their studies. In summary, the academic success of students is influenced by both internal and external motivators, as well as the aspiration to achieve high grades through autonomous efforts. Students make concerted efforts to reach their goals by the end of their academic journey.

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Security personnel provide essential support not only to students but also to teachers and various administrative school activities. Their support extends to creating a
secure learning environment for both students and teachers. The presence of school security is essential for the comfort of students and educators. Educators with expertise in education (teaching abilities, subject mastery, skills in assessing student learning outcomes, and ethical conduct) can effectively meet the needs of students through instructional strategies aligned with individual abilities, interests, and learning styles. This condition underscores the necessity of bolstering the school environment with effective security measures.

Concerning the school environment's security climate, it is evident that the responsibility for ensuring security within the school premises lies with the school security personnel. The presence of students within a positive security climate in the school environment involves various factors, including conditions at home, the travel environment to school, especially the school surroundings. Specifically within the school environment, support and appreciation from teachers and fellow students play a crucial role in fostering a positive atmosphere. When students feel accepted and supported, their confidence grows, leading to the development of intellectual abilities and ultimately contributing to achieving better learning outcomes.

3.1.5 School Responses to the Policy of the Government of East Nusa Tenggara on School at Dawn

The school's support for the school-at-dawn policy is not unanimous. Research conducted among school personnel, including school principals and several subject teachers, has revealed various reactions to the instructions regarding school entry times. Principals and punctual teachers generally accepted the instructions willingly. However, there are some school staff members who covertly oppose the policy for reasons such as family obligations, the need to adjust their teaching approach to students, unfamiliar changes in the learning environment, the quiet and dim surroundings around the school, limited lighting, and disruptions to the teachers' rest time at home. For teachers, this poses a new set of challenges in addition to the existing ones. As Arman Syofiyani points out, it's crucial not to equate general secondary education with Islamic boarding schools, where students are under constant supervision, including teachers. These institutions also often face issues due to authoritative leadership (Interview with students’ parents, March 2023).
The NTT government places a priority on directing school principals, as they are seen as subordinates who can ensure the implementation of the school-at-dawn policy within their school environments. Principals are expected to act as catalysts for student achievements, maintain good relations with parents, teachers, and students, and support the smooth operation of school administration. In the context of school activities, according to Facfrezi and Khair (2020), the challenge at work is the readiness for work as a skill, capability, and individual disposition in performing tasks that meet the community's demands. Teachers facing the new challenge of early morning school certainly encounter difficulties in preparing themselves, their families, and the school and classroom environment, as these changes disrupt the established routine. Moreover, teachers must adapt the timing of the teaching process and motivate students to comply with the NTT government's school-at-dawn policy. In this context, both teachers and students are expected to exhibit maturity and develop their individual potentials in the endeavor to expedite the enhancement of educational quality in NTT.

3.1.6 The Best Interest for the Student

The paramount interest for students is aimed at assisting them in enhancing knowledge and skills for the development of their personal potential. Additionally, this concern is linked to the protection of students, and it is connected to the provisions of Article 76a and Article 76b of the Law Number 35 of 2014 on Amendments to Law Number 23 of 2002 on Child Protection. These articles stipulate the following: Every person is prohibited from: a. treating children discriminatively, resulting in the child experiencing losses, both material and moral, thereby impeding their social functions.

Article 76B prohibits any person from placing, allowing, involving, or instructing the involvement of a child in situations of mistreatment. Concerning the early morning school policy, from a social perspective, students find themselves in environments outside their homes when traveling to and from school. According to common experience, this condition can pose a threat to the students' well-being before reaching school or returning home.

Based on interviews with several parents, it is known that their children go to school comfortably and are able to learn in an organized manner, developing good learning abilities. In essence, parents hope that their children become accomplished and ethical individuals, avoiding mistreatment from irresponsible parties.
3.1.7 The Discriminatory Policies of the East Nusa Tenggara Government Towards Students

The implementation of the school-at-dawn policy in Kupang is inherently discriminatory among fellow students within the school due to differential treatment in terms of timing. This discrimination arises from varying choices of school entry times, ranging from 5:00 AM to 7:15 AM WITA. This condition has led to unrest, as evidenced by the responses from the school authorities, including the school committee, school supervisors, school principal, and school security personnel.

The curriculum workload feels burdensome, compounded by the school-at-dawn policy, particularly in the development of instructional materials focused on basic competencies and the enhancement of teacher competencies. Not all schools possess the necessary competencies to adequately support the curriculum, especially concerning technology access and relevant learning materials. Additionally, challenges arise regarding student attendance accompanied by parents, teacher preparedness for classroom activities, and student preparation at home. These preparations cannot be solely managed by the students, particularly from the school's perspective.

3.1.8 The Legal Protection of the Students

The legal protection for students in this study pertains to several aspects. It encompasses legal safeguards related to the right to education, defined as the entitlement to receive quality educational services in accordance with education service standards. Furthermore, it involves protection for students against intimidation threats from others while engaged in the learning process or while maintaining student status. Additionally, it encompasses the right to receive services and express opinions as students.

The research findings on legal protection for students reveal the involvement of parents in escorting their children to school due to difficulties with public transportation. Some students resort to speeding on motorcycles, especially when public transportation is not yet operational or is limited. Ideally, the intervention of the Education Office of NTT regarding school at dawn should not cause confusion in the community.

The implementation of school at dawn activities aims to create a more relaxed school environment for students during learning sessions and to apply learning strategies to succeed in final exams, enabling them to pass the selection process for higher education and work in companies engaged in lemongrass oil processing. Additionally, it emphasizes
self-discipline (Interview with The Principle of SMAN 1 of Kupang, May 2023). According to interviews with the Headmaster of SMAN1 of Kupang, the objective is to enhance students' discipline in adhering to the designated school entry times.

The research results demonstrate that, generally, parents of students reject the early morning school policy because both the students and their parents experience discomfort when the students travel to school at dawn. Concerns about the safety of their children are the primary reasons parents cite for their opposition to this policy. Interviews with parents also reveal anxiety about the possibility of their children associating with individuals or friends who may engage in criminal activities (Interview with Students’parents,2023).

The actualization of the school-at-dawn policy, implemented to address the low quality of high school education by the Government of NTT, raises concerns. This policy, as instructed by the regional government, appears to contradict the principle of the best interests of the child, particularly concerning the right to health, as expressed in international conventions. In 1990, Indonesia ratified the United Nations Convention on the Rights of the Child (UNCRC). With this ratification, Indonesia has voluntarily bound itself to the provisions contained in the UNCRC. However, issues arise with the school at dawn instruction, including concerns that the rationale behind the 5 a.m. school entry worsens the physical and mental health of students, according to the perspective of the Chairman of the Indonesian Pediatric Society (IDAII), Dr. Piprim Basarah Yanuarso, SpAK. He emphasizes the importance of considering sleep quality for students, with an adequate sleep duration of 7-8 hours (going to bed at 8 p.m. and waking up at 4 a.m.). Lack of sleep can compromise a child's immune system (Azizah Khadijah Nur, 2023; Han, S.-H., Yee, J.-Y., & Pyo, J.-S, 2022; Ogundele, M. O., & Yemula, C, 2022).

Concerns regarding the school-at-dawn policy are also experienced by the foundation. Consequently, the policy raises uncertainty about the right of children to education due to various responses rejecting its implementation. These responses stem from differing perspectives and are not planned based on theoretical policy formation grounded in accurate data and information concerning the issues of high school education quality in NTT.
3.2 EAST NUSA TENGGARA GOVERNMENT’S INSTRUCTIONS ON THE SCHOOL-AT-DAWN POLICY FOR HIGH SCHOOL STUDENTS IN KUPANG REVIEWED FROM APPLICABLE LEGAL PROVISIONS

3.2.1 Legal Provisions for the Implementation of School at Dawn for High School Students

The implementation instruction for school at-dawn activities, specifically intended for students in high schools across Kupang, should be grounded in the principle of legal certainty. Based on the research findings regarding the school-at-dawn policy in Kupang, as outlined in the Notification Letter from the Provincial Education Office of East Nusa Tenggara No. 100.3.4.4/1155/PK2.1/2023 dated March 1, 2023, concerning: Instructions related to the acceleration of quality improvement in high schools (SMA) and vocational schools (SMK), it directs the leaders of high schools in Kupang to promptly implement the attendance of students at school at dawn.

Theoretically, state regulations (staatsregelings) are written rules issued by official institutions, both in the sense of institutions and specific officials. The regulations in question encompass Laws, Government Regulations in Lieu of Laws, Government Regulations, Presidential Regulations, Ministerial Regulations, Regional Regulations, Instructions, Circulars, Announcements, Decrees, and other similar legal instruments. The Notification Letter from the Provincial Education Office of East Nusa Tenggara No. 100.3.4.4/1155/PK2.1/2023 dated March 1, 2023, serves as an instruction from the Government of NTT and has a binding nature. The legal decision is expected to address identified issues, particularly those related to the acceleration and improvement of the educational quality of students in the province.

The legal nature of this policy should demonstrate a superior perspective by meeting three main criteria: being intelligent, wise, and offering hope regarding the acceleration of the improvement of student graduates' quality in NTT. From the perspective of teachers and schools, the Schol-at-dawn policy requires support and consideration based on two aspects: 1) Consequences (anticipated outcomes or results of the policy), and 2) the best interests of students regarding hours as a need, including students' needs for guidance and counseling related to personal, social, learning, and career development. Concerning the acceleration of the improvement in student learning quality, it is essential to consider the close relationship between learning and educating. Teaching is a process of humanizing students in all aspects positively, based on
educational principles: freedom, natural disposition, culture, nationhood, and humanity. These educational principles serve as a foundation for developing students' interests and talents in the current era, which heavily relies on technology but does not neglect the human aspect (era 5.0). For this purpose, various stakeholders are involved (Law on National Education System No. 20 of 2003, Part Four: Rights and Obligations of the State, Parents, Society, and Government, Articles 5 - 11) to achieve student achievements. This involvement necessitates the role of teachers with the support of parents, the community, and the government.

In connection with the research findings on this policy, the policy makers should ideally present a perspective or thought that is superior by meeting three essential criteria. These criteria include being intelligent, wise, and offering hope regarding the improvement and acceleration of the quality of education, as follows.

3.2.2 Intelligent Yet Burdensome for Stakeholders in Implementation

A sound legal policy in the field of high school education quality should ideally directly address the core academic issues faced by students. This includes disparities in the quality of student learning among regions (student learning crises), the teaching capacity of human resources such as teachers and school principals, and the support of educational staff, facilities, and learning technologies both presently available and future aspirations for improvement. The existence of policy regulations (Beleidsregels), particularly the instruction to attend school at dawn, has triggered opposition from various sectors, including parents, students, child advocates, the central government, and professionals (in education, health, criminology, sociology, parents, teachers, etc.). Rejection arises because the dawns are a time when children are still resting in bed, and the environment is quiet and susceptible to crimes against children. Currently, the level of vulnerability to crimes against children in Kupang ranks highest, particularly concerning sexual harassment crimes. This situation should be a consideration for the Government of NTT and the school authorities as the responsible entities.

In essence, the authority of local government or state administrative officials, particularly regional officials in the NTT Province, specifically the Head of the Education Office of NTT, has a delegated nature. This is because the original authority for the formation of legislation lies with the legislative body along with the president (the Minister of Education and Culture of the Republic of Indonesia). The delegation of
authority in the field of education, in this case, is through regional government or state administrative officials, allowing government officials to have the legislative authority to formulate legal policies in the field of education (school-at-dawn instruction). This authority is derived from the legislation of the national education system.

Subsequently, these legal provisions are articulated in the form of the school-at-dawn instruction. The purpose of Law Number 20 of 2003 on the National Education System is to develop the potential of learners to become individuals who are faithful to God Almighty, have noble character, are healthy, knowledgeable, skilled, creative, independent, and become democratic and responsible citizens.

a. Supporting Regulations for the Implementation of the School-at-Dawn Policy

Policies also have a crucial role in achieving the objectives. To accommodate policies effectively, the provisions outlined in the policy, serving as guidelines for policy implementation, must be adhered to by decision-makers to ensure alignment with the predetermined framework. Additionally, various stakeholders mobilize all relevant components in the policy implementation process to realize a common goal. Stakeholders, in this context, refer to the parties (such as schools) executing the system established in accordance with the stipulated regulations and rules. This system is then implemented based on agreed-upon terms, ensuring that the policy operates smoothly and meets expectations.

The policy of state administrative officials in the field of education, which is intended to be transparent, is formalized in a policy regulation. This ensures that every member of the community can easily access it, and individuals who meet the criteria have equal opportunities. However, for the latter purpose, based on research findings, decision-makers of school at dawn provide differential treatment concerning the time of school entry. The entry time varies, shifting from 05:00 to 05:30 WITA, then again to 06:00, and further to 07:15 WITA.

Based on observations of the school entry times in several targeted schools, it was found that the entry time underwent three changes. This occurred due to responses from various parties, including community rejection, and objections from the central government, as well as students and their parents. The morning entry time, which is uncommon (from 07:15 upwards to 08:00 WITA), faced resistance. The initial practice
of entering school in the early morning, before sunrise, disrupted the established tradition where students typically enter school at 07:15 WITA.

Based on observations in schools and interviews with various parties, including parents, students, school security personnel, education staff, classroom teachers, and the school principal, the concept of "school entry time" is interpreted or viewed differently by the following stakeholders. For **school principal**, school entry time is synonymous with maintaining discipline in school, including punctual attendance in class, learning, breaks, learning again, and leaving school. For **classroom teachers**, school entry time means students arriving on time for class, adhering to the schedule established by the school. For **students**, school entry time means arriving in the school courtyard before the morning assembly, attending classes, taking breaks, participating in the midday assembly, and leaving for home. For **students' parents**, this is the time when students leave home for school, their arrival at school, and their entry into the classroom for learning. For **school security personnel**, it is the time when they arrive in the school courtyard before the gate is closed for latecomers, including the simultaneous activity of the morning assembly and the afternoon assembly.

Based on various perspectives regarding the issue of school at dawn entry time, it appears that all parties involved in high school education share the view that the emphasis on early school hours is more about the students' arrival time at school rather than immediately commencing the learning process. In reality, the highlighted learning time for students involves guidance on discipline during the morning assembly in the school courtyard, morning exercises, prayers, and so on. The early morning school hours, in fact, constitute a process that begins with the time when students and their parents wake up, various early morning preparations at home, activities from home to school, assembly activities, and learning activities in the classrooms. Regarding the school activities for students, it is paramount to consider the Minister of Education, Culture, Research, and Technology Regulation No. 47 of 2023 on Management Standards for Early Childhood Education, Basic Education Level, and Secondary Education Level.

There are various stages in the process of traveling to school that give rise to challenges, such as transportation issues for students, the darkness of the early morning commute to school, the distance between the residence and the school, the safety of children during their journey to and from school, various pressures on students, including the threat of being late and sanctions from the school, students who may be unmotivated,
teachers who enforce strict study schedules, and personal issues faced by students both at home and at school, among others.

Based on the research findings, it is known that the regulation of school entry time at dawn is not specified in the national education system legislation and cannot be enforced as a policy due to its incidental/specific nature, making it legally inflexible. To test the regulation of the school-at-dawn policy, cannot be done in *wetmatigheid* way because there is no legal basis in the legislation for the decision to create the policy regulation (early morning school instruction). Since the creation of policy regulations is based on Freies Ermessen Principle, the testing of policy regulations is more directed towards *doelmatigheid* (efficiency), and therefore its benchmark is the general principles of good governance.

To prevent policy regulations from exceeding the boundaries of freedom of action and disrupting the existing legal order, it is crucial to establish principles that can serve as controls for the school-at-dawn policy. These principles include the principles of a legal state (established by the early morning school instruction), principles of protection for the community (causing unrest in society and academic circles), and general principles of state administration set forth in Law No. 28 of 2009 on Clean and Free From Corruption, Collusion and Nepotism Governance, which include: Principle of Legal Certainty, Principle of Orderly State Administration, Principle of Public Interest, Principle of Transparency, Principle of Proportionality, Principle of Professionalism, and Principle of Accountability.

Beyond these principles, policy regulations are no longer within the framework of Freies Ermessen, but can become arbitrary actions. In summary, the early morning school policy regulation cannot be tested for legality, as it indeed lacks a legal basis in legislation for the decision to create such a policy regulation. In short, the creation of the early morning school policy regulation is based on the Freies Ermessen Principle.

In summary, the issuance of the school-at-dawn instruction, specifically for the acceleration of educational quality improvement, imposes a binding effect on schools in Kupang, especially on Senior High Schools (teachers and students of grade 12 in SMA/SMK throughout Kupang). However, this is subject to trial and error. Research findings indicate non-compliance by the administrative organizers with instruction due to its triggering of stress, particularly among students, parents, and even class teachers/subject teachers. This is because the legal instruction alters the habitual school
entry time from 07:15 to 05:00 WITA, disrupting the students' sleep patterns, family life during the early morning, traditions related to students' activities heading to school, public life in welcoming the arrival of students, transportation used by students to go to school, and so forth.

b. **The Legal Aspect of the School-at-Dawn Policy as Discriminatory**

The implementation of the school-at-dawn policy is inherently unfair and biased against the comfort of the children. Research findings indicate that the policy is unfair in terms of the psychological health of students and their parents. There is apparent discrimination from the local government, systematically carried out by schools and reinforced by the legal provision of the school-at-dawn instruction. Discrimination involves intentionally distinguishing between grade 12 students in this school and students of the same stratum in other schools in NTT due to certain interests. Article 1 paragraph 3 of Law Number 39 of 1999 on Human Rights defines discrimination as any form of restriction, abuse, or exclusion carried out directly or indirectly, based on differences in religion, ethnicity, race, group, social status, economic status, and other aspects of life.

Examining the concept in Article 1 paragraph 3 of Law Number 39 of 1999, "other aspects of life," can be directed towards the differential treatment of the school at dawn entry for grade 12 students compared to grade 10 and grade 11 students in the same school due to trial reasons. Similarly, differential treatment is directed toward schools at the same level in a province, district/city in the NTT Province. This treatment is beyond the reasonableness of the school at dawn entry, resulting in indirect discomfort for students and teachers handling grade 12. Meanwhile, schools at the same level continue their learning activities at different times, starting from 7:15 to 8:00 AM WITA. This condition constitutes an act of discrimination in the learning activities specifically for grade 12 students in several high schools in Kupang. The change in the governor of NTT has triggered renewed calls to repeal the school-at-dawn policy from the NTT Regional People's Representative Council (DPRD) as it is considered to violate the principles of comfort and discrimination against high school students in NTT, simultaneously offering new hope to parents of students completing their studies in grade 12.

c. **Providing Hope for Students (Parents of Students)**

The school-at-dawn policy offer hope to the community (students and their parents) regarding the improvement of the quality of graduates. This legal provision
seems to align with the objectives of the education law, but its implementation has, on the contrary, caused concern among parents and students. This is due to the fact that a number of students in Kupang are affected by the policy. National expectations, particularly from the regional government of NTT, aim for the enforcement of the school-at-dawn policy as part of the implementation of the independent learning curriculum. This includes: Developing soft skills and the characteristic profile of Pancasila learners, focusing on essential, relevant, and in-depth materials to allow sufficient time for building creativity and innovation among students and adapting to local contexts and content, Flexible learning, granting teachers the flexibility to conduct lessons according to the stage of achievement and development of each student in line with local contexts.

In reality, the change in school entry time does not bring a change in the start of learning activities. Instead, this time is filled with meditation, sports activities, or guidance provided by the school to the students. The activities during the early morning school session diminish the role of students' families in educating their children at home, such as parents giving advice to their children before going to school or assisting with household chores before heading to school, and so on.

d. The Roles of the Teachers

Teachers play a crucial role in the learning process and are instrumental in realizing the ideals of national education law as they have a direct connection with students as the source of learning (learning technology), educational facilities, and infrastructure. Teachers are responsible for the quality of students' education, encompassing the acquisition of knowledge, skills, and character development. Therefore, teachers are expected to have good character in their interactions with students, including planning and preparing student learning activities, using technology/media for learning, and demonstrating leadership qualities for themselves and their surrounding environment in their career.

The Head of the Education Department of NTT affirms that the performance and quality of teachers in NTT have not yet met national standards (Interview, July 2023). According to Hasanah's research (2019), teachers' abilities in planning, implementing, and evaluating learning activities generally fall within the satisfactory standard/category. The same situation is observed among teachers in high schools in NTT. The school-at-dawn policy represents the government's commitment that must also be adhered to by teachers. This is considered a duty for high school teachers, subject to the provisions of
Government Regulation Number 53 of 2014 on Civil Servant Discipline. According to Article 3, paragraph (11), Civil Servants are obliged to report to work and comply with working hours regulations. For high school teachers in Kupang, these provisions should be implemented during school hours, approximately from 07:15 to 07:30, with the reason that the work culture at home and at school is already scheduled. There is a difficulty for teachers when the school start time changes to 05:00 - 06:30 WITA. Teachers who are married face challenges in organizing their family life, including sleep routines, waking up, and morning preparations for all family members. This deviation from their usual routine significantly disrupts the family life of teachers.

The school-at-dawn policy inadequately considers the aspect of teachers' lives regarding their teaching preparation, especially for intern teachers whose income is affected. Altering the school's activity hours is equivalent to increasing the operational costs for teachers, but they must adhere to the legal provisions. The work culture of teachers is also influenced by the new policy, creating an additional burden for them. The legal mandate becomes a burden for teachers, especially those with under-high school-age children, as they must manage their households. However, the policy prioritizes the interests of 12th-grade students over the teachers.

Considering the legal provisions in connection with the Regional Government Program of NTT 2022-2023 regarding the acceleration of improving the quality of high school education in NTT, particularly the acceleration of the quality of education for 12th-grade students, there are factors that need attention before the implementation of the policy of starting school at dawn, including children's rights. The results of interviews with representatives of NTT government and school authorities indicate that NTT government and its hierarchy have considered human rights principles in implementing legal provisions that prioritize the idea of the best interests of the child.

Indeed, the actions of the East Nusa Tenggara Regional Government (Pemda NTT), with the support of the school authorities, have placed human rights in an ambiguous role. The Education Department, in its struggle against marginalization, may find space to express itself and empower the power it holds to realize regional political ambitions (Dorothea Endres, et al, 2023). Regarding the school-at-dawn policy, the thoughts of human rights legal experts assert that children have specific rights and should be protected at all times (UN Rights Experts, 2022; Chesney Mary L. & Duderstadt Karen, 2022). Understanding the existing phenomenon, the NTT government seeks to
demonstrate to the public that learning in the early morning will significantly assist students in commencing their studies during dawn, coinciding with the political year. It seems that the NTT government is encouraging schools through the acceleration and improvement program to enhance the quality of education through the free curriculum in conjunction with the Competency-Based Curriculum. The goal is to bring about change in schools, especially in grade 12, as students will mature a year later and enter higher education and the workforce. This is done because the academic achievement of high school students in NTT ranks 33rd out of 38 provinces in Indonesia. This situation can arise due to the perceived insufficient academic capabilities of the teachers.

3.2.3 Legal Protection of the Students

The legal provisions for students can vary, including regulating the rights and obligations of students during their schooling, and involving parents in school activities to receive accurate information about their child's development at school. Additionally, there are regulations regarding student discipline, teaching students various aspects of self-discipline, such as a. wearing uniforms; b. punctuality and attendance at school; c. maintaining behavior at school, respecting teachers, peers, and academic staff, as well as school security officers; d. prohibiting illegal activities (smoking, drinking, drugs, etc.); students are trained to complete school assignments according to schedules; e. controlled use of gadgets in line with the school's efforts for students to obtain additional information for research and internet references. Furthermore, students can receive lessons online to deepen their understanding of specific subjects.

There is also an e-library, a digital library serving as an online educational resource and reading material for students. Additionally, the internet is essential for students as an interactive learning tool for understanding various subjects such as mathematics, language, and science. Through the Internet, students can interact with classmates, participate in group work discussions with teachers, and complete group assignments online. This serves as a form of protection and realization of the right to information, as regulated by the legal provisions in Government Regulation No. 61 of 2010 on the Implementation of Law No. 14 of 2008 on Public Information Openness. The legal provisions state that public information is information produced, stored, managed, sent, and/or received by a public body related to the organization and management of
other public bodies in accordance with the law on public information openness, as well as other information related to public interests.

a. The Right to Information Regarding Changes in School Entry Time

Based on research findings, it is known that the reasons for changing the school entry time by the local government are: a) students are not disciplined in entering school on time. In connection with this, schools and local governments need to collaborate to deepen understanding related to information about entering school at dawn. Regarding NTT students entering the school at 5 a.m., the Coordinating Minister for Human Development and Culture argues the statement from the Governor of NTT that expressing a desire for a mental revolution in the education sector in the province, preventing education in NTT from being trapped in the comfort zone of stagnation (CNN Indonesia, 2023). A comprehensive scientific study is needed, considering economic, psychological, and social aspects. It is clear that the process of determining the time for dawn school is limited to the school environment. Therefore, legal instruments are needed to regulate legal protection for students and prevent sexual harassment. Parents need to monitor their children's academic conditions at school.

The school-at-dawn policy requires the involvement of stakeholders participating in educational activities at the high school level, and research findings from the study informants reveal the following

<table>
<thead>
<tr>
<th>No</th>
<th>Information of School at dawn</th>
<th>Teachers</th>
<th>Students</th>
<th>Parents</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Clear Information</td>
<td>15</td>
<td>23</td>
<td>0</td>
<td>39</td>
</tr>
<tr>
<td>2</td>
<td>Fairly Clear</td>
<td>3</td>
<td>37</td>
<td>8</td>
<td>48</td>
</tr>
<tr>
<td>3</td>
<td>Unclear</td>
<td>9</td>
<td>20</td>
<td>12</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>27</strong></td>
<td><strong>80</strong></td>
<td><strong>20</strong></td>
<td><strong>127</strong></td>
</tr>
</tbody>
</table>

Source: primary data from the field (2023)

Most research informants did not receive information about the school at dawn plan at 05:00 WITA (March 27, 2023), which was initially scheduled for 2 days but later changed to 05:30 WITA. Theoretically, this information holds significant meaning, and the achievement of several objectives depends on the implementation of the dawn school instruction. This situation caused panic among parents and teachers when starting to travel to school at dawn. Furthermore, as observed in the research collation, there was a sense of discomfort among students and teachers upon entering the school/classroom due
to dimly lit classrooms, cold morning temperatures, and some students being delayed in entering the school premises.

<table>
<thead>
<tr>
<th>No</th>
<th>Convenience</th>
<th>Teachers</th>
<th>Parents</th>
<th>Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Convenience</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>2</td>
<td>Fairly Convenience</td>
<td>9</td>
<td>0</td>
<td>18</td>
</tr>
<tr>
<td>3</td>
<td>Less Convenience</td>
<td>11</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>27</strong></td>
<td><strong>20</strong></td>
<td><strong>80</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Primary data (April-August 2023)

Based on the research findings regarding students' comfort in entering school, it is evident that the initial implementation of dawn school entry caused panic among teachers and educational staff. This panic arose from the necessity to change morning routines and hastily prepare for school, including neglecting routine household tasks typically carried out by teachers and educational staff within their families. This situation emerged due to the demand for dawn school entry through the Instruction of the Head of the NTT Department of Education. Parents of students experienced similar challenges as they had the additional task of escorting their children to school in the dark before 5 a.m. As a consequence, parents had to prepare their children and set aside routine tasks at home, such as farming, employment, or private work, to accompany their children to school. This introduced a new morning routine and caused concern among parents, as well as discomfort for the students.

<table>
<thead>
<tr>
<th>No</th>
<th>Time Management</th>
<th>Teachers</th>
<th>Parents</th>
<th>Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Able to manage time</td>
<td>15</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>2</td>
<td>Fairly capable of managing time</td>
<td>9</td>
<td>6</td>
<td>14</td>
</tr>
<tr>
<td>3</td>
<td>Less capable of managing time</td>
<td>3</td>
<td>12</td>
<td>19</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>27</strong></td>
<td><strong>20</strong></td>
<td><strong>80</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: primary data from the field (2023)

Students at SLA in Kota Kupang engage in various activities, both within the school and through extracurricular pursuits in the fields of arts and sports. Additionally, they participate in youth associations within their religious communities. The implementation of the morning school instruction, however, has raised concerns. This is mainly due to the additional time required for school activities, which could potentially...
divert the students' energy and attention away from their ongoing pursuits. The need to alter the timing and volume of their activities poses a challenge, as students often find it challenging to maintain focus on both their school and extracurricular activities simultaneously, given the change in school entry time.

<table>
<thead>
<tr>
<th>No</th>
<th>Time Management</th>
<th>Students</th>
<th>Teachers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Arrive on time</td>
<td>70</td>
<td>9</td>
<td>79</td>
</tr>
<tr>
<td>2</td>
<td>Sometimes on time</td>
<td>19</td>
<td>13</td>
<td>32</td>
</tr>
<tr>
<td>3</td>
<td>Never on time</td>
<td>11</td>
<td>5</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>100</strong></td>
<td><strong>27</strong></td>
<td><strong>127</strong></td>
</tr>
</tbody>
</table>

Source: primary data from the field (2023)

Based on the description in the above table, several points can be elucidated: first, 70 students manage to arrive at school on time due to having personal transportation and possessing a strong motivation to excel in their final exams and pursue higher education. Second, There are respondents who occasionally arrive at school late (71 students) due to factors such as not having passenger transport, resulting in the need to wait for public transportation that starts operating at 06:00 WITA (Interview with students and their parents, April 2023). Some students also experience sleep disturbances, making it difficult for them to wake up early. Third, Another group of students, consisting of 17 individuals, arrives at school not on time due to a lack of self-discipline, family issues, delays in public transportation frequently used, and a weak motivation to adapt to the changed early school entry time. Fourth, Additionally, 11 students cannot adhere to the early school entry time because of the walking distance to school, combined with waiting for public transportation operating from 06:00 to 07:00 with unpredictable operational hours, depending on the diligence of minibus or motorcycle taxi drivers at dawn. In general, students face challenges waking up early in the morning, leading to reduced sleep hours, as evidenced by instances of drowsiness during classroom learning.

Overall, it can be explained that the early morning school instruction has placed the majority of students in a challenging position to arrive at school on time (05:00 WITA). This is due to insufficient transportation support for students to arrive early at school, weak learning motivation, and sleep disturbances. However, a small portion of
students can adhere to the early morning school instruction due to strong motivation in facing final exams and having a high aspiration to pursue higher education at the university level.

4 CONCLUSION

The school authorities support the regional government school-at-dawn policy for Senior High School students in Kupang, based on the Notification Letter from the Provincial Education Office of East Nusa Tenggara (NTT) No. 100.3.4.4/1155/PK2.1/2023 dated March 1, 2023, regarding the Instruction for the Acceleration of the Improvement of the Quality of Education for High Schools (SMA) and Vocational Schools (SMK). This legal provision has stirred unrest in the community, especially among parents, teachers, education observers for high school, the National Commission on Human Rights for Children, and medical professionals. The school authorities support this instruction because, as civil servants, the school principal and teachers are obliged to comply with orders, even if it is done under duress and contradicts the customary school entry practices thus far. There is an instruction from the Regional Government of East Nusa Tenggara (Pemda NTT) on the school-at-dawn policy. The implementation of these legal provisions is challenging for the school authorities as it goes against the established practice of school entry hours. This legal instruction lacks a representative scientific study but appears to be based on the outcomes of a working meeting between the regional government and several school leaders, suggesting a strong desire from government officials rather than being in the best interest of the students.
REFERENCES


The Vice Governor of Eas Nusa Tenggara. (2023, March 8). The Speech of The Vice Governor of East Nusa Tenggara at Senat of Nusa Cendana University Meeting.


