

The Effectiveness of the Implementation of Local Regulations on Muslim Women's Clothing In Encouraging Implementation of Islamic Teachings: A Case Study At State Senior High School 5 In Padangsidempuan City

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Info Articles	Abstract
<p>Article History Received : 2017-07-03 Revised: 2017-07-12 Published: 2017-07-30</p> <p>Keywords: <i>Effectiveness, Muslim-Muslimah, Mandailing</i></p>	<p>The effectiveness of implementing regional regulations on Muslim clothing for men and women in encouraging. The implementation of Islamic teachings (Case Study at State Senior High School 5 in Padangsidempuan City) is a study of regional autonomy or decentralization starting from the division of authority from the central government to regional governments. This regional regulation is a response to the real conditions related to the decline in morality and ethics of students, especially in senior high schools. This study describes the problem in detail. <i>comprehensive, holistic, integrative</i>, as a characteristic of qualitative research. Research is focused on understanding the effectiveness of implementing the use of Muslim clothing for men and women using a public policy approach as a tool for analyzing policy. The focus of this policy's target audience is: school students and educational units as implementers and supervisors of the policy. (2) The outline of the Padangsidempuan city government's policy formulation regarding the use of Muslim clothing for men and women cannot be separated from key actors (<i>key actors</i>) involvement stakeholders and cross-party advocacy in the policy-making process and mechanisms implementation. (3) The implementation of the policy is running well.</p>

I. INTRODUCTION

The desire to carry out reforms in the Indonesian national government system has been realized with the existence of Regional Autonomy Law Number 23 of 1999 in conjunction with Law 32 of 2004. No one can deny that the regional autonomy agenda is a very important national agenda and has become the main public agenda in the midst of facing increasingly complex and unclear national problems.

The regional autonomy policy, which was born without controversy or heated debate in the Indonesian House of Representatives (DPRRI), has experienced a concerning distortion of understanding. This distortion is not limited to the general public, who have not had the opportunity to absorb comprehensive information about this autonomy policy (Syaukani, 2002). The current regional autonomy is expected to accelerate regional growth and development, while also creating sustainable

development across regions in Indonesia. The impact of centralized development policies has already been felt. we know, namely the development inequality between regions in Indonesia.

Considering the objectives of implementing Regional Autonomy, it is emphasized how important it is to organize autonomy by granting broad, real, and accountable authority to regions, including regulations. It was further emphasized that the implementation of regional autonomy is aimed at encouraging community empowerment and utilizing all regional potential for equitable public welfare.

The regional autonomy policy immediately had implications for the world of education through Law No. 22 of 1999 which was later amended to Law No. 32 of 2004. Then it gave very broad powers to districts and cities to regulate their regions. This was done in order to restore the dignity and honor of the community, provide

the widest possible educational opportunities in accordance with the potential of the local area in order to improve Human Resources (HR), improve the quality and efficiency of public services in the region, ultimately with the birth of the Regional Autonomy Law it is hoped that it can improve regional governance towards good and prosperous governance.

In line with the implementation of government decentralization, especially in the field of education, based on the implementation of Law Number 22 of 1999 in conjunction with Law Number 32 of 2004, which mandates government decentralization. Decentralization of education is not merely decentralization in the field of education where the authority is handed over by the central government to autonomous districts/cities, but decentralization of education is related to a very fundamental problem, namely that education is very important in fostering and developing the mindset, morals and spirituality of the nation's youth (Isjoni, 2007).

The decentralization of education stems from the theoretical recognition of the central government handing over authority to district/city governments. The implications of this authority are outlined in Law Number 20 of 2003, Article 11, Paragraph 2, concerning the National Education System (Sisdiknas). That the field of education and culture is one of the governmental areas that must be carried out by district/city governments. The principles of autonomy and decentralization are reaffirmed in the 1999-2004 GBHN concerning education, which covers five things, namely;

First Expanding and equalizing opportunities to obtain quality education; Second, increasing professional academic abilities and the welfare of the education workforce; Third, Discussion of the education system (school and out of school) as a center of values, attitudes, abilities and community participation; Fourth, Discussion and strengthening of the national education system

based on the principles of decentralization, autonomy and management; Fifth, improving the quality of human resources as early as possible in a directed, integrated and comprehensive manner (Azyumardi, 2002).

Based on the above framework of thought, it is certainly in line with Islamic teachings which require all Muslims, especially women, to cover their genitals. The command of the Qur'an and Hadith to cover their genitals is an inevitability that must be carried out.

Everywhere, especially in the world of education in particular. More explicit regulations for implementation regarding the legal area is a breakthrough as well as an answer and solution for the Padangsidempuan city government, the community and parents of students, regarding the anxiety that has arisen so far, regarding the conditions and realities faced, most of the students in Padangsidempuan city, most of them have not worn Muslim clothing according to what is stated in the Al-Quran, Surah Al-A'araf 7:31 as well as in the hadith.

From the perspective of Islamic teachings, they respond to the demands and lifestyles of today's Muslim community. Two schools of thought have examined this issue: the first is a group that is content to simply explain the superiority of Islamic teachings over modern philosophy. However, they attempt to explain the diverse views among Islamic legal scholars who differ in considering the form of government that best suits the demands of the times, while still being implemented in a manner that is appropriate to the demands of time and place.

Second namely the group Scientists who attempt to examine forms of Islamic government systems that are appropriate to the demands of the times. They focus their research on various problems that arise within Muslim communities in their social and political lives. Their research is then further narrowed to discuss the relationship between the people and the rulers within the

Islamic government system and attempts to narrow the gap that arises between the two when deviations occur (Anshori, 1983).

Therefore, the problem of the struggle and implementation of Islamic law in Indonesia is not a new thing, since the Dutch colonial era the implementation of Islamic law has been enforced. Even though it is limited to matters of worship and civil law, meaning it is still limited to certain areas, in principle there has been recognition of the existence of Islamic law in the lives of Indonesian society.

II. RESEARCH METHODS

This study employed an empirical legal research method with a qualitative approach. The research aimed to analyze the process of formulation, implementation, and effectiveness of Padangsidempuan City Regional Regulation Number 06 of 2006 concerning the Use of Muslim Attire for Male and Female Students.

The data were collected through library research and field research. Library research was conducted by examining legislation, academic books, journals, government documents, and other relevant literature related to public policy and regional regulations. Field research was carried out through observations and the collection of information regarding the implementation of the regulation in selected senior high schools in Padangsidempuan City.

The collected data were analyzed using a descriptive qualitative method. The analysis focused on the policy formulation process, implementation mechanisms, supporting and inhibiting factors, and the effectiveness of the policy. The findings were then interpreted to provide a comprehensive understanding of the implementation and impact of the regional regulation on the use of Muslim attire among students.

III. RESULTS AND DISCUSSION

Regional Regulation Determination Process

Padangsidempuan City regional government policy regarding the use of Muslim clothing-Muslim women cannot be separated from the role of key actors (key actors) or stakeholders who also provide input in the policy-making process. Stakeholder as a person Those involved in the policy-making process are divided into two, namely: active stakeholders And passive stakeholders. Stakeholders active is a subject who is involved in providing input for the formulation of a policy, where as passive stakeholders is a subject that be a policy suggestion. However, there are stakeholders which belongs to that type, the so-called multi-faceted stakeholders, namely the subject who provides input in the process policy formulation and policy targets (Sudarwan, 2005).

The policy process is mechanistically divided into a series of stages: 'agendasettings, 'policy formulation' followed by 'determination of policy options', 'ratification statementpolicy' and so on 'implementation', followed by 'monitoring' and 'evaluation'. Usually, a problem becomes an issue before it enters the policy agenda. Policy issues are the result of debate about the definition and evaluation of the problem (Budi, 2007). Therefore, the emergence of a problem, for example, whether the government or local government makes a regulation regarding the use of Muslim and Muslimah clothing for students in schools in Padangsidempuan City is a formulation to answer existing problems or to create order among students in the environment.

However, because policy issues basically cover a very broad dimension, an issue cannot automatically be included in the policy agenda. Issues circulating in society will compete with each other to get the attention of political elites such as the Regional People's Representative Council (DPRD), party figures, Islamic organizations and education practitioners so that

the issues being fought for can enter the government's policy agenda. Therefore, community groups and all groups interested in an issue use various ways to fight for it to enter the policy agenda, such as Padangsidempuan City Regional Regulation No. 06 of 2006 by mobilizing themselves, seeking support from other groups, or using the media or can also be directly proposed personally.

Several steps that need to be considered in the policy-making process are: first, identifying the problem to put forward demands for government action. Second, organizing and deciding which issues to choose and which problems to raise on the agenda. Third, policy formulation. Formulating the policy and developing an agenda of activities to address the problem. Fourth, policy legitimacy. Selecting a plan or activity to be implemented and assessed as the best and then seeking political support for its acceptance as law. Fifth, policy implementation. Sixth, evaluation.

Policies conduct program studies, report on their outputs, evaluate their impact on target and non-target groups, and provide policy recommendations. Therefore, the diagram below clearly illustrates the procedural steps of a policy process (HAR, 2008).

Policy Material Contents

In the Decree of the People's Consultative Assembly of the Republic of Indonesia Number III/MPR/2000 concerning Sources of Law and the Order of Legislation, Regional Regulations have officially become a source of law and are included in the order of legislation. The MPR Decree affirms that regional regulations are regulations to implement the law above it and accommodate the special conditions of the region concerned. After the issuance of Law Number 10 of 2004 concerning the formation of legislation, which replaced the Decree of the People's Consultative Assembly Number III/MPR/2000, it was emphasized in Article 12, that the content of regional regulations is all content material in the

context of implementing regional autonomy regions and assistance tasks, and accommodate special regional conditions as well as further elaboration of higher laws and regulations (Ni'matul, 2009).

In this case, what is meant by the material contained in the Regional Regulations regarding the use of Muslim clothing for men and women is all the material for organizing the use of Muslim clothing. Muslim and Muslimah clothing for school students at all levels of education at the elementary, junior high, and senior high school levels in Padangsidempuan City which has been stated in the technical instructions and implementation instructions for Regional Regulation Number 06 of 2006. The contents of the Regional Regulation on the use of Muslim and Muslimah clothing for students in schools are based on the joint agreement between the Regional Representative Council of Padangsidempuan City and the Mayor of Padangsidempuan which has been stipulated by the Mayor of Padangsidempuan Zulkarnaen Nasution on September 26, 2006 and promulgated in Padangsidempuan City on September 26, 2006 by the Regional Secretary of Padangsidempuan City Rahuddin Harahap and has been stored in the Padangsidempuan City Regional Gazette document of 2006 Number 120. The contents of the policy material regarding the use of Muslim and Muslimah clothing in this regional regulation are as follows:

- 1) The area is Padangsidempuan City
- 2) The government is the government of Padangsidempuan City
- 3) The Regional Head is the Mayor of Padangsidempuan
- 4) Educational institutions are all educational institutions, both formal and informal, in the Padangsidempuan city area.
- 5) Agencies are all agencies and institutions in the city of Padangsidempuan, both

government owned and non-government owned or privately owned.

- 6) Muslim and Muslimah clothing is clothing used to cover the aurat according to Islamic teachings.

Regarding the obligation to wear Muslim and Muslimah clothing as explained in article 5, namely: Every employee, male/female employee, male/female student and female/female student is required to wear Muslim and Muslimah clothing, while for the general public it is an appeal.

Furthermore, Article 6 states that The wearing of Muslim clothing for men and women as stated in Article 5 is carried out at;

- 1) Educational Institution Environment
- 2) Agency Environment
- 3) Official events and other occasions.

The provisions regarding Muslim clothing for men and women as referred to in Article 5 are as follows;

- 1) Covering the genitals
- 2) Not see-through
- 3) Not tight¹²

The purpose, aim and function of Regional Regulation Number 06 of 2006 are as follows: The purpose of wearing Muslim clothing for men and women is to create a society that believes in and is pious towards Allah SWT.

The purpose of wearing Muslim clothing for men and women is as follows;

- 1) Forming personalities as Muslims and Muslimahs with noble morals.
- 2) Get used to wearing Muslim clothing for men and women in everyday life, both in family life and in front of the general public;
- 3) Creating a society that loves the teachings of Islam.

Policy Implementation Mechanism

One thing that must be understood is that, a regional regulation product certainly in its implementation requires a mechanism that has

been regulated as a guideline in its implementation. The mechanism is basically often interpreted as 'rules of the game' as stated by Purwo Santoso (Purwo, 2003). When associated with the implementation of a regional government policy, for example, a regional regulation on the use of Muslim and Muslimah clothing. Then it can be concluded as a rule of the game implemented by policy-making actors related to regional regulation Number 06 of 2006 concerning the use of Muslim and Muslimah clothing for school students which has been made by the executive as a draft regional regulation and stipulated as a regional regulation by the Padangsidempuan City Regional People's Representative Council (DPRD) in 2006.

The importance of policy implementation mechanisms enables the implementation process a policy can be predicted, and participating parties can define their appropriate roles in the process. The existence of a policy mechanism allows for order in the policy process, making it manageable. This means that who is involved, the sequence of actions in the process, and the size and source of funding for the policy process can be determined.

Thus, the policymakers are, first, administrators, second, managers, and third, politicians, each positioned according to their power and authority in their respective areas of responsibility. Administrators will deliver the programs they design from concept to practice, managers will elaborate on the programs with technical development, and politicians will design them policy movements that are capable of realizing significant changes in the long-term context in which these programs are implemented.

There are several principles that need to be understood by the parties involved to participate in the development of public policy implementation mechanisms. As far as possible, the author will try to formulate these principles as

operationally as possible, so that they can serve as a practical reference. First, the principle of mechanization. Formulating (reformulating) participatory policy mechanisms is a matter of formulating mechanical relationships between various parties in the policy process. This mechanical relationship allows the policy process to roll out considering that the actions of an actor or an agency, institution, or organization will be reacted to by other parties. This means that (Purwo, 2003):

- 1) What needs to be formulated in the mechanism is not only normative causality (adhering to democratic norms, local community norms, or other norms) but also action-reaction causality. The policy process will stall if, for example, the public doesn't believe a new mechanism formulated in a Regional Regulation (Perda) can be implemented. If they remain apathetic toward the existing mechanism, official dominance in the policy process will persist, and the development agenda will fail.
- 2) The mechanism is not only understood in a procedural manner, but also as an anticipatory device. Social dynamics. The absence of clear mechanisms can lead to conflict and violence in the policy process. With standard mechanisms understood by all actors, each party involved in the policy process can use their strategy, but ultimately must abide by whatever is achieved through those mechanisms. Conversely, the past mistake of overestimating the importance of mechanisms to the point that they become mere formalities must be avoided.
- 3) Participation development must reach all aspects supply (opportunity to participate) and aspects demand (socio-political movement to participate influence government policy decisions). This can only be enforced if: (1) the government and society are able to enforce the rules of the

game. The mechanism itself is basically the rules of the game (2) existing social capital is also utilized.

Next, the second principle of mechanism development is:

- 1) Starting from the micro level (actors) to change the mechanism, or vice versa, a number of changes Macro-level measures are taken to enable smooth functioning at the micro level. Mechanisms can be born from the struggle of multi-stakeholder actors who then agree to standardize the formulation and become accustomed to complying with it. The opposite can also occur, various macro-structural reforms are carried out which in turn have an impact on facilitating micro-changes. In relation to this issue, then: (1) the development of mechanisms cannot be left solely to the formulation of legal provisions, (2) the legal/administrative guarantees obtained must be accompanied by a number of "engineering" actions in order to accustom to the new mechanisms, (3) actors who occupy structural positions within the government and in society need to be encouraged to utilize these structural positions to cultivate new mechanisms.
- 2) How innovation can snowball. Therefore, established cross-stakeholder advocacy needs to be established and then utilized. Cross-stakeholder communication, for example, between actors within the government and within the community, can generate synergy that, if managed well, can ensure sustainability, ensuring that the implementation mechanism for the Regional Regulation on the Wearing of Muslim Attire for Men and Women can run according to the desired goals and targets.

Implementation of the Policy on the Wearing of Muslim Clothing for Men and Women

- a) History of its founding

Padangsidimpuan State Senior High School 5 is one of the 8 state senior high schools in the city of Padangsidimpuan. Established in 1991, a transition from the Sports Teachers' School (SGO). Padangsidimpuan State Senior High School 5 is located at Jalan Melati No. 90, Ujung Padang Village, South Padangsidimpuan District or right in front of the HM. Nurdin Nasution (Napos) stadium. Since its establishment, Padangsidimpuan State Senior High School 5 has been led until now by & principal as captain. The brands are:

- 1) Drs. Lendang Tarigan
- 2) Drs. Mukhlis AB Berlin
- 3) Drs. Muda Sutan Harahap
- 4) Drs. H. Muhammad Irsyad Hasibuan
- 5) H. Suhaimi, S.Pd
- 6) Drs. Anwar
- 7) Drs. H. Saladin Amas Muda Hutasuhut.

Institutionally, SMA Negeri 5 Padangsidimpuan has a close partnership with the surrounding community. This is evidenced by the active participation and support of the school's progress by the SMA Negeri 5 Padangsidimpuan school committee. The school committee's management for the 2014-2017 period is as follows:

Chairman: Rahmad Riadi

Vice Chairman: Bahrin Sihombing

Secretary: Zendri Ramadha Herlangga Deputy

Secretary: Dewi Sianipar

Treasurer: Efrita Neldian, SE

Member: Hasnah Dalimunthe, Rukayah

- b) Condition of Teachers/Students and Supporting Facilities and Infrastructure

The school has 57 teachers, comprising 53 civil servants and 4 honorary committee members. Their educational backgrounds align with the requirements for teaching at the high school level. Most teachers reside near the school, ensuring a high level of discipline and facilitating student supervision. The success of the learning process depends heavily on the innovative, creative, and

professional role of teachers, thus requiring specialized expertise.

Implementation of the Muslim Clothing Policy for Male and Female Students at Padangsidimpuan 5 High School

By relying on the theory of policy implementation presented in the previous chapter, the author illustrates that the implementation of a policy must be supported by existing forces, concerning:

First, communication. The success of a policy is so that policy makers starting from the Mayor, DPRD, related agencies, Regional Education Office, Structural Officials and Head of Schools, teachers, and related institutions know what should be done. Policy goals and objectives must be communicated to the target group to minimize implementation distortion. If policy goals and objectives are unclear, or even completely unknown, to the target group, resistance will likely result.

Second, Resource. Even though the policy on the use of Muslim attire for male and female students has been clearly formulated, if the implementer lacks the resources to implement it, implementation will be ineffective. These resources can include the competence of policymakers and financial resources to support the policy's implementation. Resources are crucial for effective policy implementation. Without adequate resources, a policy will remain only on paper, eventually becoming a document in the regional gazette.

Third, Disposition. Disposition is the character or characteristics possessed by the implementer, such as: Commitment, Honesty. If the implementer has commitment and honesty, If the policy is implemented properly, the policy will be implemented as intended by the policymaker. If the implementer has a different attitude or perspective from the policymaker, the implementation process will be ineffective.

Fourth, Bureaucratic Structure. The organizational structure tasked with implementing Policy has a significant influence on policy implementation. One of the important structural aspects of every organization is the issue of standard operating procedures (SOPs). SOPs include: Laws (UU), Government Regulations (PP), Ministerial Decrees (Kepmen), Regional Regulations (Perda), and Decree Mayor (SK). SOP is a guideline or instruction for implementing a program activity and serves as a control over the implementation of the program activity.

Supported by operational standards for policy implementation, the Padangsidimpuan City Government's policy on the use of Muslim clothing for men and women is expected to increase compliance and awareness of clothing that covers the genitals, both in schools and in public places. Understanding the use of Muslim clothing for men and women according to Islamic recommendations for students in schools is one of the main priority agendas. The Padangsidimpuan City Government realizes that building awareness among students, especially female students, is a long process and work. Therefore, the low level of awareness, coupled with the unstoppable flow of students' inability to read and write, is a major challenge in today's globalization, especially regarding the rise of clothing and clothing that tends to be westernized.

The policy on the use of Muslim clothing for male and female school students consists of: from Regional Regulation Number 06 of 2006 and the Regulation of the Mayor of Padangsidimpaun:

- 1) Regional Regulation Number 06 of 2006 concerning the Wearing of Muslim Clothing for Men and Women in the school environment.
- 2) Padangsisimpuan City Regional Regulation Number 01 of 2004 concerning the development program Padangsidimpuan City Regional Regulations (Properda) 2003-2007

(Padangsidimpuan City Regional Gazette 2004 Number 01 Series B)

- 3) Padangsisimpuan City Regional Regulation Number 02 of 2004 concerning Padangsidimpuan City Strategic Plan (Renstra) 2003-2007 (Padangsidimpuan City Regional Gazette 2004 Number 02 Series B)

Empirically, in Padangsidimpuan City, before this regulation was enacted at the Senior High School (SMA) level, almost 80% of high school students did not wear the hijab or cover their genitals properly. Based on a survey conducted in 2005, this fact is quite strengthening the phenomenon. In fact, the Qur'an is the word of Allah revealed to the Prophet Muhammad SAW, which clearly states that covering the genitals is obligatory. In addition, the Qur'an positions itself as *hudan li al-nas* and *hudan li al-muttaqin*, so reading and understanding its contents according to ability is an obligation for every Muslim, male and female, including students.

In implementing (applying) the implementation of policies regarding the use of Muslim clothing for men and women for school students is implemented in the following stages:

- 1) Establish a Policy Socialization Team at the School Level. In Senior High Schools (SMA), this team consists of teachers, counselors, and the Principal as Chair and member. The team's activities involve the school committee, competent resource persons in their respective fields, and other relevant parties. Supervision is carried out by the Mayor or authorized official in the field of education appointed by the Mayor or Department which handles government affairs in the field of religion for the Senior High School (SMA) level.
- 2) Planning Activities. Developing the Curriculum (KTSP) is part of school planning activities. These activities can take the form of work meetings or workshops at the school

level and/or school groups, held prior to the new school year.

- 3) Implementation of the Wearing of Muslim Clothing for Men and Women. The School Level Curriculum Document (KTSP) for Senior High Schools (SMA) is declared valid by the school principal after receiving consideration from the school committee and is acknowledged by the Regional Education Office responsible for education, after receiving consideration and input from the department that handles government affairs in the field of religion.

After The stages of implementing the policy on the use of Muslim and Muslimah Clothing for high school students (SMA) are carried out according to the provisions, the next step is how to implement the Padangsidempuan government policy on the use of Muslim and Muslimah Clothing at the high school level (SMA). The samples used in this study were 2 (two) high schools (SMA) in South Tapanuli district out of 13 existing high schools. These 2 schools are considered by the author to represent the Padangsidempuan City area.

Factors Influencing the Regional Regulation Policy on Muslim and Muslimah Clothing

The factors that influence the implementation of regional policies regarding the use of Muslim and Muslimah clothing includes:

1) Supporting Factors

In implementing regional regulations regarding the use of Muslim clothing for men and women For school students, especially at the Senior High School (SMA) level, there are various supporting factors in its implementation, including:

- a. Full support from the legislative body, in this case the Padangsidempuan City DPRD Starting from the discussion of the draft regional regulation until it was enacted as a regional regulation in South Tapanuli Regency. Then, as a legislative body, it played an active role in

overseeing the implementation of this regional regulation in various related agencies. This can be observed in the issuance of the Regent's Regulation concerning Technical Guidelines for the Implementation of Regional Regulation Number 06 of 2006. Encouragement and motivation for related agencies to achieve the policy objectives regarding the use of Muslim clothing for men and women for school students. The government took action or measures in the form of resource collection and management of existing resources. In the implementation process, The government implements the policy into a program. It is then formulated as a project. After being translated as a program and project, it is then followed by physical action.

- b. The city of Padangsidempuan is predominantly Muslim. In the past, this area was known as the "Veranda of Mecca of North Sumatra." The community is relatively religious and has a large number of Islamic boarding schools (pesantren), creating significant potential for implementing regional regulations regarding the use of Muslim attire for male and female students.
- c. Parental and community awareness of the importance of increasing awareness of the use of Muslim attire for male and female students is a supporting factor for the progress and increase in awareness of the use of Muslim attire among students at all levels of education in Padangsidempuan.
 - 2) Inhibiting FactorsMeanwhile, the factors influencing the implementation of the Padangsidempuan City Regional Government's policy on the use of Muslim attire are as follows:
 - a. Globalization. Students going through puberty and transitional periods face significant challenges from globalization, which has a significant impact on the attitudes and behavior of Padangsidempuan students.

Students' behavior at school is inseparable from their lifestyle at home, in their community, and what they consume daily. The intense news coverage of today's youth has a significant impact on students' attitudes and behavior in their social interactions.

- b. Inadequate guidance and attention. The intense upheavals affecting today's youth must be balanced with guidance, both at home and at school. This significantly impacts the development of students' attitudes and morals. The shift in values is increasingly evident. Young people are no longer ashamed to show their bodies in public. This is one of the impacts of unfiltered globalization, which is undermining social order and customs within society.
- c. Teachers' readiness to evaluate students' behavior. Because some teachers are busy and face their own life challenges, some simply carry out their teaching duties but rarely fulfill their role as educators. This shift in mindset and paradigm is also a barrier to the effective implementation of this regulation. Teachers' control of student behavior at school significantly influences student behavior, including dress, manners, and behavior.
- d. The low motivation and interest of some students and parents in the importance of covering their genitals according to Islamic teachings as outlined in the Quran.
- e. The low level of student awareness regarding covering their genitals according to Islamic teachings.

Policy Effectiveness

By relying on the theory that the author has presented in the theoretical framework in the introductory chapter, that: effectiveness is an activity that can be measured through three indicators: (1) the level of success of the activity in achieving the objectives as set. (2) The suitability of the objectives with the time that has been determined; and (3) the involvement of

many parties involved in the activity. These three indicators can be used as a reference to determine the level of effectiveness of the Implementation of the Use of Muslim and Muslimah Clothing, especially at the Senior High School (SMA) level in Padangsidempuan City. Related to the effectiveness of a policy, the author uses 3 (three) parameters as analysis materials that can show whether or not the policy of Using Muslim and Muslimah Clothing is effectively implemented at the Senior High School level (SMA Negeri 1 Padangsidempuan and SMA Negeri 2 Padangsidempuan, Padangsidempuan City). These three indicators are related to three things, namely: first, related to the desired and achieved objectives; second, related to the time needed and the time that has been used to achieve the objectives; third, related to the involvement of school residents in implementing the policy.

Based on these three indicators, measurement results will be obtained in 2 (two) categories, namely: effective and ineffective. In relation to these three indicators, as follows: which have been explained above include:

- 1) Related to the objectives to be achieved. The objectives of establishing Regional Regulation No. 06 of 2006 concerning the Wearing of Muslim and Muslimah Clothing at all levels of education in Padangsidempuan City are to: Form a personality as a Muslim and Muslimah with noble morals, Accustom oneself to wearing Muslim and Muslimah clothing in everyday life both in family life and in front of the general public and Create a society that loves the teachings of Islam.
- 2) To create students who are aware of the importance of maintaining self-esteem and covering their genitals according to religious recommendations contained in the Qur'an properly and correctly, and who understand and practice them in their daily lives. At the level of implementation of the use of Muslim clothing for men and women that has been

achieved by teachers, in managing the process of forming the character of students who have noble morals and have good manners and etiquette. Therefore, professional skills are required for teachers in fostering and directing students according to the Islamic teachings contained in the Qur'an.

3) In relation to the involvement of many parties in policy.

Policy created to regulate the behavior and involvement of many parties and the community. Padangsidempuan City Government's policy on the use of Muslim clothing for women in its process and implementation involves many elements. The actors directly involved in policy making are: First. The Mayor (Regional Head). The Mayor as the Regional Head has an important role in policy formulation. In addition to the Mayor's direct involvement in the formulation of public policy, sometimes the Mayor also forms groups or commissions consisting of citizens and other officials aimed at investigating certain policies and developing policy proposals. The Regent and his apparatus consisting of Agencies or SKPD include: The Education Office as a vertical agency for schools which is fully responsible for implementing policies formulated between the executive and legislative branches.

This is possible because the constitutional system grants the executive branch extensive authority to run the government. Second, the Regional People's Representative Council (DPRD). This institution, along with the executive branch, plays a crucial role in policy formulation. Every law concerning public issues must be approved by the legislative body.

In addition, legislative involvement in a policy can be seen from the mechanisms of hearings, investigations, and contacts they conduct with administrative officials, interest groups, and so on. Then, the parties directly involved in implementing the policy in the field are the involvement of school residents. One of the

characteristics of school-based management is the involvement of all parties (stakeholders) in all activities carried out by the school. Some stakeholders involved in the implementation of local government policies on the use of Muslim clothing for men and women at school level include:

Students. Students are very actively involved in the Padangsidempuan City government's policy on the Use of Muslim Attire for Men and Women. Student involvement is quite effective, as it involves Muslim students. This is because, in this regulation, students are one of the objects of implementation. Based on the author's observations, student enthusiasm for this regulation is quite good when under supervision, but when outside the teacher's supervision area at school, student compliance with this regulation is not very significant.

Parents/Guardians. In the author's observation, parents can be said to be quite effective. This can be seen from the high level of parental participation when the school invited parents to discuss the need for additional extracurricular activities, as well as evaluating the attitudes and behavior of students.

Teachers. The level of teacher participation in this policy is significant, as teachers are the key to its implementation within the school environment. However, this is not solely up to teachers; students and parents also play a role. Teachers and a healthy environment also significantly influence student behavior. However, within the school setting, the teacher's role is strategic in guiding and educating students according to religious guidelines.

Community involvement in this policy is essential. Because students spend a significant amount of time in the community, the surrounding community significantly influences their attitudes and behavior. The culmination of achieving this goal is a shared public perception of maintaining self-respect and covering the

genitals. God willing, this regulation will be implemented as intended.

If we look closely at the three parameters of participation and contribution from various parties to the policy, it provides an effective picture of the implementation of the use of Muslim clothing for male and female students at the high school level in Padangsidempuan City.

IV. CONCLUSION AND SUGGESTIONS

A. Conclusion

Based on the findings of this study, it can be concluded that Padangsidempuan City Regional Regulation Number 06 of 2006 concerning the Use of Muslim Attire for Male and Female Students was formulated through a public policy process involving various stakeholders, including the local government, the Regional House of Representatives (DPRD), religious leaders, educational institutions, and the community. The regulation aims to develop students' moral character, encourage the habit of dressing according to Islamic principles, and foster a greater appreciation of Islamic values.

The implementation of the policy has been carried out through socialization, planning, execution, supervision, and evaluation mechanisms involving schools, teachers, students, parents, and the wider community. The success of the policy has been supported by effective communication, adequate resources, commitment from implementers, and a well-defined bureaucratic structure. In addition, support from the local legislature, the predominantly Muslim population, and active parental involvement have contributed positively to the implementation process.

However, several challenges remain, including the influence of globalization, inadequate guidance and supervision, limited awareness among some students and parents, and the varying commitment of educators in fostering students' character development. Despite these obstacles, the policy can generally be considered effective, as it has achieved many of its intended objectives and has involved broad participation from relevant stakeholders.

B. Suggestions

The Padangsidempuan City Government should conduct regular evaluations of the implementation of Regional Regulation Number 06 of 2006 to ensure that it remains effective and responsive to social developments. Continuous socialization programs should also be strengthened to increase understanding among students, parents, and the community regarding the objectives and benefits of the regulation.

Schools are encouraged to enhance character-building and religious education programs so that compliance with the policy is based on personal awareness and understanding rather than merely administrative requirements. Teachers should further strengthen their role as educators and role models in promoting moral and religious values among students.

Parents and community members should actively support the implementation of the policy by providing guidance, supervision, and positive examples in daily life. Strong cooperation among the government, schools, families, and society is essential to ensure the sustainability and effectiveness of the policy in developing students with strong moral character and a deeper understanding of Islamic values.

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