Collaborative-Participatory Model in Education Policy during a Pandemic: Building Collaboration to Bridge the Gap

Ahmad Suyuthi1, Nurotun Mumtahanah2, *Winarto Eka Wahyudi3
1Universitas Islam Negeri (UIN) Sunan Ampel Surabaya, Jl. Ahmad Yani No.117, East Java, Indonesia
2Institut Agama Islam (IAI) Al-Hikmah Tuban, Jl. PP Al Hikmah, East Java, Indonesia
3Universitas Islam Lamongan, Jl. Veteran No.53A, East Java, Indonesia
*ekawahyudi1926@unisla.ac.id

ABSTRACT: The Covid-19 pandemic has disrupted various aspects of life. Economy and education are the two sectors of life most affected. This article aims to analyze education policy in Indonesia in facing the global pandemic. This research uses a qualitative method with a literature study approach. Data was obtained through public policy documentation techniques in the education sector. The data obtained was then analyzed using the public policy theory content analysis method. Analysis of this study found that in the education policy formulation stage, the government, through the Ministry of Education (Kemendikbud), collaborated with various parties (multi-stakeholders) to guarantee the community's fundamental rights to access education. However, it was found that the policies that had been realized still needed to be revised in society. Thus, many people still do not have the right to a good education. For example, regarding quota distribution policies, areas with minimal signal, the ability to operate media, and other digital infrastructure. Realizing this, Indonesia's education policy in the education sector during the pandemic used a collaborative-participatory model. The Ministry of Education collaborates with other ministries or agencies to ensure that education implementation regulations are implemented in the public domain evenly and fairly.

DOI: https://doi.org/10.35723/ajie.v7i2.401
I. INTRODUCTION

Coronavirus, widely known as Covid-19, has become the most phenomenal and monumental virus in the last two years. The virus originated in Wuhan City, China, and has caused paralysis in many sectors worldwide (Platto et al., 2021). Not only in economics, political correctness related to education is also affected. Learning systems are usually done face-to-face, forced to learn in their homes or distance learning (Kurniasari et al., 2020);(Maryano & Sholeh, 2021).

In Indonesia, the Minister of Education and Culture (Mendikbud) Nadiem Anwar Makarim, together with three other ministers, namely the Minister of Home Affairs, Minister of Religion, and Minister of Health, held a coordination meeting to ensure that learning policies during the Covid-19 Pandemic were adequately implemented in the regions through a joint decree relating to the implementation of learning guides (SKB 4 Menteri, 2021).

The principle of education policy in the Covid-19 pandemic is to prioritize the health and safety of learners, educators, education personnel, families, and the public in general and consider the growth and development of learners and psychosocial conditions in efforts to fulfil educational services during the Covid-19 pandemic (Ikhwan et al., 2020).

The government has issued various policies and initiatives to deal with learning constraints in the Covid-19 pandemic, such as revising the Four Ministers' Joint Decree (SKB) published on August 7, 2020, to adjust learning policies in the current pandemic era. In addition, schools are given the flexibility to choose a curriculum that suits students' learning needs during pandemic times, as stipulated in the Decree of the Minister of Education and Culture related to curriculum in times of emergency (Qader et al., 2022);(Siddiq & Istifadah, 2018).

Kemendikbud also conducted initiatives to help overcome the obstacles teachers, parents, and children face during distance learning. Considering learning needs, various inputs from experts and organizations, and evaluating the implementation of the Four Ministers' Decree, the government made adjustments to implementing learning in the yellow and green zones that can carry out face-to-face learning with rigorous health protocols.

Areas in the orange and red zones are prohibited from face-to-face learning in the education unit and continue Learning From Home. Based on data as of August 23,
2020, from http://covid19.go.id, about 48 per cent of learners are still in the red and orange zones. Meanwhile, 52 per cent of learners are in the yellow and green zones.

Face-to-face learning decision-making procedures in the yellow and green zones are carried out in stages like the previous SKB. Local authorities, local religious ministry offices, and schools have full authority to determine whether the area or school can start face-to-face learning.

The Minister of Education also emphasized that even if the area is already in the green or yellow zone, and the local government and schools have given permission for face-to-face learning, the final decision is in the parents. If parents do not allow their children to follow face-to-face learning, they continue to learn from home. "Face-to-face learning in schools in the yellow and green zones is allowed but not required," said The Minister of Education of Indonesia, Nadiem, on one occasion.

The stage of face-to-face learning of academic units, as in the resulting policy, is based on colour clustering to identify the high level of Covid-19 cases in an area. Di green zone and yellow zone in the revision of the Four Ministers’ Decree is carried out simultaneously at the primary and secondary education level with consideration of health risks that are not different for the age group at the two classes. Meanwhile, early childhood education programs (PAUD) can start face-to-face learning two months after primary and secondary education.

Evaluation will always be done to prioritize health and safety. The Department of Education, Provincial or Regency/City Health Office, together with the Head of Education Unit, will continue to coordinate with the task force to accelerate the handling of Covid-19 to monitor the level of Covid-19 risk in the area, primarily its potential in the education process in Indonesia. The Minister of Education and Culture rules asserting that if there are unsafe conditions, there are positively confirmed cases of Covid-19 or the level of risk of the region turning orange or red, the education unit must close the educational institution again.

Since March 2020, the Ministry of Education has adjusted education policy and provided initiatives and solutions during the Covid-19 pandemic. In March, there was a national exam cancellation; school exams did not need to measure curriculum completion, schools that had not carried out the exam could use the scores of the last five semesters to determine student graduation, the PPDB mechanism does not collect students, and parents, PPDB achievement path based on accumulated report card scores and other achievements.

During the period March to April 2020, the Ministry of Education conducted education policies, among others, to support the distribution during the pandemic, among others: the provision of free quotas, the reallocation of the Higher Education budget of Rp 405 M for the State Higher Education Hospitals and Private Universities, reallocation of Cultural budgets of Rp 70 M for Learning from Home activities through TVRI, the launch of The Teacher Sharing (Guru Berbagi) portal, relaxation of the use of BOS and BOP for teacher honour payments, as well as online learning.

May s.d. In June 2020, the Ministry of Education provided Single Tuition Assistance (UKT) for 410 thousand students, BOS Affirmations, and BOS Performance expanded its coverage to private schools (not just public schools). From July to August 2020, schools in the green and yellow zones were allowed to reopen; other zones were still
prohibited, the launch of the curriculum under special conditions and the provision of learning modules for PAUD and elementary schools.

The Ministry of Education also provides internet quota subsidy assistance for students, teachers, and lecturers for four months, from September to December 2020. The amount of aid ranges from students to 35 GB per month, teachers to 42 GB per month, and students and lecturers to 50 GB per month. To realize this quota subsidy policy, the headmaster of education units must complete active learners' mobile phone numbers through the "deposit" application before September 11, 2020 (Supriatna, 2020).

Several researchers have carried out studies on education policies during the pandemic in Indonesia. For example, what was done by Dedi Robandi, in his study, researched education policies related to the Indonesian government during the pandemic, which focused on learning, teacher, and student readiness (Robandi et al., 2020). Another study was conducted by Musthofiyah, which focused more on implementing distance education policies for kindergarten schools (Musthofiyah et al., 2021). Alfiah carried out the following study, which discussed the government’s recommendation through the home school policy (Alfiah et al., 2020). According to his research, this policy could have been more maximally successful in aspects of learning in the cognitive, affective, and psychomotor domains. Furthermore, in a study conducted by Winata, in his research, he examines government policies in learning that focus on offline and online learning methods (Winata et al., 2021).

The Covid-19 pandemic that swept the world resulted in cultural shock in various segments of life. Thus, it is essential to see the extent to which the political policies of education that occurred during the pandemic era were realized in the public interest. This research has contributed that implementing education policy should look at existing cultural disparities (Setiawan, 2020). Whether distance learning provides solutions or gives birth to new problems, especially in areas with limited internet networks and community resources that are not ready with all forms of digital devices to implement the policies of the Indonesian minister of education.

II. METHOD

This article is a qualitative descriptive research that aims to describe and analyze educational policy models during the pandemic in Indonesia (Mohajan, 2018). This type of qualitative descriptive research was chosen because it focuses on an in-depth understanding of education policy and its realization and impact on education delivery. Descriptive research will assist in analyzing in detail various aspects of implemented education policies. In addition, this article uses a literature study approach. This approach allows researchers to understand the education policy model during the pandemic in Indonesia through an in-depth analysis of specific cases documented in the form of circulars, decrees, and guidelines issued by the government during the pandemic (Ugwu & Eze Val, 2017).

The literature study approach also allows researchers to explore the context, decision-making process, and impact of the analyzed educational policies. Researchers collect data through documentation techniques to take inventory of official policy documents, reports, circulars, and various materials related to education policy during a pandemic. Document analysis will provide an understanding of the legal aspects, objectives, and

DOI: https://doi.org/10.35723/ajie.v7i2.401
policy implementation guidelines. The analysis technique for this paper uses the content analysis method, which functions to identify patterns, themes, and important aspects related to educational policy models. Data will be coded and analyzed to identify differences, similarities, and impacts. In addition to content analysis, this article intends to use the analysis method through literature comparisons (cross-literature); research findings will be compared with relevant literature on education policy during the pandemic in Indonesia and other countries. This will provide a comprehensive view of the effectiveness of the policy model analyzed (Belotto, 2018).

III. RESULT AND DISCUSSION

The Politics of Education as Public Policy

Instrumentally, the Opening of Constitution (UUD 45') mandates through Article 31, which affirms that education is the right of every citizen. The implication is that the Government must maintain and organize a national education system regulated through legislation. The above article explicitly illustrates the principle of balance between rights and obligations in education between the Government and citizens. The policy results from carefully made top management decisions that contain a set of objectives, principles, and rules that guide an organization; thus, the policy covers the complete instructions of the organization. Therefore, a policy can be understood as a government decision, a form of endorsement, and a program that contains output and results.

The concept of policy elaborates on various components, which boils down to eight policy directions, namely: 1) policy as an affirmation of intent and purpose, 2) policy as a set of agency decisions used to regulate, control, promote, serve, and other influences within the scope of its authority, 3) policy as a guide to discretionary actions, 4) policy as a strategy taken to solve problems, 5) policy as a behaviour that is problematic, 6) policy as a norm of behaviour with characteristics of consistency, and regularity in some areas of substantive action, 7) policy as the output of policy-making systems, and 8) policy as a policy-making influence, which points to the understanding of the target audience towards system implementation.

Policies are rules that should be followed and should be followed regardless of anyone. The policy is a direction of purposeful action implemented by policy actors in addressing a problem or the affairs concerned. The policy can also be interpreted as decisions formulated and implemented to realize welfare. Nevertheless, although the existing policy at any time the applicable regulations can be eliminated to some consideration by the competent authorities, this is what is referred to as wisdom.

In the context of the policy study, Hough makes a significant contribution, especially concerning theoretical-consensual issues, in providing a complete policy analysis framework. According to him, a policy can refer to a set of programs, goals, plans, and decisions that have implications for the birth of influence and laws and regulations. Departing from this conceptualization, for example, national examinations are one form of education policy.

National examinations, for example, are sufficient to be categorized as policies because 1) they are intended to achieve educational objectives; 2) they include an implementation plan; 3) they are government programs; 4) they are a set of decisions made by educational institutions and officials; 5) present many influences,
consequences, impacts, and consequences; 6) as outlined in various laws and regulations of related institutions (Astuti, 2021).

Furthermore, linking the study of public policy, mainly education policy, will always talk about education management in a macro way. In principle, education management is the application of management science into the scope of education and is part of applied sciences, especially in education, both in schools and outside schools. The principles possessed by education management are no different from those that exist in the concept of management in general, and the functions of educational management are also a series of concepts from management formulations. The application of management in education is directed at efforts to support the smooth achievement of educational goals, while the function and strategy of managerial concepts are the same as those applied in the scope of management.

The aspect of education that is the study of education management is public goods, not private goods. In this context, education is public property goods and services, where the public has the right to get education and teaching as mandated by the 1945 Constitution article 31. In addition, the equalization and continuity of education is an obligation of the Government, especially the fundamental role of providing learning opportunities. Because education is a public good, it should be the study of education policy that entered the perspective of public policy in multidisciplinary education management studies (Arwildayanto et al., 2018).

In limited and selective application, a quantitative perspective of education policy can increase rationality in the decision-making process in the public sector (including education policy). Public policy aims to compose strategic macro social issues into some of the more operational issues. For example, the problem of educational quality can be composed of several components of problems that are directly related or not, such as teacher quality, student quality, quality of management, quality of education process, quality of infrastructure facilities, and quality of teaching process.

Furthermore, policy analysis of each component is carried out thoroughly to produce several policy alternatives that are each estimated to have complementary consequences to solving macro quality education problems. Each result caused by each part must be organized in the unity of concepts.

Education Policy: From Formulation to Problem Realization

Policies are at least made by several parties, namely administrators, managers, and politicians, who are in their respective positions following their power and authority in the field they hold. The above roles can be spelt out at a glance through the concept below (Hubarat, 2017: 128)

First, the administrator consists of education officials, and the Ministry of Education is authorized to provide programs that he designed, from concepts to practices on implementing education. Second, the manager is tasked with describing these programs with technical development, namely expert educational designers. Third, politicians have the authority to design policies that can realize significant changes in the long-term context that govern programs at the level of political structures in the area where they are organized. The fourth legislature is tasked with passing policies formulated by the executive body. Fifth, the interest group influences policy formulation, although this group does not have the authority to lobby, hear, and provide intensive information to move the group's interests (Laksana, 2021).
Two things can be elaborated on in the education policy analysis related to formulation efforts: the formulation of education policy problems and education policies. The formulation of the problem is part of the stage of policy analysis, the formulation of the issue of education policy by proposing a set of actions that are better chosen as an effort to reach an agreement, consensus, compromise, and authorization of arrangements, directions and collective actions that can be accepted together. In formulating education policy, policymakers should pay attention to some unique characteristics. The characteristics in question are related to the objectives, legal-formal aspects, and the concept of operationalization, designed by those with authority, can be evaluated and significantly impact better change and significantly impact better change.

Distance education as an option for implementing education in Indonesia has been in place for a long time. However, this policy only gained a place and was accepted by the public massively during the Pandemic. In this country, it can be seen from March 2020 to 2021 if distance learning was aimed at cutting distance for those with geographical problems. So, distance learning during the Pandemic was done to avoid crowds while avoiding exposure to the Covid-19 virus (Putra et al., 2020).

The implementation of distance education introduced by the Minister of Education can at least be divided into two categories, namely distance learning in-network (PJJ online) and out of network (offline). The PJJ Online system combines electronic devices and internet-based technology, so it needs a data package to be owned for learning implementation. In comparison, the policy of the PJJ Offline is carried out through television broadcasts, radio, self-study modules, printed materials, and learning media from objects in the surrounding environment. Home learning programs continuously broadcast on TVRI are examples of the offline type of PJJ (Ahmad et al., 2021).

Nadiem, as an education policymaker in Indonesia, is indeed a figure of concern because of his breakthrough in education, which can be said to be revolutionary. He made a breakthrough by echoing two new policies, independent learning (Merdeka Belajar) and independent campuses (Kampus Merdeka). The first policy revamps the primary and secondary education system, replacing it with minimum competency assessments and character surveys. The second, related to the independent campus, provides various flexibilities for universities to articulate their academic needs that focus on national competence.

Distance learning as part of the educational policy during the Pandemic is based on consideration of situational factors, such as the outbreak of the Covid-19 virus, which forces a person to limit direct interaction. These considerations are used as a basis for passing education that is institutional. These considerations are planning that is used as a guideline for making decisions.

The component of the implementation process in distance learning analytically becomes an obstacle to the process of education implementation, and there is still the need to understand the barriers needed in distance learning. This policy faces obstacles due to the different conditions of each region in the availability of internet access. This reality in the community environment, many experience "rejection and objection" because what happens is not distance learning but remote assignment. There is no learning process, even for parents who feel objected because parents are burdened with many tasks.
This fact requires awareness and mature understanding by policymakers and policy actors. The maximum need for implementing educator techniques, thus showing the readiness of implementers who can fundamentally understand the process of implementing activities in general, based on fundamental rules and mechanisms in implementing effective education.

In the implementation of distance education, the need is not only about internet access. However, it also concerns educators' readiness, who must be skilled in virtually operationalizing the devices needed to learn. In addition, the role of parents, communities, and local governments holds an essential position in online-based learning success and their children's assistance to see television broadcasts at home that the government has prepared as learning instruments.

From these needs, educational institutions need to sort out the process of organizing distance education activities following each region's needs. This is because the needs of each region of government will be different. This is an obstacle to the development of the distance education process considering the readiness and preparation of educators and mechanisms applied less to meet the standards of implementation competence considering the lack of demographic disparity and unbalanced human resources. In addition, the consequences of education have yet to be standardized from the beginning, resulting in a lack of ready implementation of distance education. So, special training is needed for academic units, especially teachers who deal directly with students.

In the implementation of distance education, often found obstacles or discrepancies with the learning should be. The responsibility of teachers in carrying out PJJ is much lighter than with traditional learning. Today, the education system faces many problems. The nature of the Covid-19 pandemic in Indonesia was transferred to distance education. However, the need for more equipment, personnel, and resources, and limitations of educational technology and teachers' skills and qualities need to be increased. The use of internet media through e-learning has considerable constraints, network connections, and technical errors such as server down and errors hindering learning success.

Hypermedia technology has no added value if it is used only to replace task tasks that use paper over handwriting. At this time of emigrants, many people are not responsible for committing crimes, even in education, one of which is the leak of accounts listed in discussion applications and learning support that harms many parties, and the learning process is disrupted. Although Android and web applications as a learning medium can foster interest, motivation, and independence of learning and rapid development, it is challenging to control learning development. Although educational games can foster learning interest, increasing learning success still needs to be improved and more effective. In implementing education policies during pandemics, a set of rules is needed and needs to prepare the infrastructure to support the implementation of these policies.

Teachers' creativity in providing material through the media is also needed to influence students' interest in this PJJ. Problems in accepting material concepts and principles will be complex in PJJ learning without face-to-face. However, the teacher can utilize learning media in the learning process, such as power points, hyperlinks, video tutorials, and other internet-based interactive multimedia devices.

DOI: https://doi.org/10.35723/ajie.v7i2.401
The similarity of Indonesia's situation with other countries must be addressed immediately. Under normal circumstances, there is much inequality between the countries. Under the leadership of Minister Nadiem Makarim, the Ministry of Education echoed the spirit of increased productivity for students to lift job opportunities when they become graduates of a school. Nevertheless, with the presence of a very sudden Covid-19 outbreak, the Indonesian education world needs to follow the flow that can help the condition of schools in an emergency.

Schools must force themselves to use online media to implement education policies during pandemics and as part of distance education. However, the use of technology is a problem that has been solved previously. Many problem variances that inhibit the effectiveness of learning with online methods include:

1. Limitations of mastery of information technology by teachers and students in the condition teachers in Indonesia need to be made aware of the use of technology; this can be seen from teachers born before the 1980s. Information technology constraints limit them in using online media, likewise, with students whose conditions are almost the same as teachers who understand the use of technology.

2. Inadequate facilities and infrastructure of technology support devices are expensive. Many in Indonesia are still in a worrying economic condition. The welfare of teachers and students who limit them is limited in enjoying the information technology facilities and infrastructure needed with the Covid-19 disaster.

3. Internet access is limited because it still needs to be evenly distributed in the corners of the country. Not all educational institutions, both elementary and secondary schools, can enjoy the Internet. If there is even an internet network, the condition can still not cover online media.

4. Lack of prepared provision of budget costs also hampers because the welfare of teachers and students is still far from expectations. When they use internet quotas to meet the needs of online media, they obviously can not afford it. There is a dilemma in using online media when the Minister of Education gives the spirit of productivity. However, on the other hand, teachers’ and students’ financial skills and abilities have gone in different directions. The state must be fully present in facilitating the cost needs.

The above independent education (Merdeka Belajar) policy is the answer to stakeholder problems in the implementation of previous policies, but this has not officially been legalized but will be triggered by issuing regulations of the Minister of Education and Culture in the future (Bushera et al., 2011). The policies produced by the government during the Covid-19 pandemic in the education aspect include:

Table 1. National education policy products during the Covid-19 pandemic

<table>
<thead>
<tr>
<th>Policy Aspects</th>
<th>Policy Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>Welfare and Institutional Aspects</td>
<td>Wage subsidy assistance for teachers and non-civil servants</td>
</tr>
<tr>
<td></td>
<td>Flexibility in the use of BOS funds</td>
</tr>
<tr>
<td></td>
<td>Allocation of BOS Affirmations and BOS Performance for Covid-19 assistance in public</td>
</tr>
</tbody>
</table>

DOI: https://doi.org/10.35723/ajie.v7i2.401
The Collaborative-Participatory Model in Education Policy during a Pandemic...

Ahmad Suyuthi, et al.

568

DOI: https://doi.org/10.35723/ajie.v7i2.401

and private schools most affected by the Covid-19 pandemic
Internet data quota help

Learning Aspects
Emergency Curriculum
Teacher Learning Program
Teacher Sharing Page
Learning from Home programs on TVRI
Pandemic-time webinar series

Formulation of Education Policy during a Pandemic

The formulation and implementation of education policy are not sui generis and sterile from various external influences. There must be a dynamic vulnerable to various influences of political and bureaucratic interests in the process. Starting from the emergence of issues, then developed into public debate through mass media and limited forums, the aspirations are considered by political parties to be articulated and discussed in the legislature to become public policy in the education sector (Schunk, 2012).

After the policy is formulated, ratified, and published in public, then implemented, the benchmark of education policy is located in its implementation. The implementation of education policy is the payment so that educational policy formulations can be applied in practice. It is good that a formulation can further support the ease of policy implementation.

The stage of policy implementation becomes crucial because this stage determines the success of a policy. What this government does is worth exploring by giving rational consideration to education as public policy. First, education policy has an impact on society at large. Second, to implement education, budget allocation is needed for the public that is not small. Some of the policies produced during the Covid-19 Pandemic in Indonesia related to the implementation of education, including:

3. Joint decision of the minister of education and culture, minister of religious affairs, minister of health, and minister of home affairs of the Republic of Indonesia, Number 01/KB/2020, Number 516 of 2020, Number HK.03.01/Menkes/363/2020, Number 440-882 of 2020 on guidance on learning in the academic year 2020/2021 and the academic year 2020/2021 in the time of coronavirus disease pandemic (Covid-19).
4. Joint decree of the Minister of Education and Culture, religious affairs, minister of health, and minister of home affairs of the Republic of Indonesia, Number 03/KN/2020, Number 612 of 2020, Number HK.01.09/Menkes/502/2020, Number 119/4536/SJ on changes to the joint decree of the minister of education and culture, minister of religion, minister of health and minister of state affairs, Number 01/Kb/2020, Number 156 of 2020, Number Hk.03.01/Menkes, Number 440-882 of 2020, on guidance on the implementation of learning in the academic

The above educational policies are formed through four processes: formulation, implementation, performance, and environment. If viewed from this stage, the government needs to be maximally in terms of environmental analysis where the policy is applied. With the emergence of obstacles and obstacles related to Human Resources and the geographical environment, making public government policy in the education sector can still "fail."

There are several reasons why public policy in the education sector seems still "raw." The mistake from the beginning is that it can be seen from the Ministry of Education and Technology made learning from home into an online PJJ that relies on the internet altogether, even though the digital disparity is vast between countries in Indonesia. This regulation is strengthened by the policy of providing quota assistance to educators and learners. However, unfortunately, the provision of quota assistance is not accompanied by mapping the needs of various quotas.

In addition, learners from low-income families who do not have gadgets and areas not touched by the internet network cannot enjoy the help of internet quotas, and they still need to be served by PJJ. This is what then triggers "failure" in dealing with the adverse effects of distance learning that is virtual-minded. Education policies created to address PJJ are considered less successful because they are only general and tend to be uniform without seeing such a wide gap. The policy does not utilize the potential that the region can use to overcome the PJJ standoff online.

For this reason, the principal and the informal and non-formal education sectors, in overcoming PJJ that should be able to be a supporting system, cannot be adequately managed according to their respective conditions. So, teachers who need clarification about serving PJJ do not get the government's help, support, and solutions.

**Collaborative-Participatory Model in Education Policy**

In explaining education policy in Indonesia during the pandemic, we must remember the contribution of hough, who has built a basic framework regarding procedural stages in the policy-making process. The framework in question includes 1) the emergence of issues and the identification of problems; 2) formulation and authorization of policies; 3) policy implementation; 4) changes or policy stops. These four frameworks are detailed in the context of learning policies during the pandemic in Indonesia.

At the stage of the emergence of issues and problem identification, the Ministry of Education and Culture invites relevant agencies, such as the Ministry of Religion and the Ministry of home affairs, to diagnose further the problem of the spread of the coronavirus that requires serious attention because it has a direct impact in the education process in Indonesia. Collaborate with the minister of religion regarding policies related to madrassas and boarding school. In contrast, it cooperated with the Ministry of Home Affairs because it concerns regional head authorities who have varying disparities regarding differences in the virus's spread rate. Identification of these issues requires government attention, activities that have a place in the public agenda, official agendas, and mobilization and initial support for specific strategies (Putri & Heriyudanta, 2021).
At the formulation and authorization stage of policy, various alternatives are explored. In this context, the government provides immediate emergency options but remains flexible. The learning agenda is carried out by paying attention to the colour of their respective regional zones. The government also prepares distance learning infrastructure, both online and offline. The formulation of a set of actions is carried out to achieve a collective consensus. That is, the level of acceptance of society becomes a fundamental consideration. This formulation is done through legislation, regulatory issues, or the issuance of directives and rules specific to learning during the Covid-19 pandemic.

At the implementation stage, an analysis of some instances is carried out, for example, the level of implementation and rejection in the public sphere and the effectiveness of its implementation. At the same time, developing one or more programs as an alternative is chosen to solve the problem at hand (Musthofiyah et al., 2021). In addition, at the stage of termination or policy change, termination is done because the problem has been solved, the policy is not successful, or the result is judged undesirable, make fundamental changes based on feedback, or replace specific policies with new policies (Alfiah et al., 2020).

The second aspect that must be studied in the education policy analysis is the policy context. This aspect must be done because policies do not appear in nothingness but are developed in the context of a particular set of values, pressures, constraints, and structural settings. The home study policy responds to the problems of the spread of the Covid-19 virus and the community's needs and aspirations regarding their fundamental right to access education. Thus, education must continue and be held even in pandemic circumstances. In addition to preparing a set of infrastructure needed during home learning, the community also enacted public policies.

The policy actor is the third aspect that must be studied in education policy analysis. Educational policy actors can be categorized into two, namely, official actors and unofficial actors. The official perpetrator of education policy is the Minister of Education, namely Nadim Makarim, as an individual or institution that legally has educational responsibilities, namely the Ministry of Education and Culture, the Ministry of Home Affairs, and the Ministry of Religious Affairs. Unofficial education policy actors are individuals or organizations of interest groups, in this context, educational institutions or units.

In official policy actors, it is also divided. However, it follows the state system of government under review, ranging from senior officials to political parties, educational institutions, other institutions related to education, and government bodies. There are interest groups, political parties, and mass media in informal or unofficial actors. These interest groups include teachers' unions, associations representing certain types or levels of education, associations representing learners, associations representing college leaders, and associations representing learners' parents (Edy, 2022). Based on all the studies conducted, it is impossible to conclude. Nevertheless, sometimes education policies are openly and carefully discontinued, modified, refined, or replaced with other policies (Kurniasari et al., 2020).

Some of the approaches analysts commonly use to implement policies can be seen from two approaches at once: top-down and bottom-up. The top-down approach is the decline of abstract or macro policy alternatives into concrete or micro-actions. In the process of implementation, the role of government is enormous. In this approach, the
assumptions that enable decision-makers are critical actors in successful implementation. Top-down policies are strategic and related to state safety, such as policies that prohibit face-to-face learning and crack down firmly on educational institutions that still hold education during pandemics because it concerns the safety of human life.

While the bottom-up approach is based on policies that come from the community, which is sourced from conveying the aspirations of the lower classes of society in the form of requests or support; for example, it concerns people’s fundamental rights to get devices that support health protocols, such as masks, hand sanitizer, hand wash, and so on. This aspiration becomes the capital of consideration of stakeholders to refocus the education budget directed to efforts to minimize the spread of the coronavirus.

Policy implementation seeks to encourage people to convey their hopes and the problems faced, including providing opportunities at the bottom level to solve things that are not strategic (Arwildayanto et al., 2018). Policies are more effective if implemented bottom-up about matters unrelated to national security, such as internet quota subsidy policies, BOS budget relocation, and education cost-cutting. In implementing education policy, the alternative analysis found in this study is that the policy must consider both aspects participatory, meaning it is top-down and bottom-up at once. By combining (mixing) top-down and bottom-up, the government can have full authority in controlling the community so as not to contract the virus outbreak, but on the other hand, pay attention to the community’s aspirations that each region has a differentiation of their own needs.

As for knowing the model of implementation of education policy during the Pandemic in Indonesia, it can be a concept, diagram, or graph used to explain, explain, and predict elements of a condition of the education problem to improve by conveying recommendations and a series of actions to solve the problem of controversy and grab public attention.

The education policy model is a model of ideal examples of the situations and expectations of the world of reality. Models can also be in the form of simplifying the reality of the facts represented. The model’s primary function here is to make it easier to explain the concept of education policy responding to global pandemics. Education policy models in Indonesia can be categorized or called collaborative-participatory models. This means that this model illustrates, making it easier to explain, the participation of parents of students and the public in implementing education during the Pandemic (United Nations, 2020).

The interactive-participatory model in determining education policy is linear, meaning policy implementation is a crucial decision-making phase. In contrast, the policy implementation phase often receives less attention because it is considered the responsibility of certain parties. The success of the implementation of the policy depends mainly on the ability of the implementing unit. If the implementation of the policy fails, what is often blamed is the implementer (management) because it is considered to lack commitment, so it is considered necessary to make better efforts to increase the institutional capacity of the implementer. In this position, the Task Force that enforces discipline becomes essential in realizing education policy. Working with police officers and the national army is a smart move to ensure compliance with the policy (Putra et al., 2020).
In addition, the collaborative-participatory model is seen as a dynamic process, as each party involved in policy implementation can propose changes in various stages of implementation. For example, when the education policy on face-to-face learning, the areas included in PPKM Levels one to three can submit to the head of the local area to organize education as it came from. Meanwhile, for those in red zone areas with a high case rate, the government is obliged to prohibit the implementation of education. This paper means that the policy model is participatory because of Indonesia's dynamic and diverse cases (Perveen & Awan, 2017).

This means that many parties will analyze and evaluate the various stages of education policy implementation during a pandemic. So that the potential, strengths, and weaknesses of each phase of implementation can be known and immediately improved to achieve the goal. As for the overview of the implementation of the interactive-participatory model education policy, it can be seen in Figure 1 below:

Figure 1. The collaborative-participatory model education policy

The chart above explains several indicators to assess the quality of policy output, namely, policy issues that become a stepping stone to designing a multi-party policy agenda. In the next section, after the policy agenda is made, it is to conduct the decision stage through a device of legislation and rules that are beneficial so that the characteristics of the policy can be identified when it is realized in the public sphere (Rahaju et al., 2021).

Implementing education policy into general rules can be more about coverage, bias, access, frequency, service delivery (service accuracy), accountability, and conformity.
of programs with needs (Weidman, 2023). Policy outcome indicators in this context become very important to measure policy implementation results. The results or impact of the policy is related to the change in the condition of the community that is the target group of the policy or program, namely from the initial condition that is not desirable (i.e., related to the fulfilment of the right to access to proper education, safety, and health that is guaranteed and minimal steadfastness). This condition then gives birth to a "new habit" towards a new condition that is more desirable.

IV. CONCLUSION

Online learning systems are considered as ineffective as face-to-face learning because many things must be addressed to optimize online teaching and learning. Online learning has opened up various educational problems in the country, as seen in distance learning practices during the pandemic as an education policy in Indonesia. The means of interaction between management and education administration that can be utilized to improve competence, quality, productivity, and access to education becomes very lame during the educational process running in a virtual space. In addition, implementing education policies during the pandemic also increasingly shows that education development in Indonesia requires support from various parties.

Education as a whole ecosystem that cannot be separated from political policy, technology support capacity, adequate infrastructure, and support from parents/communities must always be built synergistically, balanced, and complementary. If not, then education goes without the principle of justice. With it all, education can be optimal in educating the nation's children. The realization of the implementation of the Circular Letter of the Ministry of Education and Culture No. 4 of 2020 is very dependent on various factors, among others. The central government must ensure the availability of a smooth and stable internet connection and quota subsidies, provision of digital devices and, increase digital capacity and minimize access inequality in various regions.

V. REFERENCES


learning activities. AL-HAYAT: Journal of Islamic Education, 05(02), 169–181. https://doi.org/10.47191/ijsshr/v5-i2-18


https://doi.org/10.1016/j.bbrc.2020.10.087


DOI: https://doi.org/10.35723/ajie.v7i2.401