



DEVELOPING A PJOK MANAGEMENT SYSTEM IN KABUPATEN ACEH BESAR (A STUDY ON THE INTERVENTION OF THE PUBLIC POLICY TO ENHANCE THE PJOK SCHOOL MANAGEMENT QUALITY)

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Abstract

This research aimed to develop a Physical Education, Sports, and Health (PJOK) learning in the form of public policy intervention through the determination of physical fitness as an element of school accreditation assessment at schools in Kabupaten Aceh Besar. This qualitative research made use of a natural approach. The subject of this study was the stakeholders at the district of Aceh Besar. The data were drawn using the purposive and snowball technique completed with the triangulation method focusing on emic perspective. Meanwhile, the data were analyzed qualitatively. The result of this study shows that the PJOK learning at schools in Kabupaten Aceh Besar had been running properly. Nevertheless, theories presentation dominated classes sessions compared to practices. Viewed from the quality and quantity, the PJOK teacher as the main human resources was considered fulfilling the standard. Nevertheless, after being reviewed within the existing bureaucratic structure there was no area which was responsible for the sports development at school. The financing for PJOK teaching-learning processes from the APBK budget had not been specifically allocated according to its needs. According to the standard, the number of facilities was still very limited. The research subject as a whole hoped that there was serious attention from the regional government to the PJOK teaching-learning processes by issuing specific policy concerning this matter. In conclusion, all subjects of this study stated their agreement if the government issues a public policy by determining physical fitness as one of the assessment elements of school accreditation at the education unit in Kabupaten Aceh Besar. In order to implement the policy, it is necessary for the district council (DPRK) of Kabupaten Aceh Besar to issue a legal foundation in the form of district regulation (Qanun).

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INTRODUCTION

Among the objectives of the Physical Education, Sports, and Health (PJOK) is to enhance the students' physical fitness which in turn improves their learning quality, including that of affective, cognitive, psycho-motoric aspects. In order for the nation to be superior in the field of education, it is necessary for the educators to "qualify as professional teachers who are capable of transmitting and transforming the nation's culture and optimally developing the students' basic potential constructively" (Sriningsih 2006: 21), including PJOK teachers.

The weaknesses which are observable in Kabupaten Aceh Besar is the PJOK management that is not sound enough. This is seen in several schools, either at the levels of primary school (SD/MI), junior high school (SMP/MTs), and senior high school (SMA/MA) or vocational school (SMK). The students in these schools do not show any good level of physical fitness, whereas physical fitness is very much required for the students to study. The fact that the physical fitness of the SD/MI, SMP/MTs, SMA/MA and SMK students of Kabupaten Aceh Besar is alarming, it can be assumed that the PJOK provided for the schools is not well programmed and assessed, so that the objectives of PJOK, i.e. the achievement of certain degrees of physical fitness implying the students willingness to do any motion tasks is not achieved (Tarigan, 2009: 17).

According to Sadoso Sumosardjuno (2015: 14), physical fitness can be developed and maintained by physical exercises the dose of which is as follows. The intensity of the exercises is with the maximal pulse of approximately 72% - 87%; the period of time for each exercise in the training zone is 15-25 minutes with the frequency of exercise of 3-5 times per week so that it is not enough for the students to attend physical activities during the extracurricular activities (2 hours) only.

Other facts in the field show that there are several factors which are capable of influencing the students' physical fitness. Among the factors

are as follows. (1) The students do less and less motion due to the changes in lifestyle; (2) physical activities at school is also declining. Besides that, information from the PJOK teachers in Kabupaten Aceh Besar states that activities which are capable of supporting the PJOK teachers' professionalism, such as the PJOK subject teachers deliberation (MGMP) as well as training has not been conducted during the education autonomy era.

The implementation of the Qanun of Kabupaten Aceh Besar Number 6/2010 should be supported seriously by the education stakeholders in the district facilitating the PJOK teachers to enhance their competence, providing sports facilities, giving standard access for sports services according to the schools' needs, and encouraging the implementation of PJOK policies so that the students are fit and live healthily. Up this moment, the PJOK policy in Kabupaten Aceh Besar has been limited only to providing a limited number of PJOK sports equipment.

The huge number of existing problems implies that the PJOK teaching-learning processes in Kabupaten Aceh Besar are still ineffective so that it is necessary to conduct a study exploring the existence of shortcoming and weaknesses as well as neglected aspects during the current PJOK teaching-learning processes. With the existence of such problems, it is necessary for the Aceh Besar government to take a certain breakthrough so as to find out and overcome the problems existing in the PJOK learning nowadays. Therefore, an intervention in the form of public policy should be made by the Aceh Besar government through the decision of the physical fitness as one of the elements in school accreditation assessment. It is expected that the implementation of such a policy in Kabupaten Aceh Besar will enhance the students' physical fitness and improve the quality of the PJOK teaching-learning processes in the future.

Physical fitness is referred to as "the commitment and ability to do any work or activity, increase the work power without

experiencing significant exhaustion” (Agus Mukholid, 2012: 3). In order to be capable of doing daily activities without feeling exhausted, it is necessary for a person to be physically fit. For that reason, it is necessary for him/her to do physical exercises involving physical fitness by means of proper learning and exercises. A healthy life has to be supported by the enhancement of physical fitness which enables a person to possess durability to do daily activities without feeling exhausted and result in maximal physical as well as non-physical work. Physical fitness is the physical ability to do activities without experiencing exhaustion meaning that fitness is the capability of the skeletal muscles to maximally contract while receiving certain burden (Sports Development Index, 2007: 51).

There are several components of physical fitness that can be categorized into three classes, i.e. (1) the physical fitness which is related to health; (2) the physical fitness which is related to the motoric skill; and (3) the physical fitness which is related to wellness” (Harsuki, 2004: 273).

1. The physical fitness which is related to health consists of five basic components which are related to one another. The components are (a) the cardiovascular endurance. This component describes the ability to do any work in the condition of aerob (O₂); (b) the muscle strength is mostly needed in daily life, specifically for the legs that have to hold the body weight. The older a person is, the less powerful his/her muscles will be; (c) the muscular endurance is the ability of the muscles to do repetitive work without feeling exhausted; (d) flexibility is the ability for the joints to move maximally.

2. The physical composition is related to the distribution of muscle and fat throughout the body and the physical composition measure has an important role. The physical fitness which is related to motoric skill consists of six components, i.e. (1) equilibrium: attitude in maintaining the body (idle/moving); (2) power that is related to the speed when a person does a motion; (3) speed is an ability to move within a short period of time; (4) agility is

an ability to change the direction of physical position accurately and at high speed; (5) coordination is the ability to utilize the five senses altogether with certain parts of the body to do a motoric activity harmoniously and at high speed; and (6) reaction speed is the speed range that is needed from the beginning of the stimulation and the beginning of the reaction.

3. The physical fitness which is related to wellness is referred to as a dynamic level and an integration of the body organs functions which are oriented to the effort of maximizing the potential which is dependent on self-responsibility.

The basic concept of public policy consists of two terminologies, i.e. “wisdom and policy. In the various literature of the social sciences, these two terms are often used and even considered standard, particularly when is collocated with the term public: (Budiman Rusli, 2013: 2). In reality, we may once ask for wisdom from a figure or a group of people when facing problems ask for the solution, either in the form of advice or real action in order to solve the problem in order to achieve a certain objective.

On another occasion, we may also ask for a policy from the government with the purpose of fulfilling our interest or desire. Firstly, we often use more personal sentences by stating, “We would like to have your wisdom”. Secondly, we use more formal language, for example by saying we need the government policy. The use of the overlapping meanings shows that substantially the two words, wisdom, and policy, substantially have similar meaning when they are related to the achievement of certain purposes. The differences may be in the detailed process and interaction between the actor and the recipient. The differences include sanction and degrees of legality and a number of other differences. The similarity is, in fact, the logical consequence that is unavoidable because these two terms are derived from the same base, i.e. ‘bijak’.

On this occasion, instead of talking about the differences in the meanings of the two words which are originated from the same base, we

intend to emphasize that basically, the two terminologies have a similar meaning, i.e. the achievement of certain objectives. Then, in the process of achieving the objectives there are a number of procedures and mechanism that must be followed, there are also phases, cycles, interaction between the actor and the recipient, interaction between the contents of the policy or wisdom and the environment, and interaction among the stakeholders which are all related directly or indirectly with the strive to achieve the goals of a public policy.

According to Rusli (2013: 111), “the effectiveness of a public policy can be measured by the extent to which the policy can be realized and provide the solution to various problems taking place within the community”. It implies that public service is the follow-up of policy implementation which is directly related to the problems and public interest. The conceptual development of the contemporary public policy emphasizes the necessity of the government action although at the beginning of its development the term ‘public policy’ may mean ‘to do or not to do’ illustrating the government’s being idle as a policy. However, in practice, the government management, not to do, oftentimes causes the community’s worry in assessing the government’s attitude towards a developing problem. Errors in policy making are still possible to be corrected. With the existence of ‘action’, there is an opportunity to provide public service programs. The government public policy in the field of sports have been stated by a number of experts such as Russell Hoye, Matthew Nicholson and Barrie Houlihan (2010:1) who state that “sport has become an important aspect of government policy intervention, as evidenced by the number of nations articulating a discrete ‘sport policy’ with concomitant funding and support for elite and community sport development initiatives”. Meanwhile, Houlihan (2001: 61) claims that “Until the late 1950s or early 1960s, sport was of only marginal interest to most government”. Prior to the period, the government interference in the field of sports is limited only in the form of reaction towards such problems as bad health

in urban areas, the military interest, or solving social problems, so that sports are admitted as a typical policy that is different from the policies taken in other fields. The next development, up to the beginning of the twenty-first century, we are able to witness the government much stronger involvement in the field which is directed to achieve more goals in the context of national development (Mutohir, 2003: 34). The government involvement in the sports area can be traced back through a historical approach. As an example, in England at the beginning of its development, the government often interfered the sports activities. The government intervention is designed to maintain its specific rights in certain sports, such as hunting, by issuing game laws. In Indonesia, the first sports policy was socialized by Soekarno. The first president of the Republic of Indonesia viewed sports as one of the pillars in a nation building. He realized his policy by issuing “a strong policy on sports as a means of the nation’s character building” (Pane, 2014: 1). The realization of such policy has caused the Indonesian nation to be taken into account by other nations.

School accreditation is supposed to improve the national education quality gradually, measurably, and according to the plan, in line with the Law number 20/2003 concerning the National Education System, Chapter XVI, Section Two, Chapter 60 about Accreditation. The government accredited schools in order to assess the program feasibility of each school. Related to that, the government has established the School/Madrasah National Accreditation Body (BAN-SM) through the Regulation of the National Education Ministry Number 29/2005 . BAN-SM is an independent evaluation body that establishes the program feasibility of primary and secondary formal education on the basis of the national standard of education. Accreditation is the assessment of the technical/academic feasibility of a certain educational program institution to produce graduates with specific competence that has been predetermined (Daryanto, 2013: 1). Therefore, supported by the Association of Professional Education Program Management,

school accreditation is an assessment activity conducted by the government and/or independent body with the authority to determine the program feasibility and/or formal and non-formal education unit of every level and type of education on the basis of the criteria that have been established, as a form of public accountability that is managed in objective, fair, transparent, and comprehensive manner utilizing instruments and criteria which refer to the National Education Standard.

The accreditation issue becomes important and urgent following the stipulation of BAN-SM through the Mendiknas Regulation Number 29/2005. In order to response to such challenge, the Education Ministry issued the Government Regulation Number 19/2005 concerning the Education National Standard particularly Article 87 verse (2). The process is reflected in the implementation of accreditation assessing the program feasibility at education units referring to the eight Education National Standard, i.e. (1) content standard; (2) process standard; (3) competence standard; (4) educator and education administrator standard; (5) facility standard; (6) management standard; (7) financing standard; and (8) education evaluation standard. The service reform which refers to Law Number 25/2009 on Public Service intends to realize the system of public service management which is worthy and in line with the general principles of good governance and corporation. The goals of the school/madrasah accreditation service reform are providing facilities to the stakeholders in getting access to accreditation service.

RESEARCH METHODOLOGY

This research is qualitative in nature utilizing the naturalistic approach because it deals with happenings which are related to the natural focus and the main characteristics of the study, i.e. research which is conducted in a natural setting with the researcher as the instrument (Bogdan and Biklen, 1982: 97). This approach is considered the most appropriate with the aims of this study. Besides that, the data

were drawn purposefully utilizing snowball technique inductively since the beginning of the study.

This research took place in Kabupaten Aceh Besar, considering that (1) the education unit (school) is under the Education Body as the setting for the implementation of the PJOK teaching-learning processes; (2) it was detected that the physical fitness level of the students is not high enough; (3) in this area, the researcher in fact one of the policy makers (Vice Regent) who intends to know more about the implementation of PJOK at school, as the basis to make policies for the future development; and (4) the attention of government and community towards PJOK in Kabupaten Aceh Besar is relatively high.

This research is focused on human resources, regulation, and regional government policy as the basis for implementing various programs in realizing the vision and missions of the regional government, the bureaucracy structure, budgeting, facilities, and infrastructures. The data were drawn from the source by implementing the purposive sampling technique prioritizing the emic perspective, meaning that it considers the respondents' perceptions being important, i.e. how their perception is and how to interpret the universe from their perspective.

In line with the purpose of this study, the data were analyzed qualitatively. According to Miles and Huberman (1994:2),

“The most serious and central difficulty in the used qualitative data is that methods of analysis are not well formulated. For quantitative data, there are clear conventions the researcher can use. But the analysis faced with a bank of qualitative data has very few guidelines for protection against self-delusion, let alone the presentation of unreliable or invalid conclusion to scientific or policy-making audiences.”

The statement implies that the qualitative data analysis in this study is harder than quantitative one because the devices for qualitative data analysis had not been defined clearly.

RESULTS AND DISCUSSION

The results of the Focus Group Discussion (FGD) with the stakeholders show that the PJOK management system at the school level in Kabupaten Aceh Besar is as follows. The PJOK management at the school level in Kabupaten Aceh Besar requires the balance between theory and practice. The PJOK lessons practiced at all schools is greatly significant if the teaching-learning processes are capable of creating a fresh and health condition. PJOK lessons also require adequate time allotment so as not to disturb the next lessons. There is also an opinion that the PJOK lessons are important because it can be considered as a benchmark of the students' success. If the students' physical fitness declines, their concentration, and focus on learning will also decline, specifically when it is related to practices. This is in line with Aunurrahman (2013:119) who states that learning problems are related to the students' dimensions; the problems can appear before, whilst, and after the learning activities, depending on their learning interest, aptitude, as well as experiences.

The PJOK teachers should be capable of providing examples and explaining to the other teachers that the students' physical fitness is very important. The students' physical fitness will support them in attending other subjects, besides PJOK. A lot of teachers agree that the students happily attend the practices of physical activities and they also realize that by moving they are able to maintain their physical health, spending more energy, and form their body so as to look good. In line with this, the students' level of physical fitness influences the students' spirit and intensity to study viewed from the physiological factor (Hasan Basri, 2015: 52).

According to the stakeholders, currently, the teachers focus their attention more on learning and practices rather than on education. The PJOK teachers should have taken the role as a medium in educating the students in order to make them aware of their health, being discipline, becoming stronger, and through sports being able to implant moral values to the

students. Unfortunately, up to this moment, the decision makers are still unable to make PJOK as one of the urgent benchmarks of the success in education and provide priority to the development of schools in this region. This is in line with Darst, Pan Grazi, Sariscasany, and Brusseau in Jennifer H. and Pamela Kulinna (2014: 2) who state that the quality physical education potentially and uniquely contributes to the students' lives including (1) doing daily physical activities; (2) enhancing their physical fitness individually; (3) developing competencies in various physical skills related to sports; and (4) obtaining knowledge of active and healthy lifestyle.

The other finding from the stakeholders shows that according to the 2013 Curriculum schools are permitted to develop their own curriculum system which, in this case, is related to the PJOK learning in elementary school, junior high school, and senior high school, at different levels. The problem existing in the site is that the PJOK teachers have not fully understood the three education domains (cognitive, affective, and psycho-motoric), they do not know the actualization of the PJOK values. It is necessary to have public policy and enhance the PJOK teachers as human resources.

The achievement of physical and mental health for the students in this region in the past was realized through the "Healthy Friday" program. This has been explained by the Vice Regent of Kabupaten Aceh Besar that "nowadays the school activities that can support the physical fitness are Health Friday activities in the form of "Morning Gymnastic Joint" activities. The implementation of this program at schools in this region has provided good results in the framework of manifesting the physical and mental health and fitness for the students. Nevertheless, currently, such Morning Gymnastic Joint activities are not generally practiced any longer at the education units in Aceh Besar except at some schools. As a result, there is a physical decline of the students' physical activities so that their physical health and fitness also declines to cause their physical growth to be hindered. This is in line with the

results of a study conducted by Zavydivska Natalia et.al (2016:1) showing the improvement of physical health and functional status of the organism, the level of adaptation and functional reserves of the organism, the positive dynamics in the changing standards of physical fitness evaluation and improvement of the healthy life skills development

There is a misconception about PJOK learning. The enhancement of sports achievement is not for the development of knowledge, attitude, and psycho-motoric domains which are in line with the competencies that they should achieve. On the one hand, the PJOK teachers should become the students model instead of merely a profession that has to be carried out so that in doing their job they are capable of realizing their tasks and profession. On the other hand, the PJOK teachers possess great asset and opportunities for success because the students are interested in this teaching-learning processes. This profession should be well implemented by the teachers for the achievement of the students' physical health and fitness.

Relates to the teachers official status, according to the results of the interview with the samples of the study, it is shown that 85% teachers have had the status as government officers and they are qualified as bachelor's in sports education; the rest are part-timers. This implies that the official status of the PJOK teachers in Kabupaten Aceh Besar has been adequate. The logical consequence of this condition is that it is possible to properly implement, develop, and improve the quality of the PJOK teachers at the schools. In line with this condition, Stephen Mabagala (2014: 1) states that education level is a determining factor in fulfilling the attitude and code of ethics of the profession, so that there is a need to strengthen the development of profession for the teachers and emphasize the teaching of moral ethics in the teacher education program, specifically the physical education teachers.

The regional government support to the management system of PJOK in Kabupaten Aceh Besar including the implementation and

development of PJOK learning is very high at school, in line with the Laws and regional regulation (Qanun) which are used as the legal basis of the regional government in developing and improving the PJOK quality in this region. This regulation firmly and clearly mentions the aspects that are delegated to the Aceh government, including the financial balance between the central and the regional government.

Qanun number 5/2008 reiterated in Qanun of Kabupaten Aceh Besar number 6/2010 concerning the educational management states that Article 21 verse (1) the curriculum implemented in every type and level of education according to the national as well as local contents are implemented in Islamic manner in the teaching-learning processes. (2) the school-based curriculum in all types and levels of education as stipulated in verse (1) can be supplemented with local contents in line with the needs of each educational unit.

The existence of the laws and regulations provide a strong basis for the government of Kabupaten Aceh Besar to develop and improve the quality of the various sectors of education including the development and improvement of the PJOK teachers at school in the form of financing, for example providing scholarship to teachers to continue their education to the bachelor's degree for those whose background is only Sports Pedagogical School, Diploma 2, and 3, as well as master's degree. In fact, there are still a number of constraints related to the facilities and infrastructures of PJOK learning.

Related to the facilities and infrastructures of PJOK at school, the teachers admitted that the availability of PJOK learning facilities was still minimal. The research subjects from the favorite schools claimed that the sports facilities and infrastructures specifically for PJOK learning were still inadequate; there were many of them that need renovation and addition. A lot of such facilities were already old, but there was not any new procurement. To make things worse, there was not any initiative from the PJOK teachers to modify the facilities which were needed by the schools. Basically, the

methods of modifying the facilities and infrastructures were applicable. For example, practices in groups or utilizing other media which were more interesting because the transfer of knowledge in new situations can be more effective if close relation among students in the specific situation can be created. This is the so-called "the principle of transfer and retention" (Aunurrahman, 2013: 118-11).

Moreover, the results of the survey show that parts of the sports ground at school which were formerly utilized for sports and flag ceremony had changed their function as areas for classroom buildings, laboratories, and library. This condition clearly shows that the government's attention to PJOK learning at school is still very low.

In the implementation of the bureaucratic organization structure as well as coordination and consultation bureaucratic structure, the government of Kabupaten Aceh Besar via the Education Authority and all its staff functions and is responsible for carrying out each of the job descriptions. In performing their jobs all of the authorities follow their superiors' instruction; they also coordinate with other institutions which are included in the coordinated bureaucratic structure. Meanwhile, various institutions with coordinative and consultative functions play the role of coordinating the institutions and providing consultative services for the education authority. However, the result of this survey shows that there has not been any specific body in the two institutions which is directly responsible for enhancing the physical fitness and sports achievement in every education unit.

The public policy which is implemented in the government of Kabupaten Aceh Besar as the implementation of the Law number 18/2001 stipulating the provision of much more opportunities to manage and organize its own domestic affairs including the economic sources, and to explore the natural resources, and human resources. In order to support this policy, it is necessary for the central, the regional, and the district governments to share fund in the context of regional autonomy. This opportunity can be

realized in various sectors, including the education in general and particularly the PJOK development. It can also open the access to standard sports services in line with the needs; it can also support the realization of the PJOK policies in order for the students to live healthily and in fit condition.

The implementation of the Law via Qanun Number 23/2002 concerning the organization of education specifically aims to accommodate the educational system in Aceh which is based on the Islamic Shari'a. This can be seen in Article 12 which stipulates that "the education system in the Province of Aceh Darussalam is based on the National Education System which matches with the regional socio-cultural values and is not contrary to the Islamic Shari'a". The implementation of the education system with the local socio-cultural values that is based on the Islamic Shari'a in formal schools aims to improve the education quality without neglecting the religious values absorbed and rooted in the community's lives.

CONCLUSIONS

The focus of this study is the sociological aspects of the Aceh community daily life which is inseparable from form its religion. All life dimensions practices by the community is always based on the Islamic religion and cultural values as well as local wisdom rooted in the community. Related to the PJOK, the Aceh community understand that sports learning is part and parcel of the religious teaching that must be practiced by each member of the community. Therefore, the implementation of PJOK at every education unit in this region will be supported and positively responded because it is in line with the Islam teaching and culture. This support is clear from the Qanun of the Aceh Governor Number 5/2008 concerning the Education Practices and the Qanun of Kabupaten Aceh Besar Number 6/2010 concerning the Management and Implementation of Education.

Human resources for the implementation of the PJOK system in Kabupaten Aceh Besar is

sufficient; it includes the PJOK teaching staff in schools from primary school to high school. The results of the analysis indicate that viewed from the quantity and quality, the teachers in Kabupaten Aceh Besar PJOK can be categorized to meet the standards and good. The logical consequence of this allows the development, implementation and quality improvement of the PJOK in the education to be realized.

The existence of infrastructure and management generally describes the physical condition of facilities and infrastructure. The facilities and equipment supporting the PJOK learning are in poor condition, and not good enough in terms of quantity and quality aspects. Quantitatively, the availability of infrastructure and sports field equipment is not proportional viewed from the ratio of the number of students with the infrastructure available, these cause problems in learning.

All the study subjects agreed if the government issues a public policy to establish physical fitness as one element of the accreditation assessment of schools in Kabupaten Aceh Besar. The implementation of such a policy needs to issue legal basis in the form of Qanun (Perda) by the district council (DPRK) of Kabupaten Aceh Besar.

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