

**IMPLEMENTATION POLICY DURING COVID-19****Rita Rahmawati^{1*}, Maman Diana¹, Berliana Karta Kusuma¹, Berry Sastrawan²**¹Master of Public Administration, Universitas Djuanda, Indonesia;²Public Administration, Universitas Djuanda, Indonesia*Corresponding Author: rita.rahmawati@unida.ac.id

ABSTRACT

The mobility restriction policy during the COVID-19 pandemic caused schools to be closed, and education units were required to implement a learning-from-home education policy. This study aims to analyze the implementation of secondary education policies during the COVID-19 pandemic. The research method used is the Mix Method. This method combines quantitative and qualitative approaches. A qualitative approach is used to map the factor's influence, while a quantitative approach is used to analyze the implementation of secondary education policies during the pandemic. Data was collected using interviews, FGDs, and distributing questionnaires. Data analysis was carried out descriptively, both descriptive qualitative and descriptive quantitative. The study results indicate that the policy of learning-from-home education has not been appropriately implemented. It happens because some people still do not understand the policy and the factors that influence it. These factors are planning, school management, application mastery, facilities and infrastructure, student learning motivation, teacher commitment, student learning facilities, and learning methods.

Keyword: Learning From Home,

INTRODUCTION

At the beginning of 2020, the world was shocked by the spread of the coronavirus outbreak called covid-19. Indonesia was one of the countries exposed to Covid-19 in early March 2020. From Our World in Data and JHU CSSE COVID-19 data as of January 4, 2022, it is known that the total number of COVID-19 cases in Indonesia is 4.48 million and died as many as 144,000 people have. Various kinds of government policies in suppressing the transmission of the Covid-19 virus have been carried out. From the pandemic's beginning until the first semester of 2021, the policy of limiting community mobility began with the term PSBB in April 2020 until PPKM Levels 3 and 4 towards the end of July 2021. This policy had an impact on all aspects of life, including education. Through the Circular of the Minister of Education and Culture Number 3 of 2020 on March 9, 2020, education units are encouraged to carry out learning activities with the application of strict health protocols. In its development, the Minister of Education and Culture issued Circular Letter number 36962/MPKA/HK/2020 regarding the policy of online learning and working from home education. In order to

implement the policy, the Minister of Education and Culture issued Circular Letter Number 4 of 2020, which regulates learning activities and tasks during the Study from Home Policy (BDR). Meanwhile, the guidelines for implementing BDR are regulated based on the Circular of the Secretary General of the Ministry of Education and Culture Number 15/2020.

The emergence of policies in education during the Covid-19 pandemic was the beginning of the education revolution in Indonesia. Face-to-face learning is turning into online-based distance learning. In the implementation in the field, many obstacles were found, especially in rural areas with unstable networks.

The economic condition that cannot support gadgets and the purchase of quotas are burdensome, and TVRI channels cannot be caught. Students begin to feel boredom after a few months have passed. Many types of research on educational policies during the covid-19 pandemic have been carried out, including Koko Adya Winata, Qiqi Yuliati Zaqiah, Supiana and Helmawati (2021), writing about educational policies during the pandemic. The study results indicate that education policies during the pandemic can be implemented using; 1) online and 2) offline learning methods. This study focuses more on how students get educational services during the emergency spread of the coronavirus but does not evaluate whether this distance education policy is considered adequate or not in its implementation, including how the students perceive the education policy. It is different from the research conducted by Naria Fitriani, Nani Safuni, and Said Iskandar Zulkarnain (2021), who examined university students' perspectives on educational policies during the COVID-19 pandemic. The results of this study indicate that most of the students (89.6%) agree with the education policy. They (80%) also stated that they enjoyed learning with mixed methods this semester. On the other hand, if students could choose without considering the side effects of the current situation, 51.8% of them would prefer face-to-face activities over online classes. The results of this study indicate that although students can accept distance education policies (learning from home) if asked to choose, they generally prefer face-to-face learning.

Nur Alif Masitoh and Heri Kurnia (2022) wrote about education policy in Indonesia during the COVID-19 pandemic and its impacts. Nur Alif Masitoh's research does not only look at whether the education policy during the pandemic can be implemented or not but also looks at the impact of the policy on economic and psychological aspects. The results of the study indicate that the education policies set by the government still have many shortcomings and cannot be said to be effective, especially from the many complaints of students in understanding learning materials.

Ismail, Abdul Muis Daeng Pawero, and Mardan Umar's (2021) research on Education Planning and Its Implications for Education Policy during the Covid-19 Pandemic focuses on Educational planning carried out by educational institutions. Institutions must reflect their vision, mission, goals, and objectives. Work plan, as a raw material or reference for educational policies at the managerial level. The results of the study recommend that schools' education/learning process must consider not only academic intelligence but also emotional, aesthetic, and interpersonal intelligence.

Rizqon Halal Syah Aji (2020) researched the impact of Covid-19 on Education in Indonesia: Schools, Skills, and the Learning Process. The results showed that the home-study education policy caused significant disturbances, such as disturbances in assessment, cancellation of assessments, opportunities to get a job after graduation, and cancellation of public assessments for qualifications in job selection. This study recommends that the

Indonesian government plan, prepare, and overcome the recovery of covid 19, to reduce the losses to the world of education in the future.

Several studies highlight the obstacles to implementing distance learning policies, such as inadequate equipment and poor internet connections; the increase in learning success is still tiny and ineffective (Irwan, Fauqa Nuri Ichsan, Nurhizrah Gistituati, and Sufyarma Marsidin, 2020). Not all students have online learning support facilities such as smartphones and laptops, and not all regions have internet networks or limited internet quotas (Dedi Robandi, Irwan Ritonga, Tri Putra Junaidi Nast, Rusdina, Nurhizrah Gistituati, 2020). From the teacher's point of view, they have this kind of problem; not all teachers can use technology in online learning, the material presented is not fully understood by students, and not all students can attend online classes (Dedi Robandi, Irwan Ritonga, Tri Putra Junaidi Nast, Rusdina, Nurhizrah Gistituati, 2020).

Secondary education policies during the pandemic are quite a challenge for education units located in incredibly remote areas. Online learning policies encourage changes in other things, such as changes in organizational culture in education units, changes in human resource capacity, teachers and students who are required to master technology, and changes in learning methods. Previous studies have described how this policy can be implemented and the obstacles when implementing education policies during a pandemic. However, no previous research has analyzed the implementation of education in terms of the policy context and from the aspect of understanding, perception, and response from policy implementers.

In this study, the implementation of secondary education policies during the pandemic was analyzed, namely education policies referring to circular letter No. 15 of 2020 regarding guidelines for implementing learning from home (BDR) in the emergency period of the spread of Coronavirus Disease (Covid 19). The purpose of this research was achieved through mixed research methods, namely quantitative and qualitative.

RESEARCH METHODS

The research method used is a descriptive method with quantitative and qualitative approaches. A quantitative approach is used to analyze the implementation of secondary education policies during a pandemic and describe student perceptions and behavior toward education policies. The qualitative approach is used to find data about what factors influence the success and failure of implementing secondary education policies during a pandemic. The population is teachers and high school students (SMA) in the area of the District Office V, Sukabumi Regency, namely 80 high schools consisting of 26 public schools and 54 private schools spread over 46 sub-districts (Source: [https://dapodik. disk.jabarprov.go.id/elok/](https://dapodik.disk.jabarprov.go.id/elok/)). The research sampling was selected purposively in two stages, first selecting schools, then selecting informants and respondents. There are two schools in total: one public school and one private school. The number of research respondents was 92 people, the details of which can be seen in table 1.

Table 1 Research Respondents

No	School Origin	Teacher	Student	Total
1	SMA Negeri 1 Cicurug	14	30	44
2	SMA Islam Albashry Kalapa Nunggal	5	43	48
	Total	19	73	92

If it is differentiated by age, it can be said that the respondents in this study have a relatively far age range, starting from under 20 years and above 56 years. The most significant number of respondents was in the age range of fewer than 20 years, as many as 73 people (79%). Data was collected using observation, interviews, and questionnaires. The research analysis was carried out with descriptive analysis and interactive model analysis.

RESULTS AND DISCUSSION

Public policy is a strategic use of resources in solving public or government problems (Yendrizal, Rusdinal, 2020); (Kamal Alamsyah KA., 2019). Public policy is a direct implementation in the form of programs, and it can also use derivative policies (derivatives) of these policies (Yendrizal, Rusdinal, 2020). *Public policy* is a policy made by the state administrator, namely everything that is done and not done by the government (Arifin A, 2021). *The public policy* regulates public life (Jannah MZ., 2017); and benefits the community (Sirajuddin IA., 2014). The policy comes from the Greek word polis, which means city. Policies relate to ideas about organizational management (Kiwang AS, Pandie DB, Gana F., 2014). The policy can also be interpreted as a decision issued by the government for the community and generally accepted (Nasarudin TM., 2016). The public policy referred to in this study is the policy of learning from home education during the covid-19 pandemic.

The study analyzed the implementation of education policies during the pandemic. Policy implementation is part of the policy-making process (Yuliah E., 2020). It becomes policy in the third stage after the policy problem formulation stage and the policy formulation and adoption stage (Yuliah E., 2020). The variables used in assessing the implementation of this education policy are (1) communication (communications), (2) resources (resources), (3) attitudes (dispositions or attitudes), and (4) bureaucratic structure (Edwards III GC., 1980).

The communication variable is measured based on three indicators. Namely, Education policies have been communicated by the central government to policy actors in the regions, although some still think they are not good at communicating policies. The results of the study show the following data:

Table 1. Assessment of policy implementation in terms of communication indicators

No	Indicator	Very good	Good	Less good	Not Good
1	The education policy for learning from home has been communicated	9%	76%	13%	2%
2	Understanding of the procedures for implementing the education policy for learning from home	15%	70%	12%	3%
3	All teachers have implemented respondents' perceptions of the education policy for learning from home	10%	72%	18%	0%

Viewed from the aspect of resources, the assessment of policy implementation is measured based on indicators of readiness of human resources (HR), infrastructure, financial availability, both funds owned by schools/teachers and students. More details can be seen in Table 2

Table 2. Assessment of policy implementation in terms of resource indicators

No	Indicator	Very Capable	Capable	Less Capable	Poor
1	HR Capability	10%	54%	36%	0%
2	Availability of infrastructure	13%	50%	33%	4%
3	School budget readiness	27%	60%	12%	1%

Generally, respondents consider the human resources, infrastructure, and finances capable of carrying out the policy education. However, respondents still considered that there were still human resources who were incapable of carrying out the policy of learning from home education, including those who consider that the education policy of learning from home is considered a financial burden for the school and the parents of students.

From the aspect of the attitude of implementers, the policy implementation has been carried out well, measured based on the commitment of the teacher, the motivation in overseeing the implementation of the policy, the attitude of the parents, the attitude of the implementers (teachers and principals) who are responsive in responding to various difficulties in implementing the policy.

Table 3. Assessment of policy implementation in terms of Attitude Indicators of Implementers

No	Indicator	Very High	Able	Less	None
1	Teacher commitment	6%	46%	48%	0%
2	Teacher motivation	8%	45%	42%	5%
3	Parental Attitude	14%	51%	25%	10%
4	School/teacher attitudes	11%	46%	42%	1%

Although the study results show that teacher commitment and motivation are highly valued (more than 50%), there are still teachers whom respondents assess as not having the motivation to carry out learning policies from home. Likewise, with the attitude of parents, there are still parents who are not cooperative in carrying out this policy. The teacher's attitude has been assessed as suitable. However, some respondents consider that teachers and schools are less responsive in responding to complaints from students and parents; too many assignments are given, students do not understand the learning material, and parents have limitations in helping explain the material to students.

Based on the bureaucratic structure, education policies are assessed based on indicators of availability and clarity of standard operating procedures (SOPs), implementation of standard operating procedures, understanding of SOPs, a division of tasks, responsibilities, and methods for implementing learning from home.

Table 4. Assessment of policy implementation in terms of Bureaucratic Structure Indicators

No	Indicator	Have	Do not have	Do not know
1	Availability and clarity of standard operating procedures (SOP),	76%	14%	10%

2	Understanding	9%	65%	26%
3	There is a division of duties and responsibilities	58%	42%	0%
4	There are methods in implementing learning from home	91%	9%	0%

The methods used in implementing the learning-from-home education policy are as follows:

1. Register Online Attendance via G-Form/Moodle
2. Individual/Group Presentation Tasks
3. Make individual videos/per group
4. Zoom Meeting
5. Individual/Group Tasks
6. Blended Learning
7. Learning Videos on Youtube or other Media
8. Doing Quizzes via the Web.
9. Collection of Notes Tasks Via WA
10. Every 2x a week to school to collect assignments
11. Using the E-Learning Application (Moodle)
12. Using Google Classroom
13. Assignments per group so that there is a meeting between students
14. Using Flipped Classroom
15. Project-Based Learning Method

SUPPORTING FACTORS AND OBSTACLES TO THE SUCCESSFUL IMPLEMENTATION OF THE POLICY

Several factors influence the success of policy implementation, one of which is the planning factor. Rika Wahyuni (2021) states that the implementation of online learning begins with planning through meetings and notification letters to parents. After learning is carried out, then evaluation is carried out. The results of the evaluation of student learning outcomes show a decline in the mastery of the material (Wahyuni R, Hendriani S, Aisyah D., 2021). Even though it was well planned, there were still students who could not absorb all the material.

Research conducted by Askan Arifin (2021) shows data that there are supporting and inhibiting factors in the implementation of online learning. Factors supporting the success of implementing learning during the pandemic cannot be separated from school management. The principal monitors the implementation of learning by teachers and students. Other supporting factors are teachers and students. The teacher must be able to use the specified application. For example WhatsApp, the teacher must also be able to master the method to be used so that it does not make students bored, and the last factor is the student himself.

Meanwhile, the inhibiting factors are the availability of facilities and infrastructure and the lack of parental motivation and supervision (Arifin A, 2021). The success of policy implementation cannot be separated from the role of teachers and a system that encourages teacher motivation and commitment. Available resources determine the implementation of character education programs (Suherman, 2014).

Research by Mudzalifatul Zahrotul Jannah (2017) produces data that adequate learning facilities such as books, mixed learning media, and school-building media will greatly support student achievement. Likewise with motivation, the higher the student's motivation, the more influential it will be on student achievement (Jannah MZ., 2017). Research conducted by Moh. Atiqurrahman (2021) focuses more on lecturer strategies to carry out the learning process so it can run effectively (Atiqurrahman M., 2021). In order to implement the online learning policy, the Chancellor of UIN Madura took several policies, namely social distancing, online learning, and providing supporting facilities to carry out online learning. Although various methods have been implemented, the effectiveness of learning during the pandemic depends on the students themselves (Atiqurrahman M., 2021).

The factors that influence the success and failure of implementing secondary education policies during a pandemic are:

- a. Knowledge of policy actors, both teachers, students, and parents
- b. Understanding of learning-from-home education policies during the pandemic
- c. High commitment from students, teachers, and parents.
- d. Availability of facilities and infrastructure. Students can take online learning if they have a cellphone that can support online learning activities
- e. The need for additional funds to buy credit.

CONCLUSION

The policy of learning from home education has been implemented, although it is not entirely optimal in terms of communication, resources, attitudes of implementers, and bureaucratic structure. Although the policy was communicated to all stakeholders, both teachers and parents of students, in its implementation, some still do not fully understand the procedures for implementing the learning-from-home education policy. Likewise, from a resources aspect, in addition to human resources, which are considered capable, this policy is also considered to provide a financial burden for schools and parents.

The policy of learning from home is also influenced by various factors, including planning, school management, application mastery, facilities and infrastructure, student learning motivation, teacher commitment, student learning facilities, and learning methods. These factors determine the success and failure of student learning.

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