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Analysis of Basic School Education Policies Related to Learning During Pandemic in Serang City

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ABSTRACT. This study aims to analyze the policies of education in primary school related to learning during a pandemic in Serang city. The method used is a descriptive qualitative method using this type of survey. Techniques in data collection use techniques to find information in indirect communication in using technology-based media intermediaries by using questionnaires in Google Form. Respondents involved in this study were in An-Nur Modern Islamic School with 90 students, eight teaching staff, one school principal, and five educational staff. The result showed that education is divided into the family environment (informal education), school environment (formal education), and community environment (nonformal education). Then education policy is seen as a set of rules that the government has to create education that follows the ideas to reach the desired goal; alignments here include politics, budget, empowerment, and rules. In the implementation of education policy, there are seven steps: analyzing the situation, making some new policy, evaluating policy choices, making decisions, planning the implementation, assessing the impact of policy implementation, and determining the subsequent policy cycles.

Keywords: *Policy, School, Learning, Pandemic*

INTRODUCTION

In 2020 Corona Virus Disease (COVID-19) became an outbreak spreading quickly in almost all corners of the world. This condition makes WHO provide travel restrictions, quarantines, curfew restrictions, and public facilities closure to relieve the spreading COVID-19. Besides the economic and social sectors in many countries, this virus also impacts education facilities, and the government closed all education-related activities.

The Republic of Indonesia's Ministry of Health released the data on May 17, 2020, about 19,010 positive cases of COVID-19 and 1200 people died. Then the central government decided to implement the Large-Scale Social Capping policy (Nasruddin & Haq, 2020) and the learning activities go by each student's home during the pandemic (Suryaman *et al.,* 2020; Khuluqo *et al.,* 2021; Nugraha *et al.,* 2021). In addition, a curriculum simplification policy was also carried out so that learning could continue during the pandemic (Fahmi *et al.,* 2020; Cahyadi & Widyastuti, 2021; Malik & Sukiman, 2021; Juhji *et al.,* 2021). With this policy, learning is carried out at each student's home online through Zoom, Google Class, Meet, WhatsApp Group, and other online media (Septantiningtyas *et al.,* 2021).

The policy had been decided by the government has three main points as (1) online learning is aimed to provide a meaningful learning experience without being burdened with the demands of completing all curriculum achievements to graduate or graduate school, (2) it can focus on life skills education, (3) activities and assignments learning can vary between students that are tailored to the interests and conditions of each student including considering the lack of learning facilities owned by students (Arlinwibowo *et al.,* 2020; Churiyah *et al.,* 2020; Hignasari *et al.,* 2020; Andarwulan *et al.,* 2021). So that in this study, the policies of education in primary school related to learning during a pandemic, particularly in Serang city. Using accurate information and data, especially regarding the implementation of policies in the administration in the pandemic and educators' ability in the administration of education.

Based on the problems above, the objectives of this research are to analyze the policies of education in primary school related to learning during a pandemic in Serang city.

METHOD

Qualitative research methods are the methods used in this study. Qualitative research is descriptive research and tends to use analysis. The theoretical basis is used as a guide so that the focus of the research is following the facts in the field. Besides, this theoretical basis also provides an overview of the research background and as material for discussion of research results. The type of research approach used is a descriptive method, which examines the status of a group of people, an object, a set of conditions, a system of thought, or a class of events in the present. The purpose of this descriptive research is to make descriptions, descriptions, or paintings systematically, factually, and accurately regarding the facts, characteristics, and relationships between the phenomena being investigated.

The type of descriptive method used is library research. Library research is an activity of observing various literature related to the subject matter raised in the form of books, papers, or writing that are helpful to be used as guidelines in the research process. According to Mohajan (2018), library research aims to collect data and information with the help of various materials in the library; the results are used as an essential function and the primary tool for research practice in the field. Because using library research means that data sources are taken from various data sources relevant to the topic raised, namely Primary School Education Policy Analysis related to learning during the pandemic in the city of Serang.

RESULT AND DISCUSSION

Result

Education is essential in our lives (Baharun, 2016), meaning that every Indonesian person deserves it and is expected to develop in it continuously. Education will never end. Education, in general, has the meaning of a life process in developing each individual to live and continue life. So being an educated person is very important. We are educated to be valuable people for the State and Nation (Ramdani, 2018).

The first education we get is in the family environment (Informal Education), the school environment (Formal Education), and the community environment (Nonformal Education) (Karo-Karo, 2014; Darlis, 2017; Mustam & Daniel, 2018). Informal education is education that a person gets from daily experiences, consciously or unconsciously, from birth to death. This educational process lasts a lifetime, so the family's role is essential for children, especially parents. School as a formal institution in charge of educating. The part of the school is enormous as a means of exchanging ideas among students. And also, the teacher must strive so that the lessons given are always sufficient to attract children's interest because it is not uncommon for children to think that the assignments given to them are useless. Since the government has implemented

social distance to prevent the spread of the COVID-19 outbreak, large numbers of meetings have been limited. Included in the world of education. It impacts teaching and learning activities in educational institutions, which have initially been face-to-face in class, shifted to distance education in a network (online) with an online system.

Yanti (2020) provides an understanding of educational policy analysis as a consideration based on a value system and several assessments of situational factors; these considerations are used as a basis for operating institutionalized education. This consideration is a plan that is used as a guide for making decisions. Legally formally, based on the Regulation of the Minister of Education and Culture Number 109/2013 Article 2, states that the purpose of online learning is to provide higher education services to groups of people who cannot attend face-to-face education, and expand access and facilitate higher education services in learning. In this way, it can be interpreted that online learning is an educational system that has the characteristics of open, independent learning, and thorough learning by utilizing Technology, Information, and Communication (ICT) and using other technologies, and in the form of university integrated learning.

Discussion

Policy Analysis

Policy analysis is a thought procedure that has long been known and carried out in human history. According to Aziz et al. (2020) and Fakuroji (2017), policy analysis is an applied social science discipline that uses rational argumentation by using facts to explain, assess, and produce thoughts to solve public problems (Alfath & Huliatunisa, 2021; Yanti, 2020). Furthermore, Suryadi and Tilaar emphasized that policy analysis is a method or procedure of using a human understanding of and solving policy problems. According to Ritonga (2020) and Rusydiyah (2017), the working definition of *policy analysis* is a social science discipline that uses multiple inquiries and argumentation methods to produce and utilize appropriate policy information in a political decision-making process to solve policy problems (Rokim, 2019). The word policy (Ritonga, 2020; Rokim, 2019) is taking care of a problem or public interest, emphasizing action (product). When juxtaposed with education, the word policy is the translation of the word educational policy, which comes from 2 words, so education policy has the same meaning as government policy in education. If we look again, this education policy is the product of the selected person or unit, the product of several inputs from all parties to improve the quality of education.

The policy comes purely from human reason considerations; however, of course, humans are more dominant in the choice of policy options, because in the decision, there is an emphasis on wisdom from emotional and irrational factors, it does not mean that policy is irrational, but it is possible that at that time rational has not been achieved or is intuition (Alfath & Huliatunisa, 2021; Syamsuri, 2021; Yanti, 2020). Education policy is seen as a set of rules that the government has for the sake of creating education that is following the ideals so that it reaches the desired goal; alignments here include politics, budget, empowerment, and rules (Aziz *et al.*, 2020; Muazza *et al.*, 2018).

Education Policy Implementation

Implementation is an integral activity of policy formation. According to the association for the development of African education (Maghfuri, 2020; Rusydiyah, 2017), implementation is the practice of the policy itself. At the implementation stage, an assessment, monitoring, and evaluation of policies can be carried out to take lessons from the implementation of these policies. The education policy process is implemented following the decision-making process or policy in general, but by considering several factors closely related to education. According to the stages of policy formulation proposed by Prastiko and Supriyanto (2020), the process follows:

(1) Analyzing the situation that occurs in the field of education, this step must consider aspects that include the social, political, demographic, cultural, and social contexts that can influence decision-making up to the process of its implementation in the education sector.

(2) Making new policy choices is usually made in situations where there are problems due to political decisions or reorganization. Policy-making can be done in several models depending on the situation, but these models can be combined under certain conditions.

(3) Evaluating policy choices is carried out on policy choices through aspects of desirability, affordability, and feasibility. Desirability includes three dimensions: whether the policy will attract and benefit various stakeholder groups, compatibility with the dominant ideology and economic growth targets in the national development plan, and its impact on economic development and stability. The affordability aspect emphasizes that education expenditure is more vulnerable to changes in the economic and political situation than other public expenditures, so various economic scenarios need to be considered. Meanwhile, feasibility includes the availability of human resources to implement the changes contained in the policy.

(4) Make decisions about education. Decision-making to produce a policy is carried out by considering many questions, analyzing how far or radical the difference is between the new policy and the old one, and whether the policy is operational.

(5) Planning the implementation of policies needs to be well planned because no matter how good the anticipation of the implementation of policies always brings surprises to the community and forms a response that describes the results of the policy itself. One of the ways to anticipate the impact of policy implementation is a pilot study.

(6) The policy impact assessment is carried out using criteria similar to the policy evaluation phase. The assessment process is carried out by considering the impact of policy implementation, whether the impact is in line with expectations, whether changes can be achieved.

(7) Determining the subsequent policy cycle Policy analysis is an endless one. Ideally, when policy implementation has been completed, and results are visible, the policy appraisal phase will take place and lead to possible new policy formation cycles.

Analysis of Online Learning Policies and Constraints

Learning is an essential investment for every nation, especially for a developing nation actively building its country. Development can only be carried out by humans who are prepared through learning to achieve the essence of humanity, namely as caliph on earth. Learning development is inseparable from an educator's responsibility, how the educator transforms his knowledge with existing teaching materials, and by paying attention to teaching methods that are readily accepted by students so that goals are achieved following what is expected. Nine online learning (distance learning) as a distance education model (distance education) is not a new education model. At first, it started with written courses, then developed into a formal higher education in an Open University. Among them, the University of Wisconsin in America has been a pioneer university in the distance education since 1891. In its development, nearly half of the approximately 3,900 higher education institutions in the United States provide some distance education. The background of the holding of online learning is that people who work every day with a solid working time, live and work far from educational institutions will feel how much opportunity cost is lost if they have to take conventional lessons or lectures at these educational institutions because it provides time a few hours each day to sit in class, adjusting the study schedule, practicum and all other activities with working hours. For this reason, various efforts are made to support the realization of online learning with better quality and service by taking advantage of developments in information and communication technology.

At the beginning of its implementation, distance learning was considered by the community as a type of alternative education or second-class education, which was less prestigious than

conventional education, which required the presence of learners. Along with the rapid development of information and communication technology, distance learning is held online via the internet. Online learning received high appreciation from the community, and some even considered it more prestigious than conventional education, which tended to take less advantage of technological advances.

The implementation of distance learning requires good communication between students, parents, and schools because the distance is far, and it is not possible between students, parents, and schools to be able to meet face to face continuously. Communication between students and schools is done virtually or in cyberspace. The media used are several social media, namely: Facebook, WhatsApp, and Skype. Meanwhile, parents and schools focus more on consultation, discussion, and sharing about children's learning development during distance learning and continuing student education after graduating.

According to Muchinsky (2012) and Rusydiyah (2017) opinion in his journal, in preparing the components of the implementation process for implementing distance education, the implementing component of higher education and the local government implements an active cooperation system through the implementation of an inventory of the needs of the process of increasing human resources in each location area through the implementation of the specified mechanism components. This component includes an inventory of educated, skilled, and trained human resources. From the input needs, the collaboration is continued by building a system tailored to the components of the implementation process. The presentation of the implementing framework for online learning activities that is applied is optimized to build creativity and knowledge in each regional environment with process components explicitly supporting the development of the area both in the scope of knowledge development and applied technology that accelerates the development process in creating the welfare of the surrounding community.

The schematic, which is carried out as analysis and implementation carried out from activities to increase Human Resources in areas in a limited scope area, is carried out by implementing active cooperation in the process of needs in supporting a directed development system following the strategic development plan. Active cooperation concerns the development of human resources with the situation and topographical constraints by establishing distance education as a solution in building trained, skilled, and educated human resources. It is intended to develop the region quickly and effectively so that the development process can run sustainably and sustainably.

The components of the implementation process in analysis that become an obstacle to the process of implementing education are the lack of understanding of the process of implementing remote education in the community as a step in implementing a fast and accurate effort as a choice to empower the level of education in their environment. It requires awareness and understanding in a mature understanding. Implementing educational techniques shows the readiness of executors who can fundamentally understand the process of implementing activities in general, based on basic rules and mechanisms in implementing work. For trained personnel, it is specifically necessary to develop specific skills in supporting the development process following the needs applied in the development area, in character, the need for the application of the techniques to be carried out. The need for skilled personnel shows the readiness of implementing development activities, which can be evaluated and monitored in components with a mature display and readiness of resources.

From these needs, the tertiary institution will sort out the process of organizing distance education activities according to the needs of each region. It is because the needs in each government area will be different. It becomes an obstacle to the development of the distance education process, given the readiness and preparation of the teaching staff and the applied mechanisms that do not meet the standards of implementation competence, given the still

structured centralization of education poles and the lack of developing patterns of technology application that accelerate the process of implementing education. Educational mechanisms that have not been standardized have resulted in less readiness of education implementers, and special education for technical implementers of distance education activities is needed in a comprehensive and well-measured manner.

In the implementation of distance education, there are often obstacles or inconsistencies with learning that should be, and many think that the teacher's responsibility in implementing Linear Learning is much lighter than traditional learning (Fuadi, 2011; Arifah, 2018; Umi *et al*, 2020). Currently, the education system faces many problems; during the Covid-19 pandemic, learning in Indonesia has been transferred to distance education, but the lack of equipment, personnel, resources, and limitations of educational technology and the quality of the skills of teachers, are not sufficient. The use of internet (e-learning media) has considerable constraints, network connections, and technical errors such as server downs and errors that hinder learning success (Mayya, 2019; Dewi, 2020; Umi *et al*, 2020).

The use of hypermedia technology has no added value if used only to replace handwritten paper assignments (Sari *et al*, 2020). During this pandemic, many people were not responsible for committing crimes even in education, one of which was the leakage of accounts listed in the discussion application and learning support which harmed many parties, and the learning process was disrupted. However, android and web applications as learning media can foster interest, motivation, learning independence, and rapid development. It is difficult to control the development of learning. Although education games can foster interest in learning, the increase in learning success is still tiny and ineffective (Supena *et al*, 2020). The teacher's creativity in providing material through the media is also needed as a factor that influences students' interest in learning in online learning (Firman & Rahayu, 2020; Nurdin & Anhusadar, 2020; Sutrisno, 2020). Problems in accepting material concepts and principles will be complex in online learning without face-to-face. However, educators can take advantage of learning media in the learning process, such as power points, hyperlinks, video tutorials, compact disks (CDs), and interactive multimedia based on CAI (Darmalaksana *et al*, 2020; Pujiasih, 2020; Sadikin & Hamidah, 2020a).

Education During the Covid-19 Pandemic

The world of education is currently gaining a precious experience, the usual educational process centered in a building called a school, with the social distancing of Covid-19, the learning process has finally moved into student homes based on an internet connection or television channel (TVRI). This event is infrequent in the midst of the Covid-19 outbreak, where the student learning process will at least be fully accompanied by parents who are probably mostly doing work from home. Here a momentum comes to the surface because parents will meet with their essential obligations again as the primary educators and those in charge of the educational process of their children. Previously, for some parents preoccupied with various work matters, many gave authority to the school as a whole as the foundation of the educational process for their children. The conditions due to Covid-19 provide opportunities for parents to build closeness and be directly involved in their children's learning at home.

Covid-19 has a considerable impact on all sectors in Indonesia, both social, economic, and even political, all affected by the spread of the Covid-19 outbreak, and socially this is evident changes in Indonesia, starting from closed all educational institutions, prohibiting gathering in places general so that the call to worship at home. Covid-19 has succeeded in changing the behavior of the people, especially the Indonesian people; apart from the government's appeal, the community also has an interest if their behavior patterns do not change, some of the behavior patterns that will change when and after the Covid-19 outbreak is over are: *First*, a healthy lifestyle; after the spread of Covid-19, there have been many appeals from the government or community

organizations and non-governmental organizations to adopt a healthy lifestyle such as wearing a mask when leaving the house, washing hands frequently, and drinking more vitamins.

Second is the pattern of distance education since there is an appeal from the ministry of education and culture for schools and colleges to establish learning at home for two weeks; many schools and colleges are not ready yet, so many uses social media applications and other free applications. Some universities already have an e-learning website, so they are not too surprised by the presence of home learning instructions or the concept of distance education. This distance education founder is quite effective for specific conditions. After Covid-19, many colleges and schools will likely prepare and implement distance education through e-learning websites. The convenience obtained is very much, especially for students and lecturers who cannot attend on-campus but can still access lessons through e-learning.

CONCLUSION

From the explanation that had been discussed in previous sections, in this pandemic, education is divided into the family environment (informal education), school environment (formal education), and community environment (nonformal education). Then education policy is seen as a set of rules that the government has to create education that is following the ideas so that it reaches the desired goal. Alignments here include politics, budget, empowerment, and rules. In the implementation of education policy, there are seven steps: analyzing the situation, making some new policy, evaluating policy choices, making decisions, planning the implementation, assessing the impact of policy implementation, and determining the subsequent policy cycles.

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